

**DOMESTIC MINOR SEX TRAFFICKING**  
Clearwater, Florida



***Shared Hope International exists to rescue and restore women and children in crisis. We are leaders in a worldwide effort to prevent and eradicate sex trafficking and slavery through education and public awareness.***



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# **Clearwater Assessment**

Identification of domestic minor sex trafficking  
victims and their access to services

January 2008

**Prepared for  
Shared Hope International**

By Joan A. Reid, LMHC

## Acknowledgements

There are some things so heartless that, once you hear of them, you cannot keep quiet. Human compassion demands their exposure. Domestic minor sex trafficking is one such issue. Among the most horrific and hidden of crimes, it operates in the shadows of societal tolerance and the wishful denial of its existence, and is fueled by demand.

Children who are sexually traumatized do not have fully developed coping skills, sense of self, or idea of self in relation to others. Their concepts of meaning, hope, and purpose are not yet entirely formed. Survivors of childhood sexual victimization describe their identity as contaminated and full of self-loathing, shame, and invisibility. Infants and young children sexually abused are at risk for regulatory, attachment, anxiety, and affective disorders.<sup>1</sup>

Some of the children whose lives are shaken by sexual exploitation have the unique and debilitating status of being seen as both offenders and victims; often, child victims of prostitution are arrested, labeled as a delinquent, and blamed for the crime committed against them. The problem is complex and daunting. However, despite these challenges, a diverse coalition of groups and individuals in the Clearwater/Tampa Bay area of Florida have come together and boldly taken on this critical issue. These professionals are engaging in remarkable levels of cooperation and communication as they address the needs of hundreds of victimized and at-risk children who they assist on a yearly basis.

While this report is specifically designed to identify the gaps and challenges in the identification of and access to services for domestic minor sex trafficking victims, the advancement in identifying and rescuing domestic trafficked minors (DTMs) in the Clearwater/Tampa Bay area cannot go unacknowledged. We thank every individual, agency, and organization that participated in this research. Without their energy, dedication, and honesty, this report would not be possible. It is our hope that all who read this report will find it to be a springboard to future action in advancing the fight to combat domestic minor sex trafficking.

The social services providers in the Clearwater/Tampa Bay area work around the clock, keeping their own programs and services afloat, while providing the DMST victims they encounter with what may be the first opportunity to embrace love, structure, and dignity. They are the critical link in building trust with the domestic trafficked minors and providing the services necessary to prepare them for proper assistance with investigations and a restored life outside of sex trafficking.

Special acknowledgment and appreciation is extended to the Florida Coalition Against Human Trafficking, led by Anna Rodriguez, who has sacrificially labored to bring the issue of international and domestic human trafficking occurring in Florida to the attention of public officials, legislators, and the public. Her organization's efforts have almost certainly made it more difficult for those who wish to enslave others to operate in Florida, and they have clearly provided those rescued with the physical, emotional, and legal support that they need as they make their journey toward restoration.

Special acknowledgement also goes to Deputy Chief Dewey Williams of the Clearwater Police Depart-

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<sup>1</sup> Terr, L. C. (2003). Childhood traumas: An outline and overview. *Focus* 1(3), 322-334. <<http://focus.psychiatryonline.org>>. Accessed on September 30, 2007.

ment. His dedication and spirit of cooperation has been a uniting force behind the overwhelmingly successful first steps of the Clearwater Area Task Force on Human Trafficking ([www.catfht.org](http://www.catfht.org)). Grateful recognition is extended to all the members of the Clearwater Area Task Force on Human Trafficking for their inspirational efforts to end modern day slavery and assist those liberated from its grasp.

Sincerely,

A handwritten signature in cursive script that reads "Joan A. Reid".

Joan A. Reid, LMHC  
Doctoral Student in the Department of Criminology, University of South Florida

A handwritten signature in cursive script that reads "Linda Smith".

Linda Smith, Founder and President  
Shared Hope International

# Table of Contents

Acknowledgments	v
Table of Contents	vii
Executive Summary	1
Methodology	7
Glossary of Acronyms and Terms	9
Background of DMST in Clearwater/Tampa Bay Area	11
Research Findings	17
1. Prevention	18
1.1 Law Enforcement	19
1.2 Prosecution	23
1.3 Judiciary	24
1.4 Juvenile Justice System	25
1.5 Child Protective Services	27
1.6 NGOs/Social Service Providers	31
1.7 Conclusions	33
1.8 Summary of best practices and gaps	34
2. Prosecution	37
2.1 Law Enforcement	38
2.2 Prosecution	40
2.3 Judiciary	43
2.4 Juvenile Justice System	44
2.5 Child Protective Services	45
2.6 NGOs/Social Service Providers	46
2.7 Conclusions	47
2.8 Summary of best practices and gaps	48
3. Protection	50
3.1 Law Enforcement	51
3.2 Prosecution	52
3.3 Judiciary	53
3.4 Juvenile Justice System	55
3.5 Child Protective Services	56
3.6 NGOs/Social Service Providers	57
3.7 Conclusions	61
3.8 Summary of best practices and gaps	63
Conclusions	65
Recommendations	68
Appendix (see following page for list)	72

## APPENDIXES A-L, FIGURES 1 AND 2

Appendix A	Victims of Crime Compensation Fund Guidelines _____	72
Appendix B	Florida Statute (2007) 985.115 -- Release from Custody _____	73
Appendix C	Florida Statute (2007) 787.06 -- Human Trafficking _____	75
Appendix D	FRCPI Overview of Human Trafficking Course _____	77
Appendix E	ICAC Training Courses _____	78
Appendix F	Unified Family Court _____	79
Appendix G	Florida Statute (2007) 796 -- Prostitution _____	80
Appendix H	2004 State Inpatient Psychiatric Placement (SIPP) _____	83
Appendix I	Florida Department of Juvenile Justice Guiding Principles _____	84
Appendix J	Florida Statute (2007) 985.255 -- Detention of Juvenile _____	85
Appendix K	Flow of Youth through the Juvenile Justice System _____	87
Appendix L	Independent Living Transition Services for Foster Youth _____	88
Figure 1	Karpman's Triangle _____	90

## EXECUTIVE SUMMARY

Domestic minor sex trafficking (DMST) is the commercial sexual exploitation of American citizen or lawful permanent resident children through prostitution or pornography or sexual performance for monetary or other compensation (i.e., shelter, food, drugs, etc). DMST has been viewed as the single most underreported, under-identified, and most severe form of commercial sexual exploitation that children are facing today.<sup>2</sup> Stopping the trafficking of children for the purposes of commercial sexual exploitation has become an important focus for the United States government. The Trafficking Victim Protection Act (TVPA) of 2000, including subsequent reauthorizations, has defined all minors involved in commercial sex acts as victims of trafficking, including minors who are U.S. citizens or lawful permanent residents. However, the reality is that many domestic minor sex trafficking victims, instead of receiving the services they need, continue to be detained in the criminal justice system as child prostitutes.

Shared Hope International (SHI), with funding from the Department of Justice, Office of Justice Programs, Bureau of Justice Assistance, is researching the access to and delivery of services to domestic minor sex trafficking victims in several locations in the United States, including the Clearwater/Tampa Bay area in Florida. *The Rapid Assessment Methodology and Tool: Domestic Minor Sex Trafficking in the United States* was developed by Shared Hope International and implemented in the Clearwater/Tampa Bay area by Joan A. Reid, LMHC and Doctoral Student in the Department of Criminology at the University of South Florida. This assessment includes information collected from October 2, 2007 to January 1, 2008, through a comprehensive survey of existing research and the completion of thirty-four interviews of representatives from eighteen organizations and agencies that frequently interact with minors who may be classified as domestic minor sex trafficking victims.

Although best practices are noted throughout the report, it is also our purpose in this report to identify the gaps and challenges that present themselves while working with this difficult population of victims. A concerned and motivated network of individuals and agencies in the Clearwater/Tampa Bay area are wrestling with the daunting task of identifying and rescuing domestic minor sex trafficking victims. In spite of these efforts, most victims remain hidden, and those who are identified or self-disclose their involvement in prostitution are often criminalized and put into the juvenile justice system rather than rescued and restored. One result of this is the failure to access available services for the restoration of these victims. For example, the most frequently identified victim of domestic sex trafficking of minors in the Clearwater/Tampa Bay area is the child pornography victim. Unfortunately, those victimized through pornography and identified by law enforcement and prosecutors are rarely accessing the services, specifically mental health services, available to them and offered free of charge through Florida's Victim of Crime Compensation Program.<sup>3</sup> (See Appendix A for further information on Florida's Victim of Crime Compensation Program.)

The Rapid Assessment Methodology employed three factors commonly used as measures of response to combating sex trafficking worldwide: Prevention, Prosecution, and Protection (three Ps). Established by the U.S. Department of State (DOS), Office to Monitor and Combat Trafficking in Persons, and used in the annual Trafficking in Persons Report, the "three Ps" is an effort to holistically evaluate a country's actions to counter all forms of trafficking in persons. The "three Ps" approach has been recognized for its comprehensiveness in assessing human trafficking.

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<sup>2</sup> Ernie Allen. "Domestic Minor Sex Trafficking in America: How to Identify America's Trafficked Youth," educational video documentary produced by Shared Hope International, ©2007.

<sup>3</sup> <<http://myfloridalegal.com/Engviccmp.pdf>>. October 15, 2007.



- *Prevention* of DMST requires identification of commercially sexually exploited children as victims. The first component in prevention and identification is public awareness. The second component is the training of law enforcement, the judiciary, detention staff, and other professionals who interact with domestic minor sex trafficking victims.
- *Prosecution* of cases against traffickers/pimps is essential, and it is important that these cases result in convictions with appropriate sentences. Ensuring that there is strong legislation in place that will criminalize the trafficking of minors and protect the victims is critical, as is the training of law enforcement, prosecutors, and judges to ensure that they are aware of these laws and are able to build effective cases against traffickers.
- *Protection* requires victim-centered rescue and restoration. Rescue is critical in order to remove the minor from the trafficking situation; however, the importance of completing the rescue without revictimizing the domestic trafficked minor (DTM) cannot be overstated. Victim-centered, long-term restoration is essential, including secure safehomes and appropriate services and programs.

Regardless of their legal status, throughout this Rapid Assessment, all domestic minor sex trafficking victims—commercially sexually exploited children, as well as prostituted children detained in the juvenile criminal justice system under prostitution or prostitution-related charges—are considered victims of sex trafficking, not juvenile delinquents.

The ultimate goal of this Rapid Assessment is to provide first responders and the community at large in the Clearwater/Tampa Bay area with a comprehensive report that will help build the foundation for improvements in the access to and delivery of services for DMST victims. This assessment will be provided to the Clearwater Area Task Force on Human Trafficking and the larger community to inform the identification of these victims and to help bring them the services available to them in accordance with the Trafficking Victims Protection Act of 2000 (TVPA) and its subsequent reauthorizations. The methodology and information included in this report can also be used as tools for other locations wishing to assess their community's needs regarding proper identification and access to services for DTMs.

## Key Findings

**1. In the Clearwater/Tampa Bay area, domestic minor sex trafficking victims are rarely identified and often misidentified.** There is an acute lack of awareness about the crime of domestic minor sex trafficking (DMST), and professionals seldom identify its victims. Among the total array of professionals who would most likely contact victims of DMST, from law enforcement to providers of children's services, there was a general lack of awareness of DMST, sporadic and unsystematic methods of assessing minors for involvement in DMST, inconsistent labeling of DMST victims, little training in DMST, and infrequent tracking of DMST. Due to its mention in the available training for professionals and community groups on International Human Trafficking, a limited awareness of DMST has recently emerged; even this small mention, that U.S. citizens are also eligible for victim status under the federal TVPA, immediately caused changes in attitudes and actions taken toward possible DMST cases.

**2. Estimates suggest that more than 400 DMST victims have had contact with professionals in Florida in the past six years but were not identified as victims of sex trafficking.**<sup>4</sup> Significant barriers exist preventing professionals from identifying DMST victims. Specific barriers include: lack of training

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<sup>4</sup> In a review of the Department of Juvenile Justice (DJJ) intake from 2000-2006, the number of youth referred to DJJ for prostitution was reported as follows: 102 (2000-01), 75 (2001-02), 57 (2002-03), 69 (2003-04), 61 (2004-05). From January to December 2006, there were 66 total youth referred to DJJ for prostitution (33 males and 33 females).

in identifying DMST victims, the hidden nature of sex crimes, the inability or unwillingness of victims to self-identify, and the lack of systematic data tracking of DMST victims, which makes it difficult to establish an accurate estimate of the total number of victims. Children rarely disclose sexual victimization, due to being incapable or simply lacking sexual awareness. Adolescents often minimize or deny their sexual victimization due to confusion about their role in the crime committed against them. Further, most agencies and service providers do not systematically track the DMST victims even when they are identified. Additionally, undercover vice operations, law enforcement officers posing as “johns,” are careful to avoid engaging in a sting operation with a prostitute who looks like a minor for fear of harming a minor. CPS does not have a separate code for identifying a case of familial commercial sexual exploitation; rather, all cases of DMST are labeled as sexual abuse. As a result of these and other barriers, an accurate number of DMST victims in the Clearwater/Tampa Bay area is difficult to establish.

**3. DTMs in Florida and specifically in the Clearwater/Tampa Bay area are viewed as victims and not criminals, but a lack of alternative placement results in their continued criminalization and detention.**

On the whole, the limited number of minors, whose involvement in prostitution is exposed, are rarely charged with prostitution (often pled to a lesser charge) due to the culture of restoration of juveniles that permeates Florida’s Juvenile Justice System. Juvenile Justice in Florida is seen as principally rehabilitative and not punitive. Moreover, high-profile sexual predator cases and extensive coverage in the media regarding sex offenders have shifted the social conscience in the Clearwater/Tampa Bay area regarding minors who are sexually victimized by adults. Minors involved in any form of commercial sexual exploitation are identified predominantly as victims, though systemic gaps and challenges require DMST victims to be criminalized, as detention is the only safe and secure option. It was acknowledged by numerous professionals that detention is revictimization; however, it is viewed as the “lesser of two evils” in comparison to releasing them back to their pimp or their family environment, which may have been the root of the problem.

**4. DMST victims identified in prostitution are encouraged to plead “guilty.”** In an effort to move the judicial process forward, minors engaged in prostitution are encouraged to plead “guilty” to the prostitution charge. Additionally, in the Sixth Judicial Circuit Court of Florida (Pinellas/Pasco County), no minors charged with prostitution have been represented by the Juvenile Public Defender since August 2005, as prostitution is a second-degree misdemeanor and minors are represented only if they plead not guilty (a plea few minors make as it is “quicker and easier” to simply plead guilty). Unfortunately, this lack of counsel results in a failure to understand the consequences of a guilty plea, which include a deeper entanglement in the justice system and less access to those services provided to victims of trafficking. This expedited procedural approach to moving “delinquents” through the system exhibits the lack of understanding by the judicial system that the minors are potential victims under the federal Trafficking Victims Protection Act. Due to the adjudication of minors involved in prostitution as criminals it is difficult for trust to build between law enforcement and the victim, which makes it harder to pursue an investigation against the victim’s trafficker/pimp. Instead, this process further validates the trafficker/pimp’s threats to the minor that the traffickers/pimps are “above the law” and affirms that the system should not be trusted to save the victim from exploitation.

**5. DMST victims are often blamed for their uncooperative attitudes or unwillingness to assist with the investigation of their pimp.** Children rarely disclose sexual victimization either out of incapability or lack of sexual awareness. Confused about their role in the crime being committed against them, adolescents often minimize or deny their sexual victimization. Building on this knowledge of child sexual abuse, the tactics of pimp control need to be further researched to better understand the psychological and physical bondage that the pimp uses to enslave DTMs. Field interviews revealed terms such as “torture,” “cult leader,” and “domestic violence” to describe the experience of a minor who has been

subjected to pimp control. Pimp control must be further studied in order to create services that better address the specific needs of DMST victims and provide holistic restoration, which can also increase victim cooperation in investigations.

**6. Prosecution has been limited primarily to traffickers involved in pornography and should be broadened to include other types of traffickers.** Federal, state, and local Crimes Against Children (CAC) units, federally funded through Internet Crimes Against Children task forces, focus on child pornography that is being produced, transferred, and downloaded from the Internet. They have had significant success in arresting and prosecuting these types of trafficking cases, although the terminology, classification, and use of the term “human trafficking” in connection with these cases are nonexistent. These task forces deserve recognition for their successes; however, it is important to note that those tasked and trained in this effort are not identifying the victims as victims of human trafficking. A disconnect in terminology is causing a lack of cooperation between those working on child pornography cases and those working on child prostitution cases. Information sharing could provide leads on the identification of child pornography victims through child prostitution databases, as traffickers/pimps often increase their profits by producing photos and videos of their victims in addition to their exploitation through prostitution. Furthermore, information sharing could assist in building a case against a pimp by providing clear evidence of commercial sexual exploitation, since obtaining victim testimony against the pimp can often be a challenge.

**7. Gaps in how minors are processed in the detention system may be exploited by traffickers/pimps familiar with the system.** According to Florida statutes, juveniles who are not determined by the Department of Juvenile Justice (DJJ) Risk Assessment tool to be a community safety or a flight risk are ordered released from custody as soon as reasonably possible (Appendix B, Florida Statute 985.115). This statute allows juveniles to be released from the juvenile assessment center (JAC) to any adult without certain criminal charges appearing in a background check. This could mean that a minor arrested and/or charged with prostitution could be released within hours to the trafficker/pimps or a person who may not be their legal guardian.

**8. Law enforcement does not give sufficient priority to preventing the sexual exploitation of minors using false identification documents within the adult sex industry in the Clearwater/Tampa Bay area.** The Clearwater/Tampa Bay area has a large adult sex entertainment industry. Managers of adult entertainment clubs are required to obtain a copy of an employee’s government-issued identification as verification that they are over the age of 18. This verification is easily and often circumvented by the use of false identification documents.

**9. The special needs of DMST victims are incompatible with current procedures regarding child witnesses in criminal cases.** Although the Thirteenth Judicial Circuit has a high-tech Children’s Justice Center, complete with live-feed capability into the courtroom, those facilities have not been used in any criminal cases. The criminal procedural requirement ensuring the right of the accused to confront their accuser means the victim must be present at trial. However, in the case of DMST, the intimidation and psychological manipulation by a trafficker/pimps heightens the need for alternative court procedures, such as permitting the use of technology to protect juvenile victim witnesses from intimidation by the trafficker/pimp in a face-to-face accusation. Such a change would reduce the recantations and refusals to testify that occur in prosecutions as a result of the victim’s fear.

**10. There is a critical lack of safe and appropriate services and programs for victims of DMST.** Adolescent victims of DMST (approximately 11–17 years old) are seen as less responsive than child victims (10 years old and under) to sexual abuse treatment protocols that service providers currently use. The providers of children’s services, both government providers and NGOs, agree that services and programs

specifically designed for adolescent victims of DMST have not been implemented in the Clearwater/Tampa Bay area. Services and programs that address the trauma and commercial sexual exploitation specific to this population of victims are vital to the creation of a successful restoration program. Evidence-based programs that work for sexually exploited children serve as the foundation for the development of services for DTMs. These programs must include exposing the programming mechanisms of the pimp, addressing histories of sexual abuse (usually familial), and assessing the recruiting/grooming mechanisms enforced by the pimp on the minor. Additionally, life skills courses, the redefinition of healthy relationships, and self-esteem building are important aspects that can reduce revictimization.

**11. Shelter placement options specific for victims of DMST were unable to be identified.** For a DMST victim, secure and safe shelter is necessary to begin to deprogram from the psychological control of the trafficker/pimp. Victims need an escape from the physical and mental abuse they endured in order to heal. For most DTMs, a runaway shelter or state-run group home is not appropriate, as they can continue to be psychologically manipulated and are at-risk of returning to the control of their trafficker/pimp, who often aggressively recruits the girls back into exploitation. The State Inpatient Psychiatric Placement (SIPP) was identified as a potential option for secure housing until better and more appropriate housing is created; however, the reality remains that the dearth of appropriate and secure shelter impedes all agencies and organizations working to combat DMST.

**12. Several Assessments are available to youth and should include DMST identifiers.** Upon arrest and booking into a JAC, staff members are mandated to complete a Detention Risk Assessment (DRA) within six hours of the juvenile's entry. The DRA should be reviewed to include specific questions regarding potential past or current involvement in prostitution as well as any contact they may have had with a trafficker/pimp. Release of a minor who may be under the control of a pimp or threatened by a trafficking network is a high risk; alternate secure placement should be identified and provided. Additionally, judges are able to request a Behavior Risk Assessment that guides and informs services mandated upon adjudication. This assessment is an important tool that could further inform and reveal instances of DMST not exposed through preliminary contact with the victim.

**13. Services specifically for domestic minor sex trafficking victims mandated in the Trafficking Victims Protection Act have not been funded.** DMST victims are included in the federal Trafficking Victims Protection Act (TVPA) as a defined victim population, however to date no funding for services specific for DMST victims has been appropriated. Therefore, the TVPA created grant program to the social services counterpart of the human trafficking task forces administered by DOJ/OVC has been restricted to providing services for foreign victims of human trafficking.<sup>5</sup> However, if DMST victims are identified properly as a victim population, they are eligible for a variety of state and federally funded service programs. A critical gap lies in the current frequency of identification of DMST victims as juvenile delinquents; a gap that disqualifies them from the crime victim services. As a specific victim population, DMST victims do not have access to services that are provided with funding authorized by the TVPA.

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<sup>5</sup> The U.S. Department of Health and Human Services awarded a grant to IRAC of which FCAHT received \$666,668. According to the grant, "IRAC will spearhead overall educational and outreach efforts related to human trafficking throughout its region. It will also assess the human trafficking situation in its geographic area and make sub-awards of 60 % of its contracts to other local organizations to raise awareness about human trafficking and assist in identifying and rescuing victims." <<http://www.state.gov/g/tip/rls/rpt/83374.htm>>. Accessed November 1, 2007.

## Conclusion

In conclusion, there is an overall deficiency in understanding DMST and a resulting failure to identify DMST victims in the Clearwater/Tampa Bay area. The investigation and prosecution of traffickers involved in child pornography have resulted in many convictions; however, insufficient resources have been dedicated to stopping the commercial sexual exploitation of minors through prostitution and underage stripping, and information sharing between those working in each area is lacking.

To succeed in securing minor victims' assistance in identifying and prosecuting traffickers/pimps, local and state law enforcement officers need training specific to the unique issues faced by DMST victims. A shift in law enforcement perspective is critical, as they are often the first contact with a DTM after separation from his/her trafficker. Training for law enforcement on DMST and the effects of psychological trauma bonding in minors could help them sympathize with a minor who is behaving like a juvenile delinquent rather than a victim.

There are an assortment of available services that, while not designed specifically for DMST victims, specialize in treating child, adolescent, or adult sexual victimization and the effects of sexual victimization and trauma, such as PTSD, eating disorders, substance abuse, depression, or suicidal tendencies. However, very few DMST victims are accessing these services. In the cases of "less graphic" child pornography, the children are often not viewed as victims of sexual abuse, therefore, counseling services are not recommended. In the case of prostituted minors, although most law enforcement officers are cognizant of the child's victimization, the absence of a safe, secure shelter often leaves detention as the only option. The result is that children who are criminalized do not have access to the same options and caliber of services as children who are identified as victims of a crime. DMST victims are most often placed in a juvenile facility that offers mental health treatment or a state inpatient psychiatric facility. Although this treatment may not be specifically designed for DMST victims, DJJ facilities do provide sexual violence and trauma-focused counseling.

The representatives of the various agencies in the Clearwater/Tampa Bay area that encounter DTMs universally shared the view that minors involved in commercial sex activities are victims of their traffickers/pimps. These informed professionals encounter complex issues with DMST victims, including: DMST victims' inability to recognize and acknowledge their victimization, their powerlessness to break away from their trafficker, the high likelihood of flight and revictimization, and reluctance to cooperate in investigations. There is a shortage of specialized psychological treatment and safe shelter placements for DMST victims.

# METHODOLOGY

This project is a Rapid Assessment (RA) of the practices and procedures used to identify and deliver services to domestic trafficked minors (DTM) in the Clearwater/Tampa Bay area in Florida. The Clearwater Area Task Force on Human Trafficking (CATFHT) defines the Clearwater area as including the Greater Tampa Bay area of Hillsborough, Pinellas, and Pasco Counties. The CATFHT is funded by the Department of Justice, Office of Justice Programs, Bureau of Justice Assistance (BJA) and Office for Victims of Crimes (OVC) and is a collaboration between victim services providers and law enforcement to address the growing problem of human trafficking locally. Because of the frequent cross-city and cross-county alliances formed by government entities and social service alliances, this Rapid Assessment will examine domestic minor sex trafficking across Pinellas, Hillsborough, and/or Pasco counties. This region will be referred to as the “Clearwater/Tampa Bay area,” in accordance with the terminology used by the CATFHT. This report is based on qualitative and quantitative information provided during interviews with the diverse contributors who interact with DTMs at various stages of the minors’ exploitation, interaction with the criminal justice system, and recovery.

Joan A. Reid, LMHC and Doctoral Student in the Department of Criminology at the University of South Florida conducted the research in the Clearwater/Tampa Bay area for Shared Hope International (SHI). In-depth interviews were guided by *The Rapid Assessment Methodology and Tool: Domestic Minor Sex Trafficking in the United States*, a research tool developed by SHI. The complete tool can be accessed at [www.sharedhope.org](http://www.sharedhope.org). Specific questions were created for seven professional populations that were most likely to come into contact with DMST victims: Law Enforcement, Judiciary (juvenile), Prosecution, Public Defenders, Juvenile Detention, Child Protective Services, and Non-Governmental Service Providers. The protocol for this research was approved by the Western Institutional Review Board (Protocol #20070540).

The research was based on thirty-four interviews conducted during a four-week timeframe from October 2 to November 1, 2007, with one or more representatives from the following agencies and organizations:

- Clearwater Police Department
- Pinellas County Sheriff’s Office
- Pinellas County Sheriff’s Office, Child Protection Investigations
- Florida Department of Juvenile Justice, Central Region
- Sixth Judicial Circuit of Florida, Juvenile Division
- Sixth Judicial Circuit of Florida, Office of Public Defender
- Thirteenth Judicial Circuit of Florida, Children’s Justice Center
- Federal Bureau of Investigation
- U.S. Attorney’s Office, Middle District of Florida
- Hillsborough County Department of Children’s Services
- Hillsborough Kids, Inc.
- Sunshine Youth Services, Inc.
- Florida Coalition Against Human Trafficking
- APPLE Trauma Response Center of Crisis Center of Tampa Bay, Inc.
- Family Service Centers, Inc. of Pinellas County
- Family Resources, Pinellas County
- Hillsborough PACE Center for Girls
- Help-A-Child, Inc.

Interviews were completed in one to three hours. Informed consent was given in writing prior to commencing the interview; when informed consent in writing was not possible to obtain, a Research Subject Information Sheet was provided in accordance with IRB procedures. The information collected during interviews has been summarized to highlight best practices, gaps in current efforts, and challenges in the identification and protection of DTMs. The summaries are followed by recommendations for improved delivery of services to DTMs in the Clearwater/Tampa Bay area of Florida.

The findings in this report will be presented to the Clearwater Area Task Force on Human Trafficking and the larger community to assist with developing a plan of action that addresses the issue of DMST in the region. The report will also serve as a guide in identifying and bringing services to DMST victims in accordance with the Trafficking Victims Protection Act of 2000 and its reauthorizations.

Great lengths were undertaken to make the following assessment as comprehensive as possible. Unfortunately, several factors intersected to place constraints on both the field interviewer and the interview process. A targeted timeframe for the assessment was necessary as it is meant to capture a snapshot of the current situation. Nonetheless, the timeframe could have served to hinder the inclusion of professionals who were qualified to speak on the matter of DMST. Additionally, the timeframe allowed only limited follow-up questions to the participants. Interviews were diligently sought; however, certain key professionals were not able to participate. In particular, the inclusion of a juvenile court judge was not possible for this report.

## GLOSSARY OF ACRONYMS AND TERMS

Adjudication	Judicial determination (judgment) that a youth is a delinquent
APA	American Psychological Association
APPLE	APPLE Trauma Response Center
CAC	Crimes Against Children
CATFHT	Clearwater Area Task Force on Human Trafficking
CBC	Community Based Care–Florida’s privatized CPS program
CBT	Cognitive Behavior Therapy
CJC	Children’s Justice Center
CPI	Child Protection Investigators
CPD	Clearwater Police Department
CPS	Child Protective Services
DCF	Department of Children and Families
DMST	Domestic Minor Sex Trafficking
DOJ	U.S. Department of Justice
DOS	U.S. Department of State
DA	District Attorney
Disposition	Action taken initially in a particular case through adjudication
DJJ	Department of Juvenile Justice
DTM	Domestic Trafficked Minor; under the TVPRA (2005) sex trafficking was expanded to include any commercial sexual act of children under the age of 18, including U.S. citizens and lawful permanent residents
EBP	Evidence-Based Practices
FCAHT	Florida Coalition Against Human Trafficking
FCASV	Florida Council Against Sexual Violence
FDLE	Florida Department of Law Enforcement
FRCPI	Florida Regional Community Policing Institute
FSC	Family Service Centers
HCSO	Hillsborough County Sheriff’s Office
HHS	U.S. Department of Health and Human Services
HKI	Hillsborough Kids, Inc., provider of CPS in Hillsborough County
ICAC	Internet Crimes Against Children Task Force
JAC	Juvenile Assessment Center
JPO	Juvenile Probation Officer
LPR	Lawful Permanent Resident
MTR	Mid-Term Review on the Commercial Sexual Exploitation of Children in America, published September 2006
NGO	Nongovernmental organization
OJJDP	Office of Juvenile Justice and Delinquency Prevention
OPPAGA	Office of Program Policy Analysis and Government Accountability
PCSO	Pinellas County Sheriff’s Office
PD	Public Defender (Juvenile)
PTSD	Post-traumatic Stress Disorder
RA	Rapid Assessment
SIPP	State Inpatient Psychiatric Program
TF-CBT	Trauma Focused–Cognitive Behavioral Therapy
TVPA	Trafficking Victims Protection Act (2000)
TVPRA 2005	Trafficking Victims Protection Reauthorization Act of 2005



## BACKGROUND RESEARCH ON DMST IN THE CLEARWATER/TAMPA BAY AREA

The U. S. Government has identified human trafficking for commercial sexual exploitation as a major problem worldwide and nationally. The Clearwater/Tampa Bay area has been identified specifically as a region struggling with these issues, with the trafficking of foreign and American victims both into and within Florida for commercial sexual exploitation. The Department of Justice, Office of Justice Programs, Bureau of Justice Assistance (BJA) began funding human trafficking task forces in Florida in 2004; the Clearwater Area Task Force on Human Trafficking (CATFHT) was one of 10 task forces awarded in September 2006. The goal of the law enforcement component of the human trafficking task forces is to investigate all forms of human trafficking. Human trafficking task forces each have a victim services provider member funded by the U.S. Department of Justice, Office of Justice Programs, Office for Victims of Crime (DOJ/OVC) to provide services to foreign trafficking victims, many of whom are witnesses in the cases being pursued. The collaboration between the two task force components is important to the success of the task forces. In the Clearwater/Tampa Bay area, the law enforcement component is the Clearwater Police Department; the victim services component is World Relief.

### *Domestic Minor Sex Trafficking (DMST)*

The issue of DMST recently entered the consciousness of the Florida public and first responders when a 17 year old was recruited by a “friend” in school. The 17 year old was invited to her new friend’s house for a sleepover. Shortly after arriving, she was given a glass of water that was laced with a date rape drug. The man posing as the “father” was actually a trafficker and the girl from school was a “recruiter.” The minor was bound and gang raped. The trafficker had already arranged her sale for \$300,000.<sup>6</sup>

DMST includes any use of children in sexual activities for compensation, monetary or other in-kind compensation (e.g., drugs, food, accommodations, etc.). According to the federal Trafficking Victims Protection Act of 2000 (TVPA), “sex trafficking” is the recruitment, harboring, transportation, provision, or obtaining of a person for the purpose of a commercial sex act. A “commercial sex act” is defined as any sex act on account of which anything of value is given to or received by any person. The term “severe forms of trafficking in persons” means:

- (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.

Therefore, in accordance with the federal TVPA, domestic minor sex trafficking (DMST) is the recruitment, harboring, transportation, provision, or obtaining of a U.S. citizen(s) or lawful permanent resident(s) under the age of 18 for the purpose of but not limited to prostitution, pornography, or erotic dancing/stripping. “Payment” for the sex act can be anything of value given to or received by any person (e.g., drugs, food, accommodations, cash, etc.).

For the purposes of this assessment the definition outlined in the TVPA will be used as the basis for the identification of DMST victims in the United States.

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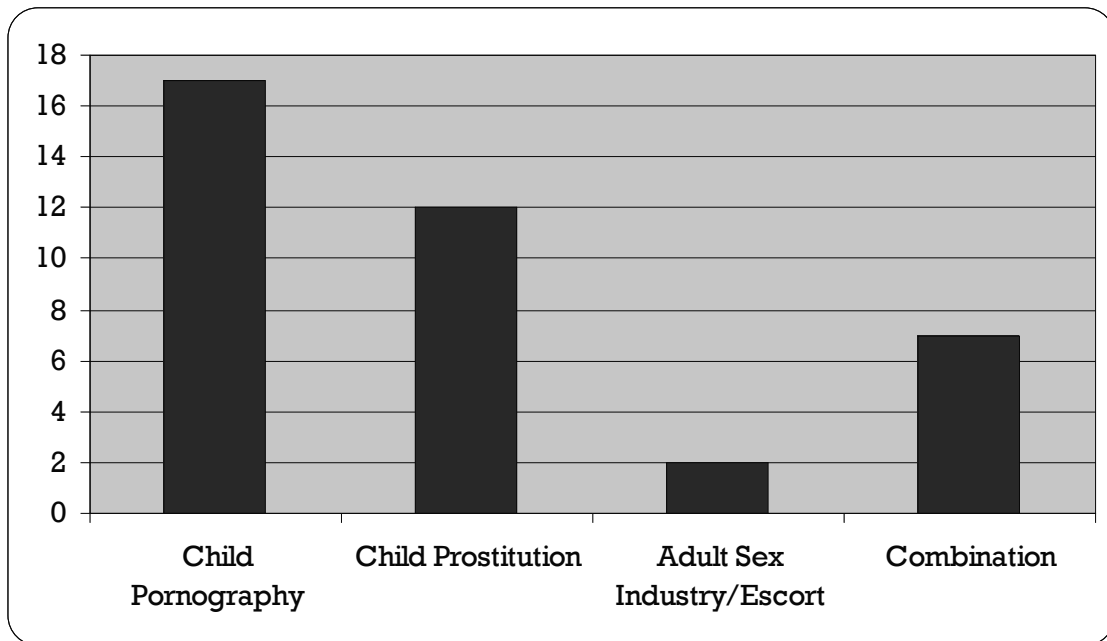
<sup>6</sup> <<http://www.klaaskids.org>>. Winter Newsletter Accessed on December 19, 2007.

*Media Review*

The review of media reports and law enforcement press releases of the Clearwater/Tampa Bay area from 2000 to 2007 revealed numerous arrests, prosecutions, and convictions involving the production of child pornography, child prostitution, and child sex rings. The majority of these articles were found in the *St. Petersburg Times* or the *Tampa Tribune*, the leading newspapers of the Clearwater/Tampa Bay area.

Media reports on the arrests, investigations, and prosecutions involving the production of child pornography ranged from one suspect filming and photographing a child in sexually explicit poses to pseudo-modeling agencies enticing teens to pose for photographs or making videos initially clothed in lingerie or bathing suits and progressing to nudity. In one case, a licensed adult modeling agency filmed a minor girl, later claiming that they believed the victim was an adult.<sup>7</sup> In one case that was successfully prosecuted in 2006, an Ohio mother sent nude pictures over the Internet of her 4-year-old daughter, even touching her sexually for the promise of cash from a man in the Clearwater/Tampa Bay area.<sup>8</sup> The mother was convicted of child rape and is serving a life sentence. The buyer was convicted of possessing child pornography and soliciting someone to commit sexual battery on a child and faces up to 35 years in prison. Other reported successful cases involving Internet child pornography involved undercover agents posing as “johns” or traffickers/pimps. Most of these “sting” operations began with someone being solicited online and notifying law enforcement.

**Reviewed Clearwater/Tampa Bay Area Media Articles 2001-2007 Covering Forms of Domestic Minor Sex Trafficking**



<sup>7</sup> T. Lush “Photographer, lawyer charged in teen sex incident.” *St. Petersburg Times*. June 6, 2002, p. 3B.

<sup>8</sup> M. Fechter. “Web chat user guilty on child porn charge”. *The Tampa Tribune*. April 6, 2006, Metro p. 1.

Of the twelve media articles reviewed reporting the arrests, investigations, and prosecutions involving child prostitution, all stories involved runaway minors who were prostituted by a pimp. In one case, a convicted sex offender was pimping a runaway to an undercover law enforcement officer in an area of Clearwater/Tampa Bay known for prostitution activity.<sup>9</sup> In that instance, both the sex offender/pimp and the 16-year-old victim were arrested with the minor being charged with prostitution. Other cases involved even younger runaways being prostituted by a trafficker and sold via the Internet to various men.

The case with the most prominent coverage in the media occurred in 2002 and was part of a vice investigation that netted two Clearwater/Tampa Bay area lawyers, three doctors, and a pastor involved in buying sex with a minor who was advertised on the Internet.<sup>10</sup> It began when one Clearwater/Tampa Bay area paralegal kept a 13-year-old runaway at his home, had sex with her, took pornographic photographs, and advertised her sexual services on a website. His boss, a Clearwater/Tampa Bay area lawyer, brought three girls (ages 13 to 17) to both his law office and home for sexual purposes. Additionally, he also arranged for these girls to have sex with other professionals in the area. The girls were runaways and exotic dancers at local clubs. The men involved—the paralegal, lawyer, and the professionals buying the sexual services of these minors—were charged, and their cases successfully prosecuted. The men were arrested in February 2002, and the case was prosecuted in June 2004, prior to the passing of Florida's sex trafficking statute. Charges were dropped against one of the professionals, one doctor received felony probation, and a third was convicted of a misdemeanor. The traffickers in this case were charged with over 30 sex-related crimes with a minor.

In a 2001 article in the *St. Petersburg Times*, the Pinellas County Sheriff's Office reported that it was time to crack down on the nearly one hundred "out of control" escort services and fifty lingerie studios in Pinellas County, which were reported to be havens for prostitution, drugs, and the exploitation of teenage girls.<sup>11</sup> A *Tampa Tribune* article in December 2006 stated that the Florida Attorney General's office was working to toughen laws on "teen-modeling websites."<sup>12</sup> According to U.S. Attorney Alice H. Martin, these businesses attempt to skirt the law. "There are no semi-nude or nude images," she said. "The children are dressed in underwear, adult lingerie, high heels, etc., and placed in sexually suggestive poses which focus the viewer's attention on the genital or pubic area. Some are posed with facial expressions and in positions that suggest a willingness to engage in sexual activity."<sup>13</sup>

According to Florida Statute 847 regarding obscenity, "child pornography" means any image depicting a minor engaged in sexual conduct.<sup>14</sup> "Sexual conduct" means actual or simulated sexual intercourse, deviate sexual intercourse, sexual bestiality, masturbation, or sadomasochistic abuse; actual lewd exhibition of the genitals; actual physical contact with a person's clothed or unclothed genitals, pubic area, buttocks, or, if such person is a female, breasts with the intent to arouse or gratify the sexual desire of either party; or any act or conduct which constitutes sexual battery or simulates that sexual battery is being or will be committed. "Child Erotica" (i.e. children photographed nude or partially nude posed in a manner that does not meet the criteria for sexual conduct) is not illegal.<sup>15</sup>

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<sup>9</sup> V. Kalfrin "33-year-old tells police he was just helping teen." *Tampa Tribune*. April 26, 2005 Metro, p 1.

<sup>10</sup> B. Varian "2 arrested in sex ring investigation." *St Petersburg Times*. March 23, 2002, p. 3B.

<sup>11</sup> Lisa Greene, "Escort services could be regulated," *St. Petersburg Times*. July 2001 p. 2B.

<sup>12</sup> "Time for Florida Crackdown on Teen Modeling," *The Tampa Tribune*. December 23, 2006, Nation/World, p. 14.

<sup>13</sup> Mike Bruner, "Fed crack down on teen 'model' sites." December 1, 2006. <<http://nathanr.ca/politics/american/feds-crack-down-on-teen-model-sites/>>. Accessed on November 17, 2007.

<sup>14</sup> <[http://www.leg.state.fl.us/statutes/index.cfm?App\\_mode=Display\\_Statute&URL=Ch0847/titl0847.htm](http://www.leg.state.fl.us/statutes/index.cfm?App_mode=Display_Statute&URL=Ch0847/titl0847.htm)> Accessed on November 17, 2007.

<sup>15</sup> Retrieved from <<http://www.fdle.state.fl.us/Fc3/childpornography.html>>. Accessed on November 17, 2007.

A revealing editorial on October 8, 2006, in the *Tampa Tribune* bemoaned the cost to the taxpayer to regulate adult businesses, stating that the cost of the “excessive government regulation” was not worth the benefit of curbing human sex trafficking, even that involving underage girls.<sup>16</sup> This article was in response to Hillsborough County Commissioners passing an ordinance in September 2006 requiring sexually oriented businesses and their employees to obtain licenses. The County estimated the change affects about fourteen adult businesses employing at least 900 workers in Hillsborough County but not those working in the city of Tampa or in any other city in Hillsborough County. Licensing is seen by the County as a way to make employees and businesses accountable, and it provides law enforcement with greater ability to investigate any illegal activity.<sup>17</sup>

An article in the *St. Petersburg Times* on October 16, 2007, reported that with the help of \$1.5 million in city and county subsidies, the University of South Florida houses more than a dozen new technology companies.<sup>18</sup> One of them boasts that the Internet pornography industry is their target clientele. PrivacyView Software LLC develops programs that encrypt and mask computer files and Internet surfing histories. From the start, when the company touted its product at a 2004 adult entertainment trade show, its core clientele was obvious. “The days of Internet porn consumers being ‘busted’ by their spouses or, worse yet, their children will eventually be a thing of the past,” began the press release announcing PrivacyView’s software. “Now your members can surf with 100% confidence that their adult surfing habits will not be discovered.” The company moved into what is known as USF’s technology incubator on campus several months later—unbeknownst to the larger university community and at least one elected official who voted to give the incubator money. The County Commission in 2005 and 2006 approved \$800,000 in subsidies. Community fall-out from this recent decision by the Hillsborough County Commission is yet to be seen.

#### *Florida Department of Juvenile Justice*

In a review of the Department of Juvenile Justice intakes<sup>19</sup> from 2000-2006, the number of youth referred to DJJ for prostitution was reported as follows: 102 (2000-01), 75 (2001-02), 57 (2002-03), 69 (2003-04), 61 (2004-05). From January to December 2006, there were 66 total youth referred to DJJ for prostitution (33 males and 33 females).<sup>20</sup> The percentage of youth referred for all types of delinquency who are female has grown from 24% to 30% since the early 1990s. The number of males referred to DJJ has declined significantly in recent years, while the number of females has not.<sup>21</sup>

A 2006 study on girls in DJJ gave detailed information on the factors that led to their involvement in the DJJ system.<sup>22</sup> The following are three relevant areas expanded in this report that provide a summary of the common risk factors or pathways to delinquency for girls in Florida’s juvenile justice system.

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<sup>16</sup> J. Brown. “Consider the cost of righteous indignation.” *The Tampa Tribune*. October 8, 2007. Commentary, p.1.

<sup>17</sup> K. Graham. “Strippers, adult businesses now need county license.” *St Petersburg Times*. September 8, 2006.

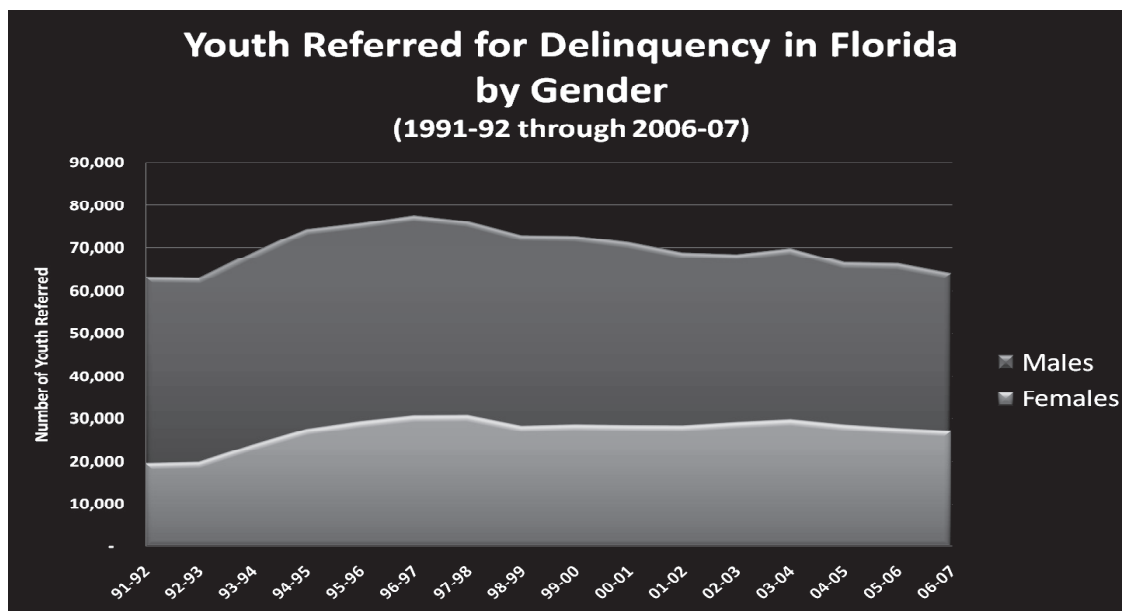
<sup>18</sup> S. Colavecchio-Van Sickler. “Public funds aid software used for porn.” *St Petersburg Times*. October 16, 2007.

<sup>19</sup> DJJ Management Report Number 06-02. Electronic copies of this document are available on the web at: <<http://www.djj.state.fl.us/Research/index.html>>. Accessed on November 17, 2007.

<sup>20</sup> <[http://www.fdle.state.fl.us/FSAC/UCR/2006/CIFAge\\_annual06.pdf](http://www.fdle.state.fl.us/FSAC/UCR/2006/CIFAge_annual06.pdf)>. Accessed on November 17, 2007.

<sup>21</sup> Greenwald, M. A. (2007). Juvenile Delinquency Trends in Florida. Florida Department of Juvenile Justice and Data. Retrieved from file:///C:/Documents%20and%20Settings/Owner/Local%20Settings/Temporary%20Internet%20Files/Content.IE5/XI8DU4B8/Trends\_Sep\_5%5B1%5D.ppt#301,27,Slide 21 on September 30, 2007.

<sup>22</sup> Patino, Ravoira, & Wolf, 2006. A Rallying Cry for Change: Charting a New Direction in the State of Florida’s Response to Girls in the Juvenile Justice System. NCCD: Oakland, CA.



October 20, 2007.

**Emotional Factors:** Depression, trauma, anger, self-destructive behavior, or other mental health/clinical diagnoses were a factor for 79% of girls in residential and 84% of girls in non-residential programs.

**Family Issues and Conflict:** Offenses against family, family history problems, ineffective parental supervision, or abuse by family were factors for more than 70% of girls in residential and 64% of girls in non-residential programs.

**Substance Abuse:** Alcohol and/or drug use was related to the delinquency of almost half (46%) of the girls in residential and 20% of girls in non-residential programs.

#### *Florida Runaways*

No state database tracks demographic or psychographic characteristics on runaway and homeless youth; however, a portrait of Florida's runaway population can be gleaned from data kept by the Florida Network of Youth & Family Services.<sup>23</sup> Of the 6,734 youth receiving shelter through DJJ programs, 34% were runaways. The following characteristics provide a portrait of these Florida runaways:

#### AGE, GENDER, RACE

- 68% are age 15 or younger, 40% are 14 or younger, 19% are 13 or younger
- The largest percentage of chronic runaways were white females (37%) followed by black females (23%), white males (18%), then black males (14%)

#### PARENTS OF RUNAWAY YOUTH

- 36% have had prior or have current involvement with DCF
- 74% or more of parents do not know where the child spends his/her spare time
- 35% of the parents have a prior criminal record

<sup>23</sup> <[http://www.floridanetwork.org/NRPM-05/Statistics\\_on\\_Runaways.pdf](http://www.floridanetwork.org/NRPM-05/Statistics_on_Runaways.pdf)>. Accessed on November 17, 2007.

#### YOUTH WHO HAVE RUN AWAY

- 25% of runaway youth have documented abuse or neglect by their parents
- 44% have run away from home three or more times in the last three months
- 64% attend school inconsistently
- 41% have failed at least one grade
- 32% have used illicit drugs or alcohol at least three times in the last month

According to a 2002 report by the Associated Press regarding missing children in Florida, the Florida DCF stated that most of the missing children were, in fact, runaways. Jack Levine, President of the Center for Florida's Children, cautioned people from making a presumption of safety. "We should not just shrug our shoulders and assume they are out for an adventure or a joy ride." Levine went on to point out that many runaway children become victims of molestation or even murder. According to Levine, at any given time there are 30,000 to 40,000 preteen and teenage runaways in Florida. He believes the state should be doing more to provide these at-risk youth with shelter and services. Instead, DCF has been threatening to cut services to runaways.<sup>24</sup>

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<sup>24</sup> Associated Press. <[http://www.sptimes.com/2002/10/17/State/Runaways\\_foil\\_DCF\\_s\\_s.shtml](http://www.sptimes.com/2002/10/17/State/Runaways_foil_DCF_s_s.shtml)>. Accessed on September 20, 2007.

## RESEARCH FINDINGS

Employing the organizational structure of the three Ps—Prevention, Prosecution, and Protection—this assessment will (1) identify the scope of the problem of domestic minor sex trafficking victims in a designated geographic area and (2) obtain an understanding of whether services are reaching domestic minor sex trafficking victims, and (a) if they are, then determine how, or (b) if they are not, then determine why.

The rapid assessment focuses solely on the issue of domestic minor sex trafficking victims. As defined in the federal Trafficking Victims Protection Act of 2000 (TVPA), including subsequent reauthorizations, a domestic minor sex trafficking victim is a U.S. citizen or lawful permanent resident (LPR) who has been recruited or obtained for the purpose of performing commercial sex acts, defined as any sex act done in exchange for monetary or non-monetary gain. The RA assesses the awareness, implementation, and effect of the TVPRA 2005, which highlighted the inclusion of U.S. citizen children involved in prostitution, pornography, and sexual acts as victims of sex trafficking. The assessment report provides insight into the logistics of the present system, and identifies gaps and impediments.

# I. PREVENTION

Prevention of domestic minor sex trafficking (DMST) begins with promoting public awareness efforts that assist individuals in properly identifying victims of DMST. Prevention efforts must also focus on stopping the victimization of minors before it begins by raising awareness of the dangers of traffickers/pimps recruiting among youth. In addition, prevention efforts must address demand by buyers and make clear the connection between engaging in commercial sex activities and likelihood of victimizing minors through legal activities, such as strip clubs and pornography. The training of first responders such as law enforcement, child protection investigators, and social service providers to identify this problem is also essential as it provides the tools for proper victim identification, which can lead to prosecution and justice for the exploiter and protection and services for the victim.



## 1.1 Law Enforcement

**1.1.1 Training.** The Florida Statute on Human Trafficking 787.06 (see Appendix C) passed in October 2004 is not aligned with the Trafficking Victims Protection Act of 2000 (TVPA) in regard to domestic minor sex trafficking (DMST). The Florida Statute states, “victims of human trafficking are young children, teenagers, and adults,” but does not include the TVPA clarification that fraud, force, or coercion by the trafficker are not required elements of the crime when the victim of trafficking is under 18 years of age.

The Florida Statute on Human Trafficking mandates training of law enforcement and prosecutors. The statute states “the Criminal Justice Standards and Training Commission shall establish standards for basic and advanced training programs for law enforcement officers in the subjects of investigating and preventing human trafficking crimes. After January 1, 2007, every basic skills course required for law enforcement officers to obtain initial certification must include training on human trafficking crime prevention and investigation. Each state attorney shall develop standards of instruction for prosecutors to receive training on the investigation and prosecution of human trafficking crimes and shall provide for periodic and timely instruction.”<sup>25</sup> Subject-matter experts in human trafficking from the Florida Department of Law Enforcement, Florida Regional Community Policing Institute (FRCPI), U.S. Department of Homeland Security-Immigration and Customs Enforcement, the Federal Bureau of Investigation, Florida Coalition Against Human Trafficking, Catholic Charities of Central Florida, Freedom Network Training Institute on Human Trafficking, Florida’s Immigrant Advocacy Center, Collier County Sheriff’s Office, and Florida State University Center for the Advancement of Human Rights responded to this directive by developing a four-hour curriculum for basic recruit training and a forty-hour Advanced Training Program course. The Criminal Justice Standards and Training Commission (CJSTC) approved the basic-recruit training curriculum at its November 2006 meeting.

Dissemination of information regarding human trafficking is currently taking place in the Clearwater/Tampa Bay area through HHS and DOJ grants for the purpose of education and outreach efforts related to human trafficking. Training for law enforcement and other community service agencies is provided by the FRCPI at St. Petersburg College.<sup>26</sup> The FRCPI in Pinellas County provides progressive public safety training in Florida for law enforcement and the community. Relevant topics include human trafficking, sexual predator/offender awareness, dealing with the mentally ill, and problem solving strategies in community policing. In March 2006, the FRCPI received funding specifically for human trafficking training for police and government agencies in six locales: the Clearwater/Tampa Bay area, Miami, Orlando, Fort Myers, West Palm Beach, and Jacksonville. This training and education of law enforcement and the public is readily available and offered regularly at convenient times and places.

The Florida Regional Community Policing Institute (FRCPI) offers an eight-hour course designed for law enforcement officers and non-governmental organization members to acquaint them with the issue of human trafficking. The primary focus of the course is to provide an understanding of the origins and methods of operation of trafficking organizations along with an understanding of the unique victimization process. The course acquaints the officer with a victim-centered investigative and collaborative approach to dealing with human trafficking. Emphasis is placed on the importance of the role those who provide services to victims, immigration issues, and the major immigration remedies available to human trafficking victims. (See Appendix D for detailed information on the FRCPI Human Trafficking Course).

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<sup>25</sup> Florida Statute 787.06 (See Appendix C).

<sup>26</sup> <<http://cop.spcollege.edu/cop/>>. Accessed on October 22, 2007.

From February 2005 through September 2007, the FRCPI held 36 training sessions on human trafficking with 1,419 participants (819 law enforcement, 600 governmental representatives, community leaders, and NGO staff).

All parties interviewed indicated that the human trafficking training and educational material focuses primarily on international trafficking victims. In rare cases, the trainer or sometimes a single PowerPoint slide will provide information regarding the trafficking of U.S. citizen minors. Informing participants that trafficking does not require movement was often the key to raising interest in the possibility of U.S. citizens to qualify as victims.

The Clearwater Police Department, the lead law enforcement agency for the BJA-funded Clearwater Area Task Force on Human Trafficking (CATFHT), has trained one-third of its officers through the FRCPI and plans to have all officers trained in human trafficking within three years. The Clearwater Police Department's lead detective in human trafficking cases stated, "Training is the key." He also stated that within days of officers receiving the human trafficking training designed for law enforcement from the FRCPI, officers began informing him of possible leads involving human trafficking. Other county law enforcement agencies contacted for this rapid assessment stated that they had not received training specific to DMST, and the majority reported they had not received training regarding human trafficking. Although the training has been mandated by the Florida legislature, each Sheriff and Police Chief prioritizes the use of his officers and deputies; lack of funds often results in training being a lesser priority than other pressing responsibilities.

Law enforcement officers involved with Internet crimes, specifically child pornography, receive training through the Internet Crimes Against Children (ICAC) Task Force.<sup>27</sup> The ICAC Task Force Program was created to help state and local law enforcement agencies enhance their investigative response to offenders using the Internet, online communication systems, or other computer technology to sexually exploit children and/or commercially sexually exploit children. The program is currently composed of 46 regional Task Force agencies and is funded by the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP).

The ICAC Training and Technical Assistance Program is funded through OJJDP and provides training in cooperation with Fox Valley Technical College to state and local law enforcement agencies affiliated with OJJDP's Regional ICAC Task Force. ICAC Training Courses include a wide-variety of training for law enforcement, investigators, prosecutors, probation/parole officers, and advocates. (See Appendix E for a partial list of ICAC Training Courses).

**1.1.2 Public Education.** The Crimes Against Children (CAC) Detective of the CPD uses the ICAC presentation material, which specifically addresses issues surrounding Internet crimes against children, to educate middle-school-aged youth about cyber crimes through schools and summer camps. The ICAC has designed four separate programs as follows:

1. A program with interactive learning activities for Grades K–2.
2. An increased level of awareness and educational material for Grades 3–6.
3. An expanded message, including important new material, to address the "compliant victim" issues identified through the Juvenile Online Victimization Incidence Study (JOVIS) for middle- and high-school-age students.
4. Information on the emerging threats to children of all ages for parent and community presentations.

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<sup>27</sup> <<http://www.icactraining.org/>>. Accessed on September 20, 2007.

**1.1.3 Identification.** The greatest challenges for law enforcement in identifying victims of domestic minor sex trafficking (DMST) are geographical illusions, including actual age verification and location of crimes committed on the Internet. Furthermore, the transient nature of the crime of child exploitation through prostitution and stripping keeps traffickers/pimps below the radar of identification by law enforcement. Often, sex trafficking cases cross jurisdictional lines making cooperation between local, state, federal, and even international police forces necessary. Leads for detectives investigating Internet child pornography can come from computer repair technicians, family members, or co-workers of the alleged perpetrator, or parents reporting activity they have uncovered on their child's computer. A recent example of a case investigated by the CAC unit of the CPD involved the discovery of child pornography produced in the 1970s by a suspect who had been convicted for sexual battery charges without the court's knowledge of the pornography production. CPD is identifying victims who now are 30 to 40 years old; some victims are coming forward due to media coverage of the case. The trafficker found the victims in his neighborhood; children would often gather at his home to play on his trampoline and with video games. Some parents trusted him enough to allow their children to spend the night at his home where they were victimized. Like this case, most Internet cases investigated by the CPD detectives involve extra-familial abuse by those who have access to the minors (i.e., neighbors, family friends, and teachers).

Identification of domestic trafficked minors (DTMs) by law enforcement in the Clearwater/Tampa Bay area usually involves an ICAC investigation that identifies a victim by Internet images. Images uncovered by federal, state, or local law enforcement can be scanned and possibly matched to a previously identified victim. If not, the images are stored for future cases that may lead to the discovery of the child victim.

The FBI field office in Tampa has dedicated a FBI Special Agent to lead the Innocence Lost Initiative. The Innocence Lost Initiative is a nationwide initiative that focuses on child victims of interstate sex trafficking in the United States. Based on a review of available intelligence, 14 FBI field offices were identified as having the highest incidence of children exploited through prostitution—Tampa was one of the fourteen. The initiative was started in 2003 by the FBI and the Justice Department's Child Exploitation and Obscenity Section (CEOS), in partnership with the National Center for Missing & Exploited Children. The collaboration between the FBI field office and the Tampa Bay police encourages regular communication, collaboration, and information sharing in regard to investigation and cases involving prostituted children.

The greatest challenge in identifying DMST victims exploited through prostitution is simply finding them. Prostitution of children is no longer a street level industry; in fact, according to several law enforcement investigators, even adult prostitutes are no longer on the street. In their experience, prostitution is taking place more often in private residences, facilitated by various forms of advertising, such as craigslist, inc. According to a detective interviewed from the CPD, if an officer suspects that a person encountered prostituting on the street is a minor, the officer will check her identification to determine age with the technology available to patrol officers.

CPD recently conducted a vice operation based on information obtained from craigslist. The detectives conducting the operations were aware of the possibility of encountering minors. Officers were briefed on ways to respond if encountering a minor in the investigation, but none of the persons engaging in prostitution during this particular investigation were determined to be a minor.

**1.1.4 Obtaining Custody.** Successes in identifying DMST victims involved in prostitution by federal investigators have been the result of referrals from vice and juvenile divisions of the Hillsborough County Sheriff's Office (HCSO). HCSO patrol officers pick up foster-care runaways near or within apartment

complexes known for prostitution and bring them to JAC on trespassing charges. Federal investigators are informed of the suspected DMST victim's identification and JAC location. A federal investigator conducts victim-centered interviews with the youth for the purpose of encouraging the youth to end their involvement in prostitution and gather information on their traffickers/pimps. This procedure has generated information regarding traffickers/pimps who are operating in the hot spots for prostitution in Hillsborough County, but to date, no traffickers/pimps have been arrested or prosecuted. The federal investigator interviewed for this assessment stated that the reported number of identified victims is deceptively low because of the difficulty in identifying victims (five DMST victims have been identified since September 2005). Prostituted children do not self-identify. The federal investigator did not indicate that he had received any referrals from DJJ regarding other minors who were arrested and charged with prostitution in Hillsborough County.

As reported by County CAC detectives, in very rare instances an adult prostitute who has been arrested and is cooperating with law enforcement may identify a minor as a DTM. Unfortunately, adult prostitutes are not considered reliable and too often these leads are not thoroughly investigated. In the past, CPD officers have occasionally encountered a DTM involved in prostitution through an undercover sting operation. In such cases, if an undercover vice officer suspected that a prostitute encountered during a sting operation was a minor; he conveyed this information to other officers who were on non-undercover patrol. Officers would then attempt to locate the minor, but this was difficult and rarely successful. The gap in time waiting for a patrol officer to respond allows the minor to disappear into the night. Law enforcement on both the state and federal level said that using an undercover officer to identify a prostituted child on the street was undesirable because it could place the officer in a situation where the pimp could request sexual contact to ensure that the undercover was a real "john" and not law enforcement. This places both the undercover and the minor in a situation of danger and harm.

**1.1.5 Gang Activity.** One area mentioned by law enforcement as a potential base for undetected DMST victims, especially LPRs, is within the prolific gang activity in the Clearwater/Tampa Bay area. An October 2002 article in the *St. Petersburg Times* reported "Bradley Allen Ayres, 21, and Chester Gatlin, 28, both alleged members of the Lost Boys gang, were arrested Sept. 21 after a runaway told authorities she was held against her will for nearly a week at Gatlin's house in Hernando." The minor claimed that she was abducted from a high school football game and taken to Gatlin's home residence. There she was forced to take drugs and perform sex acts "to repay a debt owed to another gang member." Although the allegations were never substantiated, a third gang member is being charged for tattooing "THUG BABY" and an upside down crown on the girl's upper back by using an electric toothbrush rigged with a needle.<sup>28</sup> The Lost Boys gang is an offshoot of the much larger Folk Nation gang. The Clearwater/Tampa Bay area has more than 25 active youth gangs, and it was suggested that they be targeted more frequently for their potential involvement in prostituting minors for profit.

**1.1.6 Casinos.** No specific information on DMST in the casinos was given, though one interviewee mentioned the Seminole Hard Rock Hotel and Casino in Tampa Bay as a location where DMST may be occurring. Because children are welcome in the casino and hotel, there is no identification check when entering the casino. Minors are not permitted in the bars; however, the interviewee suggested that traffickers/pimps are in the bars soliciting "johns," while prostitutes (possibly minors) are already in the hotel rooms.

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<sup>28</sup> C. Johnson. "Two men won't face abuse charges." *St. Petersburg Times*. October 23, 2002.

## 1.2 Prosecution

**1.2.1 Training.** Prosecutors involved in prosecuting Internet crimes, specifically child pornography, receive training through the ICAC Task Force. According to those interviewed, the federal TVPA is not included as a legal tool in ICAC training. The term domestic minor sex trafficking (DMST) was not familiar to those involved in investigating or prosecuting Internet crimes against children and the child pornography victims that they identify are not labeled as victims of sex trafficking. Juvenile PDs reported receiving no formal training on DMST. Prosecutors in the U.S. Attorney's Office, Middle District of Florida are trained in prosecuting human trafficking cases. Assistant U.S. Attorney (AUSA) Douglas Molloy, Middle District of Florida, U.S Department of Justice is the lead prosecutor of federal cases of human trafficking in the Middle District of Florida, which encompasses the Clearwater/Tampa Bay area. AUSA Molloy is internationally and domestically regarded for successful prosecutions of human trafficking cases. At the Department of Justice Conference on Human Trafficking in New Orleans in October 2006, AUSA Molloy was a member of a panel titled "Interviewing Victims of Trafficking: Children, Sexual Abuse, and Trauma" featuring a dramatic presentation of how and how not to interview a victim of sex trafficking. AUSA Molloy has presented information regarding prosecuting human trafficking cases at many conferences including the Human Trafficking Trainers Training Conference in 2006 in Fort Myers, Florida.

**1.2.2 Identification.** Minors involved in stripping or prostitution are likely to be identified as DTMs after they have been admitted to the juvenile justice system. They may reveal sexual exploitation during a Behavioral Assessment ordered by a Juvenile Court Judge to assist in the most appropriate avenue for rehabilitating and restoring the youth. The minors may reveal their victimization to a therapist or counselor at a DJJ facility. Interactions between youth and their case managers with Child Protective Services are also a common source of identification of involvement in prostitution; however, the minors are still identified as sexual abuse victims not DTMs.

**1.2.3 Charges.** According to the Department of Juvenile Justice, very few children are charged with prostitution in the Thirteenth Circuit Court of Florida (Hillsborough County). In the Sixth Circuit Court of Florida (Pinellas and Pasco Counties), according to the juvenile PD, prostitution charges were as follows: in 2000, 4 minors; 2001, 4; 2002, 6; 2003, 1; 2004, 3; 2005, 3; 2006, 3; 2007, 3 minors (27 charges in 8 years). The senior juvenile PD stated that she has not defended a minor charged with prostitution. Because prostitution is a misdemeanor, a minor would most likely choose to plead guilty and, therefore, would not be assigned representation from a PD.

## 1.3 Judiciary

In the Florida judicial system, a Unified Family Court oversees all types of cases involving juveniles, including delinquency and dependency cases. (See Appendix F for explanation of court system).

**1.3.1 Training.** None of the four professionals involved in the Florida judiciary process interviewed for the RA reported receiving training on DMST.

**1.3.2 Identification.** Judges do not rely on arrest records for information regarding the identification of DTMs. Often, if judges are concerned about a youth's safety, they will order a comprehensive behavioral assessment to be completed by a licensed psychologist in the Behavioral Assessment Unit, which in Pinellas County is housed in the courthouse. The behavioral assessment may uncover that the youth has been sexually exploited or is at-risk for exploitation. This information is used to inform the services mandated by the judge during adjudication. It is not intended to affect sentencing.

**1.3.3 Charges.** Juvenile prostitution is a public order offense and a second-degree misdemeanor (See Appendix G Florida Statute 796).<sup>29</sup> Very few juveniles are charged with prostitution in Florida—66 youth were charged in 2006 (33 boys and 33 girls). If during the judicial process a minor reveals that she/he was coerced or assisted by an adult to prostitute, that minor would not be charged with prostitution; rather she/he is treated as a victim of a sex crime under Florida Statute, Title XLVI, Chapter 796.<sup>30</sup>

Minors charged with prostitution who do not indicate involvement of a trafficker/pimp are considered high-risk for further self-harm and evaluated for treatment eligibility at a State Inpatient Psychiatric Placement (SIPP) facility. (See Appendix H for SIPP Profiles). In the majority of cases, even when the charge of prostitution is dropped, other charges, usually drug-related, may indicate the need for the minor to be assessed for substance abuse and mental health treatment.

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<sup>29</sup> <[http://www.leg.state.fl.us/statutes/index.cfm?App\\_mode=Display\\_Statute&URL=Ch0796/titl0796.htm&StatuteYear=2006&Title=-%3E2006-%3EChapter%20796](http://www.leg.state.fl.us/statutes/index.cfm?App_mode=Display_Statute&URL=Ch0796/titl0796.htm&StatuteYear=2006&Title=-%3E2006-%3EChapter%20796)>. Accessed on November 18, 2007.

<sup>30</sup> <[http://www.leg.state.fl.us/statutes/index.cfm?App\\_mode=Display\\_Statute&URL=Ch0796/titl0796.htm&StatuteYear=2006&Title=-%3E2006-%3EChapter%20796](http://www.leg.state.fl.us/statutes/index.cfm?App_mode=Display_Statute&URL=Ch0796/titl0796.htm&StatuteYear=2006&Title=-%3E2006-%3EChapter%20796)>. Accessed on November 18, 2007.

## 1.4 Juvenile Justice System

The stated vision of DJJ is for “the children and families of Florida to live in safe, nurturing communities that provide for their needs, recognize their strengths, and support their success. To increase public safety by reducing juvenile delinquency through effective prevention, intervention, and treatment services that strengthen families and turn around the lives of troubled youth.”<sup>31</sup> (See Appendix I for the DJJ Guiding Principles).

**1.4.1 Training.** DMST training has not been provided for staff at the Juvenile Assessment Centers (JAC), Juvenile Detention Centers, Juvenile Residential Treatment Facilities, or Juvenile Justice Probation Officers. JPOs are given gender-specific caseloads. They received extra training regarding their specific caseload, which is organized by gender and type of offense.

**1.4.2 Intake.** Youth under age 18 arrested by law enforcement are evaluated immediately by the Florida Department of Juvenile Justice to determine if they should be detained to protect the public. Detention screening is performed at JAC or by juvenile probation staff using a standardized Detention Risk Assessment Instrument. The decision to hold or release them is based on the Detention Risk Assessment, which measures the public safety risk and the risk that the minor will fail to appear in court for adjudication. According to the Florida DJJ Procedures Manual, a detained minor must be screened within six (6) hours of being processed (booked) by law enforcement. Only a child charged with domestic violence, possession of a weapon, or certain charges that occur on school property will be held at the detention center pending a hearing. Florida Statute 985.255 lists the criteria for holding a child in detention (see Appendix J). Additionally, the Florida DJJ Procedures Manual indicates that a detained child must receive an adjudicatory hearing within 21-30 days of booking or the court must grant a continuance for cause to continue to hold the youth in detention care.

A minor charged with prostitution would likely not meet the criteria necessary to be held in detention, unless he/she had a past criminal history or other felony charges.

Florida Statute 985.115 provides that a child can be released to a parent or guardian and, in the event a parent or guardian is not readily available, the child can be released to any responsible adult without certain criminal charges on their record. If no responsible adult can be found, CPS will shelter the child in foster care. The Florida statute regarding the “quick release of minors who are the least serious offenders” was enacted in 1989 because overcrowding in Brevard County juvenile facilities resulted in a lawsuit. The DJJ Detention Risk Assessment was designed to implement the law. (See Appendix B for Florida Statute 985.115 regarding the release or delivery of a minor from custody and Appendix K for the Flow Chart of Youth through the Juvenile Justice System after Law Enforcement Contact).

**1.4.3 Identification.** The identification of DTMs sometimes occurs during the initial assessment process; however, there are currently no clearly stated questions regarding sexual exploitation or prostitution on the DJJ Detention Risk Assessment. Youth may also reveal that they are DMST victims during the more comprehensive Behavioral Assessment or Psychiatric Evaluation. Behavioral Assessments and Psychiatric Evaluations are court-ordered at the discretion of a judge (based on the judge’s assessment of the minor’s needs), requested by PD of the minor, or requested by the State Attorney prosecuting the minor. DMST involvement may also be disclosed to a minor’s therapist during therapeutic treatment provided at a juvenile residential facility.

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<sup>31</sup> <<http://www.djj.state.fl.us/guidingprinciples.html>>. Accessed on November 18, 2007.

**1.4.4 Services During Detention Pending Adjudication.** There are no specialized programs that target the issues of prostitution offered to juveniles who are being detained at JAC or for juveniles released into the custody of their caregiver pre-adjudication. Treatment is available only after adjudication, when a juvenile is placed at a residential mental health treatment facility.



## 1.5 Child Protective Services

**1.5.1 Privatization.** Florida's Child Welfare System underwent a comprehensive redesign referred to as Community Based Care (CBC) beginning in 1999. Child protective services (excluding Child Investigative Units) for each county in Florida are now provided by combining the outsourcing of foster care and related services to competent local service agencies, which has resulted in increased local community ownership of service delivery and design. Through Community-Based Care, services for abused and neglected children and their families are performed by a network of local community-based agencies that are governed by Boards of Directors composed of local community members. The lead agency in each county, together with many local community entities, provides a continuum of child welfare services for dependent children. While there is a strong desire to have local control and flexibility, there is also recognition that the state must ensure child victims are provided with a quality system that offers both equal access to care and an equal level of protection.

A recent study by the Office of Program Policy Analysis and Government Accountability (OPPAGA) on the CBC System of Care revealed several positive performance outcomes.<sup>32</sup> The review compared performance between fiscal year 1998-99 and fiscal year 2004-05, the first year CBCs were operating statewide. The findings include:

- The number of children who exit foster care within 12 months increased by 24%.
- The number of children reunified with their families within 12 months increased by 20%.
- The number of children in licensed foster care decreased by 15%.
- Case loads for CBC case managers and case manager vacancy rates both decreased by one-third.
- The number of adoptions finalized by CBCs more than doubled. Florida has repeatedly been recognized as a national leader in this effort. Last year, Florida received the highest adoption incentive bonus in the nation from the U.S. Department of Health and Human Services.

An additional achievement not mentioned in the report is that Florida ranks second in the nation in the visitation of children in foster care, as reported by the U.S. Department of Health and Human Services Inspector General. In May 2006, case managers saw more than 99% of these children.<sup>33</sup>

In Hillsborough County, the lead agency in providing CBC is Hillsborough Kids, Inc. (HKI). HKI is responsible for providing foster care and related services, including family preservation, emergency shelter, and adoption. In Pinellas County, the lead agency is the Sarasota Family YMCA, which has the same stated responsibilities as HKI.

The transfer of CPS from government to private providers was a result of DCF coming under heavy scrutiny, which led to an inability to adequately care for children in need. The privatization occurred as the result of public outcry that decisions were not being made in the best interests of the children and, specifically, over the case of a 5-year-old girl from Miami who disappeared while in foster care. Her case manager had made written reports updating her care and housing after she was missing, clearly falsifying the reports to avoid performing the site evaluations required. Reported caseloads of 100-200 children per

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<sup>32</sup> <<http://www.dcf.state.fl.us/publications/docs/visionvaluevoices2006full.pdf>>. Accessed on December 19, 2007.

<sup>33</sup> Ibid.

case manager were not uncommon, and substantial falsification of records by case managers was uncovered in the ensuing investigation. Since 1999, all of Florida has had privatized CBC, resulting in more available funds, smaller CPS agencies that function better, and a quicker response to urgent needs. The privatized companies are also able to attract more qualified case managers, and there is improved coordination between the child protective investigators and law enforcement; they now take abuse reports together whenever possible when the abuse involves caregivers.

However, the privatization of CPS has also meant less training for new case managers. Under DCF, new caseworkers shadowed another case manager; now, new caseworkers receive only two weeks of training with no shadowing before they are given cases. Turnover of case managers is higher now than previously. For example, in October 2007, Sarasota YMCA was at risk of losing its two state foster care contracts worth \$72 million. A report in the *St. Petersburg Times* cited “poor performance and a questionable land deal,” which turned a large profit. Additionally, a draft report by a state review team indicated that caseworker turnover had exceeded 70% and some caseloads had exceeded 40 children.<sup>34</sup>

There are also response concerns at the management level. When a disputed case reaches the CEO of the lead agency for CBC, there can be no further appeal, whereas under DCF it was possible to continue appealing. Department of Children & Families Secretary Bob Butterworth says Florida should give state child-protection officials better oversight and control of its community-based care partners and forge universal standards for private contractors. Butterworth also announced that he has appointed a separate panel to assess the performance of the Sarasota Family YMCA, the community-based contractor whose team provided substandard care and lost track of a child. The agency is implementing reforms to prevent similar missteps, including assigning specific employees to track missing children. The review also recommended the formation of the Task Force on Child Protection to identify gaps in the system and recommend changes in laws, administration, procedures, and training. Butterworth asked them to focus especially on efforts to reunite children with their parents, and stabilization and permanency while they are in foster care. The Task Force released a preliminary report for Secretary Butterworth on October 1, 2007.<sup>35</sup>

According to the Family Service Centers (FSC), it remains to be seen whether this new structure of CPS will work for Florida’s children. Problems are still evident. The new structure of CPS was reported to still be underfunded, with too little oversight from the State. Sadly, one interviewee stated “the safety of children is not a priority in Florida.”

**1.5.2 Training.** No one currently at CPS—neither Child Protective Investigation Units, nor the lead agencies of CBC—has received training to identify DMST.

**1.5.3 Identification.** Child Protection Investigation (CPI) Units for each of the counties are operated separately and under the respective county’s Sheriff’s Office. CPI Units are responsible for investigating allegations of child abuse against a caregiver. The CPIs are not sworn law enforcement officers, although they wear official Sheriff’s uniforms. When a child abuse hotline call or complaint is received, a deputy law enforcement officer (sworn officer) will respond to the call with the CPI. If the CPI is not available, the deputy law enforcement officer will respond to the call alone and the CPI will follow-up on the complaint the next day. CPIs determine whether the abuse can be substantiated and whether the child should be taken out of the residence from a CPS perspective. Law enforcement is responsible for investigating abuse allegations involving any person other than the child’s caregiver. CPI does not identify

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<sup>34</sup> *St. Petersburg Times*, November 1, 2007.

<sup>35</sup> <[http://www.dcf.state.fl.us/admin/childSafety/docs/report/report\\_full.pdf](http://www.dcf.state.fl.us/admin/childSafety/docs/report/report_full.pdf)>. Accessed on November 17, 2007.

DTMs or youth who are vulnerable to recruitment into prostitution unless the victim has been reported as abused or trafficked by a family member. While investigating an abuse and neglect case, CPI will question anyone with information relating to the abuse, including the suspected minor victim, to identify the suspected abuser within the family. The issue of prostitution may arise through these questions, but CPI does not specifically ask about commercial sexual exploitation. The preliminary questions and investigation by the CPI and the deputy officer attempt to establish the components of the crime. However, neither the CPI nor the deputy officer interacting with the minor are trained child forensic interviewers. Forensic interviewers will be employed only when a crime has been established and the minor has been taken to a Children's Advocacy Center for further questioning.

If police identify a DTM before CPI becomes involved, CPI may investigate to determine whether or not the caregiver was neglectful and exposed the child to such abuse. CPI does not refer DTMs to programs or services specific to DMST, nor are they aware of any such programs. CPI would treat victims of familial trafficking the same as any other sex abuse victim, using the same procedures to access services (e.g., making referrals, working with the families). There is no differentiation in case coding between sexual abuse and DMST. The Florida Department of Children and Families operates an abuse hotline to assist in these cases.

CBC (community-based victim services) does not have an official method for identifying DTMs. As with DJJ and CPI, occurrences of DMST have been uncovered in the processing and assessing of minors. For example, in 2006, several foster children who met at the HKI teen center ran away together from foster care. When they returned, they stated that they had been involved in underage stripping at a local adult entertainment club. It was very difficult to get law enforcement involved; one officer did take the report, but the investigation did not proceed further. One of the mothers pushed law enforcement into investigating further by contacting local media. As far as HKI knew, there was no prosecution of this case. This is one of several reported situations of children in foster care being exploited through underage stripping.

Other minors, male and female, in foster care have run away and have been trafficked on Nebraska Avenue in the city of Tampa, an area of Clearwater/Tampa Bay area known for prostitution. Law enforcement pursues these types of cases to some degree, but the victims tend to be uncooperative and are not considered good witnesses. DTMs often share just enough information about their exploitation to be removed from the situation but not enough to identify their trafficker/pimp. According to HKI's Vice-President of Operations, these runaways always "hook up with an adult. They are not doing this on their own." HKI has also been involved with several cases involving caregivers producing pornography of their child, mothers being paid for the sexual abuse of their child, and one case of a mother selling her child to a trafficker.

**1.5.4 Information Sharing.** The main challenge for CPS providers working with law enforcement is the frequent misunderstanding of abuse and neglect laws, CPS parameters of authority under privatization, and the victim status of DTMs. For example, a sexual abuse counselor notified a law enforcement officer of an allegation of sexual assault by a 13-year-old female whose mother brought her in for counseling after she disclosed a sexual assault by her boyfriend. As a mandated reporter of child abuse, the agency called the abuse hotline and law enforcement responded. The responding officer stated to the staff giving the abuse report, based upon his personal judgment of the victim's family, "If the mother's a whore, the child will be a whore also," and refused take the report. Although the usual protocol of having a CPI and law enforcement agent respond together to abuse reports might have helped curb this judgmental attitude, CPI only responds Monday to Friday, from 9 a.m. to 5 p.m., and at those times only if the abuse involves the caregiver. If an abuse report happens over the weekend or after business hours, only law enforcement responds. Another difficulty is the limited scope of the child abuse hotline. The DCF hotline

is only for abuse of children by their caregiver and will not accept reports of extra-familial abuse. If a child abuse call is placed to the DCF hotline and it does not fall within the legislative mandate of CPS, the dispatcher will immediately patch the call through to the appropriate Sheriff's office or law enforcement agency.

According to Florida State Statute 39 Section 39.01 Definitions:<sup>36</sup>

(29) "Family" means a collective body of persons, consisting of a child and a parent, legal custodian, or adult relative, in which:

(a) The persons reside in the same house or living unit; or

(b) The parent, legal custodian, or adult relative has a legal responsibility by blood, marriage, or court order to support or care for the child.

(10) "Caregiver" means the parent, legal custodian, permanent guardian, adult household member, or other person responsible for a child's welfare as defined in subsection (46).

(46) "Other person responsible for a child's welfare" includes the child's legal guardian or foster parent; an employee of any school, public or private child day care center, residential home, institution, facility, or agency; a law enforcement officer employed in any facility, service, or program for children that is operated or contracted by the Department of Juvenile Justice; or any other person legally responsible for the child's welfare in a residential setting; and also includes an adult sitter or relative entrusted with a child's care. For the purpose of departmental investigative jurisdiction, this definition does not include the following persons when they are acting in an official capacity: law enforcement officers, except as otherwise provided in this subsection; employees of municipal or county detention facilities; and employees of the Department of Corrections.

This narrow definition of family causes confusion between law enforcement, social service agencies, and the public as to who is responsible for the child when the complaint exceeds the boundaries of DCF.

Law enforcement has a poor understanding of consent laws regarding minors. They see minor prostitutes as street-wise and believe that "they know what they are doing." Service providers felt this is especially true of boys who are being trafficked as prostitutes.

Prior to 2007, law enforcement frequently required sexual assault victims to take polygraphs to proceed with their cases. This occurred with such regularity and with such detrimental consequences that Florida legislators passed a statute (HB 989) prohibiting polygraph exams as a condition of proceeding with an investigation of sexual battery.<sup>37</sup>

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<sup>36</sup> <[http://www.flsenate.gov/statutes/index.cfm?App\\_mode=Display\\_Statute&URL=Ch0039/ch0039.htm](http://www.flsenate.gov/statutes/index.cfm?App_mode=Display_Statute&URL=Ch0039/ch0039.htm)>. Accessed on December 18, 2007.

<sup>37</sup> <[http://www.fcasv.org/2005\\_Web/Insight/summer07insight.htm](http://www.fcasv.org/2005_Web/Insight/summer07insight.htm)>. Accessed on September 20, 2007.

## 1.6 NGOs/Social Service Providers

Many NGOs and social service providers included in the rapid assessment are community providers of CPS services through contractual agreements, but CPS is not the only source of their clientele. Other NGOs and service providers are not contracted to provide services in partnership with CPS but provide services for CPS on a fee-based system.

**1.6.1 Training.** Approximately half of the NGOs interviewed, and who are interacting with DTMs, have received human trafficking training with some information on DMST provided by various local agencies funded by HHS and DOJ grants. In addition, many have attended seminars on human trafficking at their respective professional training conferences.

**1.6.2 Identification.** NGOs have different means for identifying DTMs. The runaway outreach and shelter programs in the Clearwater/Tampa Bay area often encounter youth who are homeless and have been victims of sexual abuse and sex trafficking. These youth are identified through interactions with shelter staff or outreach workers. Mental health service providers for teens often uncover instances of DMST when a youth they are counseling, because of family difficulties, substance abuse issues, or truancy, reveals that he or she has been involved in prostitution or survival sex. Service providers whose clients are sexual abuse or sexual assault victims have DMST victims referred to them by law enforcement or CPS. The FCAHT has identified and provided services for only one DMST victim through a referral from law enforcement in a northern county in Florida. She was 17 years old and was entrapped and trafficked by a school friend's "father" who was really a trafficker.

**1.6.3. Information Sharing.** Service providers advocate for more victim training for law enforcement; they claim that law enforcement officials use the same methods of interrogation for both victims and perpetrators. Police officers ask injuring questions; their skepticism and doubts as to the victim's credibility are difficult for the victim to bear. One minor who was drugged at a party, raped by at least two men,



*"If it were this obvious, we wouldn't need your help."*

*FCAHT Public Awareness Campaign*

and suffered broken bones and other injuries was asked in the hospital emergency room by a female law enforcement officer, “This was not really rape. You are just reporting it as rape to keep your boyfriend and parents from being angry, right?” Several sexual abuse therapists stated that there were occasions when law enforcement interrogated the victim regarding their sexual abuse in front of the alleged perpetrator. As with child sex abuse victims, DMST victims will not disclose in the presence of their trafficker.

**1.6.4 Public Education.** Numerous service providers in the Clearwater/Tampa Bay area facilitate presentations at local schools about sexual abuse and sexual assault with funding provided by the Florida DOH. Specific information about DMST is not included in these presentations, but other valuable information regarding avoiding sexual victimization is communicated. One interviewee from FSC stated, “Pinellas County has embraced sexual violence as a community problem.” Strong victims’ rights coalitions in Pinellas County are very involved in the community, ensuring that problems are addressed and services are available.

The Florida Coalition Against Human Trafficking (FCAHT) has published a hard-hitting print advertisement campaign to create awareness about plights of victims of human trafficking.<sup>38</sup> The campaign draws an emotional sketch of the victims of human trafficking. The advertisements show electronic signboards depicting how victims of human trafficking are being exploited. Although the public awareness campaign publication and FCAHT public service announcements are readily available, no public media campaign has taken place in the Clearwater/Tampa Bay area.

FCAHT has also begun a new initiative in several counties in Florida, in coordination with local school boards, designed to bring human trafficking presentations into local high schools to warn teenage girls about being conned and recruited into sex trafficking by “modeling agencies” that they may encounter online or at the shopping mall.



*The new public service announcement  
from the Florida Coalition Against  
Human Trafficking*

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<sup>38</sup> Campaign developer Marca Hispanic, Miami, FL, USA. <<http://news.speeples.com/adpunch.org/2007/07/17/fcaht-if-it-were-this-obvious-we-wouldn-t-need-your-help.htm>>. Accessed on October 1, 2007.

## 1.7 Conclusions

In the Clearwater/Tampa Bay area, domestic minor sex trafficking (DMST) victims are largely hidden from view. According to the DJJ summary of intakes from 2000 to 2006, more than 400 minors in Florida have become involved in DJJ programs as a result of being detained on prostitution charges. Additionally, since its inception in Florida in October 2005, Cyber Crime CAC units have facilitated the arrests of 50 individuals who created, possessed, or distributed child pornography, or who sexually solicited children online and traveled to meet them.<sup>39</sup> According to professionals most likely to be in contact with minors at high-risk for DMST, this is only a small snapshot of what is actually happening.

There is an acute lack of awareness of domestic minor sex trafficking (DMST) crimes and a lack of identification of DMST victims by both professionals and the public in the Clearwater/Tampa Bay area. Among the professionals who would most likely be involved with victims of DMST, such as juvenile detention staff, parole officers, intake counselors, and CPS, there was a lack of awareness of DMST, of assessing minors for involvement in DMST, training on DMST, and of coordination between groups and agencies, resulting in infrequent tracking of DMST.

At present, the most formidable challenge for local law enforcement appears to be the difficulty of identifying minors encountered in criminal investigations as DMST victims. A major factor in not recognizing DMST is the potential to confuse it with prostitution. In the past, this has led law enforcement to arrest victims and not recognize or prosecute the traffickers/pimps. There is now a less punitive stance toward minors involved in prostitution, but the traffickers/pimps are still not being recognized or prosecuted, nor are the victims being protected from further sexual exploitation.

In the Clearwater/Tampa Bay area, training for professionals on the issue of DMST has recently been initiated, which resulted in immediate changes in the attitudes and the procedures of trained professionals interacting with DMST victims; however, much more training is needed. Training of law enforcement and community members in human trafficking has significantly increased in the last calendar year, with some inclusion of DMST information in the training. Many more first responders, especially law enforcement and child protective agencies are in need of training that reveals the plight of these victims. Such training would assist in reshaping preconceived notions that these children are “choosing” to be in prostitution. In accordance with the federal TVPA, identified victims of human trafficking should not be held responsible for crimes committed during the course of their trafficking exploitation. The same should be true for DMST victims who are exploited through prostitution, pornography, and stripping.

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<sup>39</sup> <[http://www.abcactionnews.com/news/state/story.aspx?content\\_id=93a10d61-1141-4a81-9494-8f717398d8d4](http://www.abcactionnews.com/news/state/story.aspx?content_id=93a10d61-1141-4a81-9494-8f717398d8d4)>. Accessed on November 18, 2007.

## 1.8 Best Practices

There is substantial consensus among government agencies and service providers that domestic trafficked minors (DTMs) are victims and this group deserves increased proactive preventative efforts. Training of law enforcement and community members in human trafficking has significantly increased in the last calendar year, with some inclusion of DMST information in the training. Law enforcement agencies, which have taken deliberate actions toward training their officers, have seen immediate changes in attitudes and actions taken toward DMST cases. Numerous service providers in the Clearwater/Tampa Bay area facilitate presentations at local schools about sexual abuse and sexual assault with funding provided by the Florida Department of Health. Specific information about DMST is not included in the presentations, but other valuable information regarding avoiding sexual victimization is communicated.

Prostitution is a public order offense and a second-degree misdemeanor (Florida Statute 796). Very few juveniles are charged with prostitution in Florida; 66 youth were charged in 2006 (33 boys and 33 girls).<sup>40</sup> If during the judicial process, a minor reveals that she/he was coerced or assisted by an adult to prostitute, that minor would not be charged with prostitution. As soon as the minor mentions a pimp, being coerced in any way, or being actively solicited by someone, he/she is no longer charged with prostitution but seen as a victim under Florida Statutes, Title XLVI, Chapter 796 (Prostitution).<sup>41</sup> Victim identification is key—especially the understanding of law enforcement, who are often the first point of contact with the victim—to the eligibility of a minor engaged in prostitution being assigned victim status. However, after identifying victim status, law enforcement is often impeded from moving forward with an investigation and subsequent prosecution because of the dearth of appropriate services and secure shelter options.

DJJ's emphasis on rehabilitation and restoration of youth through providing services available in the community has caused a shift in the mindset of those working with troubled youth from seeing them as criminals to focusing on identifying and treating their needs. However, the fact that no one in DJJ who participated in this research had heard of the term domestic minor sex trafficking was of concern.

Information regarding the identification of domestic trafficked minors by judges is not necessarily based on information collected about the youth from their arrest record. Often, if judges are concerned about a youth engaging in high-risk behaviors, they will order a comprehensive behavioral assessment to be completed by a licensed psychologist in the Behavioral Assessment Unit, which in Pinellas County is housed in the courthouse. The assessment may uncover that the youth has been commercially sexually exploited or is at-risk for exploitation. Although findings uncovered by the behavior assessment may not reduce or change the charges against the minor, it can inform the adjudication and services for the minor.

## Gaps

The term domestic minor sex trafficking was not regularly used by anyone except a few service providers who are focused full time on the problem of human trafficking. The lack of a consistent "label" or

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<sup>40</sup> <[http://www.fdle.state.fl.us/FSAC/UCR/2006/CIFAge\\_annual06.pdf](http://www.fdle.state.fl.us/FSAC/UCR/2006/CIFAge_annual06.pdf)>. Accessed on November 17, 2007.

<sup>41</sup> <[http://www.leg.state.fl.us/Statutes/index.cfm?App\\_mode=Display\\_Statute&URL=Ch0796/titl0796.htm&StatuteYear=2007&Title=%2D%3E2007%2D%3EChapter%20796](http://www.leg.state.fl.us/Statutes/index.cfm?App_mode=Display_Statute&URL=Ch0796/titl0796.htm&StatuteYear=2007&Title=%2D%3E2007%2D%3EChapter%20796)>. Accessed on November 18, 2007.



“coding” hindered the proper identification and tracking of such victims; they were categorized as sexual abuse victims, juvenile prostitutes, or sexually exploited minors. However, coding or labels do not fully encompass the trafficking aspect of victimization. The ongoing misidentification of victims misguides future services and does not support or promote the obvious need of developing appropriate services for this specific victim population, which was a concern voiced by most interviewed for this research. Inconsistent victim identification causes the chain of events that follow—investigation, prosecution, and victim restoration—to break down before they even begin.

Although individuals in most government and NGO groups are sympathetic to DTMs and recognize the complexity of their issues, specific training provided on DMST is not available, except by way of training on human trafficking, which focuses primarily on the issues surrounding foreign victims. If individuals who come into contact with DTMs do not have the knowledge or resources to properly identify them as victims, the U.S. citizen minors trafficked into the commercial sex industry will continue to be criminalized and held accountable for the crime being committed against them. Simultaneously, their perpetrators are not being held accountable for the heinous crime of sex trafficking a minor.

There is a lack of identification methods or tracking of DMST victims. Even agencies tracking data on at-risk youth do not specifically collect data on DMST victims. The Department of Justice human trafficking task force’s reporting measures are heavily aligned to document the identification and prosecution of international victims of trafficking. There is no requirement to specify that a U.S. citizen victim has been identified.

FCAHT reported that, beginning October 2007, they are required by HHS to report information regarding identification of domestic trafficking victims, although no funding is able to be provided to U.S. citizen victims through HHS rescue and restore grants. The aim of the pilot identification program is to generate statistics on the issue of DMST in America, so HHS can begin to strategize inclusion of this victim population in its anti-trafficking services.

Local law enforcement does not understand abuse and neglect laws, and the CPS division of responsibility and parameters of authority under privatization results in a lack of coordinated response to victims. In addition, the frequent confusion of who is a victim under the DCF mandated response can cause delay in services as victims are bounced around between agencies.

The early identification of a domestic minor sex trafficking case depends on the awareness of the initial responding law enforcement agency. Lack of sensitivity to minors who are sexually victimized is a barrier to law enforcement’s success in serving these victims and enrolling their help in identifying traffickers/pimps. A shift in each law enforcement officer’s perspective is needed, as they are often one of the first contacts that a DTM has after separating from their trafficker/pimp. Law enforcement officers make the primary decision about whether or not a minor was victimized and whether or not to pursue a case against a trafficker. The more organized and aware the initial response to an incident involving a potential DMST case is, the better the chances that the prosecution will be able to make a successful case in court.

According to Florida statute 985.115, juveniles who are not charged with a felony cannot be held at a juvenile assessment or detention center (see Appendix B). To conform to this statute, juveniles may be released from the juvenile assessment center (JAC) to any responsible adult (any adult without certain criminal charges). A minor involved or charged with prostitution could be released within hours to his/her trafficker/pimp or an associate of the trafficker/pimp, if that person is over the age of 18 and did not have certain charges arise when their background was investigated.

Another gap is the lack of public awareness or prevention programs. Prevention efforts are critical for at-risk children, such as adolescents who are in foster care. Prevention activities inside the school system are a vital and missing component of educating and providing youth with tools against recruitment tactics. Additionally, human trafficking has not been incorporated into the language of juvenile prevention training such as STD/HIV awareness, domestic violence, teen dating violence, and rape.

The lack of training in the dynamics of DMST for the CPS and service providers who are responsible for the care of foster children has resulted in a lack of protection and prevention of DMST among foster children. Sheltering minors who have been victimized by a trafficker/pimp in group homes represents a failure to understand victim needs, the dynamics of trafficker/pimp control, and the likelihood of revictimization of these minors. Additionally, the lack of training and awareness of DMST within the DJJ has resulted in the lack of specialized protocols and treatment for these victims.

## II. PROSECUTION

Prosecutions of traffickers/pimps are essential, and it is important that these cases result in convictions and appropriate sentences. Ensuring strong legislation criminalizing trafficking and protecting victims in each state is critical, as is the training of law enforcement, prosecutors, and judges to ensure that they are aware of these laws and able to conduct effective investigations of traffickers/pimps. Furthermore, collaborative efforts between all agencies and organizations in the prosecution process are critical to ensure the considerate and safe treatment of the victim during an investigation or as a witness during the trial or post-trial.

## 2.1 Law Enforcement

**2.1.1 Prosecution of Traffickers.** The overwhelming majority of domestic minor sex trafficking (DMST) cases reported by law enforcement and prosecutors during this assessment of the Clearwater/Tampa Bay area were cases involving child pornography that have been investigated and prosecuted by federal, state, or local Crimes against Children Units. Although law enforcement agreed that all cases of sex trafficking should be treated as a high priority, they face many barriers in collecting evidence and prosecuting traffickers/pimps who are involved in the prostitution of children. First and foremost, the cooperation of the DTM is needed to identify the trafficker without which law enforcement is reluctant to proceed with an investigation.

According to one interviewee from the Clearwater Police Department (CPD), the State Attorney's Office and the CPD successfully investigated and prosecuted the trafficker of a DTM who was prostituted. The DTM was a developmentally delayed teenage runaway who was taken in by a female adult and prostituted for money and shelter. The CPD officer who encountered the victim had received training in human trafficking and immediately recognized that this minor could be a possible trafficking victim. He brought her into the police station and contacted CPD's Human Trafficking Detective. CPD's lead Human Trafficking Detective conducted the interview of the DTM with a victim-centered approach and built a rapport with the victim. The minor was not arrested for prostitution but was brought in on a previous warrant and listed as a runaway. CPD arranged for a previous charge against her to be waived. Due to her health problems, she was taken to receive medical care; the Juvenile Specialist of CPD sought out these and other services. The "john" was charged with lewd and lascivious activity with a minor. The trafficker was arrested on the charge of sex trafficking and convicted of the lesser felony of compelling another to prostitute, receiving 36 months of probation. An attempt to substantiate this information through public media sources was diligently sought; however, the assessor and research team were unable to locate one public document covering this case.

Some federal investigations using information gleaned from adult prostitutes/potential trafficking victims have uncovered information on traffickers/pimps of minors. Victim-centered interviews with adult prostitutes, appealing to the women's compassion for minors, has led to information on the young adult (18 to 23 year old) prostitutes' former traffickers/pimps. The victim-centered interview process has been proven through these cases to build trust and rapport with adult women currently engaged in prostitution, who provide information on traffickers/pimps who trapped them as minors and are still prostituting minors.

**2.1.2 Prosecution of Facilitators.** No arrests of facilitators of DMST, such as hotel managers, taxi drivers, or hotel operators, were reported by law enforcement. Detectives stated that prosecution of a facilitator of minor prostitution takes an extended period of investigation. Law enforcement is reluctant to take the necessary time to gather the evidence needed to prosecute a case against a facilitator because their priority is to remove the minor from danger immediately.

**2.1.3 Prosecution of Buyers.** Only one "john" arrest was reported, and that was in the aforementioned case of the developmentally delayed minor. CPD reported that the subject was investigated for the crime of lewd and lascivious behavior with a minor but that no charges were filed because of lack of evidence. CPD was not able to obtain the physical evidence, and the subject denied any contact with the minor. No other arrests of "johns" with minors were reported.

**2.1.4 Legal Contradictions.** The fact that victims were being criminalized while they were legally too young to consent to sexual activity was considered a serious problem. The age of consent in Florida is 16 years old. The law permits an adult under the age of 24 to engage in legal sexual activity with a minor

no younger than the age of 16. A person 24 years of age or older who engages in sexual activity with a person 16 or 17 years of age commits a felony of the second-degree.<sup>42</sup>

Teen modeling, which for years has been crossing the line into child pornography or child erotica, has been recently brought into the spotlight through media coverage. The photographers know the statutes and walk the line between what is legal and illegal. Cyber Crime units consistently monitor these sites. More specific terms in the statutes would be helpful in defining child erotica and sexual posturing. For example, one Web site recently featured a minor in her underwear, pouring chocolate syrup on her body, which appears to be playing on a specific sexual fantasy. To assist investigators and prosecutors of child erotic cases, more specific wording in the Florida statutes would be helpful.

In the Florida Statute on Human Trafficking there is no clear definition of sexual exploitation (See Appendix C). Another challenge in investigating and prosecuting DMST is that there is a lack of case law in Florida regarding DMST. A further possible gap in the Florida DMST trafficking law is that it does not state whether or not knowing the age of the minor would be a defense for the trafficker (See Appendix C). In the Florida statutory rape laws, it is clearly written that it does not matter if the adult knew the minor's age or not.

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<sup>42</sup> Florida Statutes (2007), Title XLVI, Chapter 794.05 Unlawful sexual activity with certain minors.--(1) A person 24 years of age or older who engages in sexual activity with a person 16 or 17 years of age commits a felony of the second-degree, punishable as provided in s. 775.082, s. 775.083, or s. 775.084. As used in this section, "sexual activity" means oral, anal, or vaginal penetration by, or union with, the sexual organ of another; however, sexual activity does not include an act done for a bona fide medical purpose. Maximum penalty for a felony of the second-degree is 15 years.

## 2.2 Prosecution

**2.2.1 Prosecution of DTMs.** As previously noted, few juveniles are charged with prostitution in the State of Florida: 66 youth were charged in 2006 (33 boys and 33 girls). If during the judicial process a minor reveals that she/he was coerced or assisted by an adult to prostitute, then that minor would not be charged with prostitution. While this is a positive step toward victim identification, it can also put victims in danger of being further preyed upon by the trafficker/pimp and revictimized if proper shelter and services are not in place. However, more often, minors engaged in prostitution are encouraged to plead “guilty” to the prostitution charge which moves the judicial process forward. It is important to note that in Florida’s Sixth Circuit Court (Pinellas and Pasco Counties) juveniles are only assigned a public defender if they plead “not guilty.” Encouraging victims of prostitution to plead “guilty,” even if the intention is to keep them “safe” from their pimp in a juvenile detention facility, only further confirms that they are delinquents and not entitled to justice or services.

**2.2.2 Prosecution of Traffickers/Pimps.** To combat the growing threat of cyber crimes against children in Florida, the Attorney General’s Child Predator Cyber Crime Unit was established in October 2005. This unit works to expand programs to further safeguard children from predatory criminals and includes law enforcement investigators and prosecutors whose primary mission is to target child predators, child pornography, and Internet-based sexual exploitation of children. In less than two years, the unit has facilitated the arrests of 50 individuals who created, possessed, or distributed child pornography, or who sexually solicited children online and traveled to meet them.<sup>43</sup>

In response to the overwhelming desire of the public to catch child predators, the Florida legislature has continued to make adjustments and improvements to State statutes to keep up with predators’ criminal activities, especially those involving technology. Both chambers of the Florida Legislature passed the Cyber Crimes Against Children Act of 2007.<sup>44</sup> This legislation increases penalties for the possession or distribution of child pornography online and creates a new, separate penalty against Internet predators who communicate with a child online and then travel to meet that child for the specific purpose of further abusing them. The legislation also increases penalties for offenders who misrepresent their age to seduce a child over the Internet. The law substantially increases penalties for collectors of child pornography who have more than 10 images of child pornography and either possess or promote child pornography with images of children under the age of five, sexual battery of a child, sadomasochistic abuse of a child, bestiality involving a child, or any pornographic video or live movie of a child. The charge for possession of these images is reclassified as a second-degree felony, increasing the maximum penalty from 5 years in prison to 15 years. For promotion and distribution of these images, the charge is reclassified as a first-degree felony, increasing the maximum penalty from 15 years in prison to 30 years.

**2.2.3 Prosecution of Facilitators.** This assessment found no prosecutions against facilitators of child trafficking, such as taxi drivers, hotel staff, or valets. Hillsborough County Board of Commissioners passed an ordinance requiring exotic dancers to be licensed. This would reduce the ease with which minors could use false identification to engage in under-age exotic dancing or stripping in unincorporated Hillsborough County, but not in the city of Tampa. Whether or not the licensing ordinance is being enforced is not clear.

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<sup>43</sup> <[http://www.abcactionnews.com/news/state/story.aspx?content\\_id=93a10d61-1141-4a81-9494-8f717398d8d4](http://www.abcactionnews.com/news/state/story.aspx?content_id=93a10d61-1141-4a81-9494-8f717398d8d4)>. Accessed on November 1, 2007.

<sup>44</sup> <<http://myfloridalegal.com/pages.nsf/Main/DF75DF6F54BDA68E8525727B00645478>>. Accessed on November 1, 2007.

**2.2.4 DTMs as Witnesses.** A principal challenge in prosecuting trafficking cases is victim maintenance and continued cooperation. Even in child pornography cases where there is physical evidence of the crime in the form of images, at the state level the testimony of the child victim is a necessary and crucial part of a successful pornography prosecution. On the federal level, a victim impact statement has been used in lieu of having the victim testify in court. The child witness puts a face on the victim, helping the judge and jury realize that the case is not only about pictures but is the physical sexual abuse of a child. The judge and jury seeing the victim and the abuse effects are paramount to prosecuting child pornography cases. Often, child victims of DMST used in pornography by their trafficker are not willing witnesses, either because of lack of understanding about what has been happening to them (as younger children do not understand the sexual role that they are playing in the pornography), grooming tactics by the trafficker, or a desire to protect someone they love.

Teen runaways who are prostituted by a trafficker are also unwilling witnesses. Because of grooming tactics by traffickers/pimps, minors are reluctant to name them to law enforcement. The grooming process that is used by traffickers/pimps is a mixture of reward (allowing them access to the forbidden world of adults—drinking, drugs, independence) and punishment (physical or sexual violence), freedom and bondage, acceptance and degradation; all used to produce intense loyalty and trauma bonding to the trafficker/pimp.

As a result, DTMs will deny they have pimps, claiming instead that they are working to help their boyfriends. This contributes to the trafficker/pimp being relatively safe from the minors reporting them.

Investigators of DMST stated that a minor could have sex with up to seven “johns” at \$150 each in one night. Traffickers/pimps utilize tactics of punishment and reward commonly associated with domestic violence to keep the minors in physical and psychological bondage. Commonly referred to as “flashes of affection,” these moments of compliments and promises are often followed with unexpected, violent fits of rage. The outbursts of rage and beatings sends a clear message to the minor that their life is held in the hands of the trafficker/pimp and the only way to survive is to do exactly what they are told.

***“People who use kids like this are the most brilliant child psychologists on the planet. They know these kids are not credible, they know how to manipulate them into being less credible, they get them addicted to something, anything; then even if the child does rat them out, no one will believe them.”***

***Vice-President of Operations  
Hillsborough Kids, Inc.***

### **2.2.5 Victim-Centered Prosecutions.**

The prosecution of traffickers/pimps is greatly hindered by the fragile nature of the victim. Victims who are facing multiple emotional, psychological, and physical issues present difficult challenges as witnesses for prosecutors. One child sex abuse victim being seen at APPLE stated to her therapist, “If he (the perpetrator) is in court, I will lie.” The inability of children to be truthful when face-to-face with their alleged perpetrator is sometimes due to fear of the perpetrator but can also be due to caring about the perpetrator. Sometimes the perpetrators are relatives and the children do not want to be responsible for sending them to jail. In one case, a minor victim recanted her disclosure regarding sexual abuse due to a suicide threat by another family member if the alleged perpetrator was convicted.

In federal cases, child pornography victims are being asked to write sworn statements attesting to the effects that the sexual exploitation has had on them. This is done at the federal level to prevent a victim of child pornography, whose image could be part of many investigations all over the world, from having to

be physically present at each trial. According to the investigators contacted during this rapid assessment, this has not happened at the state level. Investigators concluded that the Florida laws would need to be changed to allow this court process or others that would protect victim-witnesses from the re-traumatization often associated with a trial.

In the Clearwater/Tampa Bay area, no use has been made of alternative provisions for victim-centered trials, such as testifying by video, even in cases of child abuse, despite the intended use of certain facility. The Children's Justice Center (CJC) of Florida's Thirteenth Judicial Court has not been employed in a single criminal case to date in Hillsborough County. Thus in every case, the minor was physically present in the courtroom with the alleged perpetrator.



## 2.3 Judiciary

**2.3.1 Jurisdiction over DTMs.** In the Sixth and Thirteenth Judicial Circuit Court of Florida, a minor charged with prostitution would appear before a Family Court Judge. In the Sixth Judicial Circuit Court of Florida (Pinellas/Pasco County), no minors charged with prostitution have been represented by the Juvenile Public Defender since August 2005, as prostitution is a second-degree misdemeanor and minors are represented only if they plead not guilty, a plea few minors make as it is presumed to be “quicker and easier” to simply plead guilty. However, a guilty plea also takes away the possibility of legal counsel by the Juvenile Public Defender and pulls DTMs deeper into the system and further away from services available to victims of trafficking.

**2.3.2 DTM as Witnesses.** Those involved in the juvenile judicial process echoed the difficulty noted by law enforcement, prosecutors, and service providers—that is, teen runaways who are prostituted by a trafficker/pimp are not willing witnesses because of the psychological and physical bonding that has often occurred with their pimp.

**2.3.3 Prosecuting Traffickers.** Those involved in the juvenile judicial process were not involved in or informed about prosecution of traffickers/pimps.

## 2.4 Juvenile Justice System

**2.4.1 Detention.** Youth under age 18 who are arrested by law enforcement are evaluated immediately by the Florida Department of Juvenile Justice to determine if they should be detained under lock and key to protect the public. Detention screening is performed at Juvenile Assessment Centers (JACs) or by juvenile probation staff using a standardized Detention Risk Assessment Instrument. The decision to hold them or release them is made based on the Detention Risk Assessment, which measures the public safety risk and the risk that there will be a failure to appear. Prostitution is a public order offense and a misdemeanor for a first or second offense under Florida Statute 796.07(4). Only a minor charged with domestic violence, possession of a weapon, or certain charges that occur on school property can be held in a detention facility pre-adjudication; therefore, a minor charged with prostitution would rarely meet the criteria necessary to be held in detention pre-adjudication. (See Appendix J for Florida Statute 985.255 listing the criteria for holding a child in detention).

**2.4.2 Prosecution of Traffickers.** An investigator reported that he attempted to gather information and build a case using the intake reports generated at Juvenile Assessment Centers but was not successful because the risk assessment completed upon intake does not ask specific questions regarding sex trafficking or traffickers/pimp. It was recommended by federal law enforcement that JAC ask minors questions regarding their trafficker/pimp and record whether or not they have been involved in prostitution and the name of their pimp. Even incomplete information would be helpful.

**2.4.3 Recognition of Victim Status.** Those involved in the juvenile justice system viewed minors trafficked into prostitution or under-age stripping as victims, although they were not aware of the term domestic minor sex trafficking or of the victim status of these minors according to the TVPA. The fact that victims were being criminalized while they were legally too young to consent to sexual activity was considered a problem. Developmentally delayed minors are recognized as extremely vulnerable to sex trafficking.

## 2.5 Child Protective Services

**2.5.1 Protection.** Child Protection Investigators (CPI) are concerned about minors who are being trafficked into prostitution, pornography, and stripping, but they have become involved only if the caregivers of the minor were either involved in the abuse or if the child was abused due to neglect or abandonment. If a parent/caregiver is accused of abuse or trafficking, she/he would no longer be allowed to have contact with the alleged victim(s) during the investigation by CPI. If the abuse is considered to be unfounded, CPI removes the no-contact requirement, and the parent/caregiver is allowed to move back into the home and have contact with the minor. Difficulties were mentioned during the assessment regarding a home in which the alleged victim and alleged perpetrator are both minors. CPI stated that, in most cases, other living arrangements are made for the alleged offender, such as with a relative or foster care.

**2.5.2 Runaways from CPS Shelter.** The Clearwater/Tampa Bay area has a booming and successful adult entertainment business that could create risk for vulnerable teenage populations, such as runaways and foster kids. HKI had difficulty getting law enforcement to investigate reported underage stripping at a local adult entertainment club, which occurred last year with several foster children who ran away together. HKI reported that an officer did come to take a report, but no follow-up investigation was conducted. As far as HKI knew, there was no prosecution of this case. Given the distance from the group homes to where DTMs are found by law enforcement, an investigator of child prostitution in the Clearwater/Tampa Bay area believes that traffickers/pimps are picking girls up from the group homes where they are sheltered and transporting them to places where they are sold.

## 2.6 NGOs/Social Services Providers

**2.6.1 Recognition of Victim Status.** The fact that victims are being criminalized while they are legally too young to consent to sexual activity is considered problematic by social service providers. CATFHT, the DOJ-funded task force, has opened doors to the possibility of social service providers and NGOs sharing information with law enforcement regarding victim identification, trends they are seeing in the field, as well as bringing victims they are serving to law enforcement in an effort to obtain information about their trafficking situation. This multidisciplinary and collaborative approach is necessary so trust can build between agencies and organizations, and furthers the productivity of both sides.

**2.6.2 Legal Challenges.** The most prominently mentioned legal issue raised by social service providers is the stress and re-traumatization that can occur due to the involvement of child witnesses in the criminal justice system. Frustration over the unavailability of victim-centered court processes was high among sexual abuse and sexual assault therapists. Also, audio-taped depositions of the victim-witnesses at the CJC are available to the lawyer of the alleged perpetrator as part of the trial discovery process; however, one interviewee who is a LCSW and Florida Certified Sex Offender Treatment Provider reported that the adult offenders obtain the audiotapes from the lawyer and bring them to their treatment for discussion. This practice of making victim recordings available to their alleged offenders could be an unintentional yet substantial deterrent to DMST victims' willingness to testify, knowing that the trafficker/pimp could hear their recorded testimony.

## 2.7 Conclusions

Prosecution of traffickers in the Tampa Bay area is limited primarily to those involved with child pornography and should be increased to include other types of traffickers. Federal and state task forces that focused on child pornography produced, transferred, and downloaded from the Internet have had significant success in arresting and prosecuting traffickers. The media broadly covers the prosecutions of such cases. Florida legislators are sensitive to the public's disdain and fear of such activities and have continued to refine Florida Statutes to increase the likelihood of identifying and prosecuting offenders. Unfortunately, there was no evidence that the same amount of financial or human resources is being committed to the other forms of DMST, such as the trafficking of minors into prostitution or underage involvement in the adult sex entertainment industry in Clearwater/Tampa.

All interviewees, from law enforcement to service providers, similarly answered the question regarding the biggest barrier to prosecuting traffickers/pimps—the minor is an uncooperative victim. DMST victims do not necessarily view themselves as victims; nor do they typically view their trafficker as an exploiter. Exploitive relationships can create trauma bonds—chains that link a victim to someone dangerous to them. Trauma bonding often results in confusion of the victim, rescuer, and exploiter roles. (See Figure 1). The victim allies with the exploiter in the hope of gaining acceptance and meeting his/her expectations. The victim believes that, by repeatedly trusting the exploiter, things will change. The exploiter identifies with the victim by knowing exactly what the victim wants and believing that their true intentions will not come out. The rescuer (from law enforcement to service providers) naively thinks that one “intervention” or “offer of help/rescue” can do away with the past. One interviewee from the FCAHT stated, “It can take up to ten interactions with a trafficking victim before trust is built and the truth is told.”

The second barrier to successful prosecutions mentioned most often by service providers relates to the training of law enforcement and others who have contact with DTMs. As the first and primary representative of the criminal justice system, if police officers fail to see the DTM as a victim, the minor will not cooperate because of his/her fear of being arrested and desire to protect his/her exploiter (who at that moment the victim sees as the rescuer instead of the police officer). HKI stated that minors will not give up the identity of their trafficker/pimp because they do not trust anyone and may need a place to go in the future. “These kids have been trained to manipulate and lie to survive; they can’t just turn that on and off.” Often, the fear instilled by the trafficker/pimp far outweighs the offer of protection and assistance by law enforcement and service providers. Most initial hesitancy to cooperate by minors engaged in prostitution is a direct result of their personal experience of the brutal reality of harm and even death that their traffickers can enforce.

Lack of trust in both the system and law enforcement is further compounded by victims of DMST being identified and treated as criminals. Despite all efforts to see these “uncooperative” minors as victims, a lack of sufficient placement options, other than detention, leaves those who intend to protect this population of victims with little to no alternatives. Placement of DMST victims in a detention facility only further confirms all the lies told to the juvenile by the pimp regarding the “system” being against him/her and that she/he (the pimp) is the only one trustworthy.

## 2.8 Best Practices

The Children's Justice Center (CJC) of Florida's Thirteenth Judicial Court is equipped with state-of-the-art equipment that has the capacity to live-feed the testimony of a child witness into the courtroom. The judge can hear testimony via closed-circuit teleconferencing technology. This allows the child to be in a secure location without having to enter into a courtroom setting, while the judge joins via "television" to dispense justice in a "child-friendly" manner without compromising the judicial process. Children are interviewed by a Child Advocacy Center (CAC) professional forensic interviewer with knowledge of child development, in an age-appropriate, "child-friendly" room. The CAC conducts more than 600 one-on-one investigative interviews and depositions each year. Further, it provides the facilities and technology for law enforcement and investigative professionals to participate in the interview via closed circuit television and through wireless audio equipment. The interview is captured on videotape, thus reducing the number of times the children must relive their abuse experiences. Fortunately, children under the age of 16 who are witnesses for court cases in the Thirteenth Judicial Circuit are required to be interviewed and give depositions at the CAC.

The investigation and prosecution of child pornography cases in Florida has been successful. The seamless cooperation between federal, state, and local agencies is impressive. The support of the Florida legislature is a solid example of how each part of the community can join together to fight crimes against children. In less than two years, the State Cyber Crimes unit has facilitated the arrests of 50 individuals who created, possessed, or distributed child pornography, or who sexually solicited children online and traveled to meet them.

The lack of prostitution charges against minors in Florida, especially in the Tampa Bay area, is very encouraging. Moreover if, during the judicial process, a minor charged with prostitution identifies her pimp, or reveals she/he was being coerced in any way or was actively solicited by someone, the prostitution charge is removed and the minor is reclassified as a victim under Florida Statutes, Title XLVI, Chapter 796 (Prostitution).

## Gaps

Lack of sensitivity to minors who are sexually victimized is a crucial concern that needs to be addressed if law enforcement is to succeed in serving these victims and enrolling their help in identifying traffickers/pimps. A change in each law enforcement officer's perspective is needed, as they are often first contact that a DTM has after separating from the trafficker. Law enforcement officers are entrusted with the responsibility and authority to make the decision on whether or not a minor was victimized and whether or not to pursue a case against a trafficker. Training on DMST and the effects of psychological trauma bonding in children and minors for law enforcement may help them to sympathize with a minor who is behaving like a criminal though they are truly a victim.

Because CPS facilities are not secured, foster children can run from shelters/group homes, becoming easy targets for recruitment into sex trafficking. Additionally, even when DMST victims are identified as victims and taken into state custody, the unsecured shelter and group home structure allows traffickers/pimps to simply wait outside the shelter for "their girls," sending clear messages of continued control to the traumatized victims inside.

Legislative gaps include the Florida state law allowing a minor to be released to any adult without a criminal background. This oversight by the state could allow a minor involved or charged with prostitution to be released within hours to his/her trafficker/pimp or the trafficker/pimp's associate, if that person is an adult and does not have certain charges arise during a background investigation.

In an effort to move the judicial process forward, minors engaged in prostitution are encouraged to plead "guilty" to the prostitution charge. This expedited procedural approach to moving "delinquents" through the system exhibits the lack of understanding by the judicial system that the minors are potential victims under the federal TVPA. The adjudication of minors involved in prostitution as criminals should be viewed as a primary barrier to building trust with the victim, which is necessary to pursue an investigation against their trafficker/pimp. Instead, this judicial process further validates the trafficker/pimp's statements to the minor that she/he is "above the law" and affirms that the system should not be trusted to save the victim from exploitation.

There has been no use made of alternative provisions for victim-centered trials, such as testifying by video, even in cases of child abuse. The Children's Justice Center of Florida's Thirteenth Judicial Court has not been used in one criminal case in Hillsborough County. This means that any minor has to be physically present in the courtroom with the alleged perpetrator.

This assessment found no prosecutions against facilitators of child trafficking. The disproportionately large size of the adult entertainment industry compared to the population of Tampa<sup>45</sup> was highlighted as needing more attention, as is the regulation and enforcement of county and city ordinances protecting minors from commercial sexual exploitation. For example, HKI had difficulty getting law enforcement to investigate reported underage stripping at a local adult entertainment club after an incident in which several foster care children ran away together from their foster homes and reportedly engaged in stripping at the club. HKI was not aware of any prosecution of this case.

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<sup>45</sup> D. Simanoff. "Welcome to Tampa Bay." The Tampa Tribune. June 25, 2006.

### III. PROTECTION

Protection requires victim-centered rescue and restoration. Rescue is vital to remove the minor from commercial sexual exploitation; however, it is critically important to do this rescue without revictimizing the minor. Victim-centered, long-term restoration is essential and includes providing long-term shelters and secure, safe homes—permanent or foster care—while providing medical, psychological, and counseling services, and education and skill building to victims of domestic minor sex trafficking.



## 3.1 Law Enforcement

Law enforcement's first priority is to remove DTMs from the dangerous and abusive situation of being trafficked. Because of their runaway status, and without charging them with prostitution, they will contact the minor's legal guardians, whether it is their parents or CPS. Unfortunately, this puts the minor at risk of being contacted by their trafficker and possibly returning to the dangerous environment. At times, the minor is charged with some other violation, such as trespassing. In that situation, the minor is taken to JAC where she/he is usually released within a few hours to a legal guardian or other responsible adult. Other than detention, which requires charging the victim, law enforcement has no alternative tools available for safe and secure shelter to offer the victim. If domestic minor sex trafficking victims were to be viewed as harmful to themselves, it would be possible for them to be held at an inpatient psychiatric facility for up to 72 hours under Florida's Baker Act.<sup>46</sup> However, qualification and precedence has yet to be set utilizing this Act for DMST victims.

**3.1.1 Access to Treatment.** Federal, state, and local law enforcement agencies all have victim advocates who are able to connect victims of DMST to community services, from shelter to counseling. Many services available to minors in the community can be accessed through referrals by law enforcement. As a victim of crime, any DMST victim would be eligible to receive funds for various services under Florida's Victim of Crime Compensation Fund. Florida Law provides guidelines for the fair treatment of victims and witnesses in the criminal justice and juvenile justice systems. It authorizes a direct-support organization to assist victims of adult and juvenile crime. It also designates a Victims Compensation Trust Fund to assist victims of violent personal crimes to pay for stipulated expenses they incur as a result of the crime. Injured crime victims may be eligible for financial assistance for medical care, lost income, mental health services, funeral expenses, and other out-of-pocket expenses directly related to the injury. If needed, they can also be referred to support organizations within their home area. (For details of expenses covered by the Victims of Crime Compensation Fund, see Appendix A).

DMST victims may not fulfill compensation requirements if they are arrested on prostitution, trespassing, or drug charges. As previously mentioned, DMST victims are often reluctant to cooperate with law enforcement for various reasons. Fortunately, the Victims of Crime Compensation Fund will make an exception to this requirement when there is a good reason for non-cooperation, such as duress or a mental health diagnosis. Although services may be readily available in the community for DMST victims, their parents or CPS must access those services for them, which is often a barrier.

The CATFHT, through Office for Victims of Crime funding, provides services for foreign victims of human trafficking by utilizing the social service members of the CATFHT. Unfortunately, no funding has been allocated through CATFHT for services for DTMs. Although steps have been taken to include more victims' service providers on the CATFHT, greater financial support is needed at the federal level. Without allocated funding, DTMs cannot be properly served by the CATFHT.

**3.1.2 Information Sharing.** As the lead law enforcement agency on the Clearwater Area Task Force on Human Trafficking, CPD stated that the victims' service providers are very responsive to foreign trafficking victims' needs. CPD has found that service providers on the CATFHT are willing to respond to the needs of victims without any hesitation, even in the middle of the night. Law enforcement investigators who are involved in cases of child pornography regularly recommend to the child victim's legal guardian that the victim receive counseling addressing their sexual victimization.

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<sup>46</sup> Baker Act Handbook and User Reference Guide (2006), State of Florida Department of Children & Families. <<http://www.dcf.state.fl.us/mentalhealth/laws/baappd.pdf>>.

## 3.2 Prosecution

As outlined in the Prevention section, a few domestic minor victims of sex trafficking are identified through arrest. Although prosecutors and public defenders do not have a specific intake protocol for DTMs, information regarding their victimization is usually gathered through the initial intake assessment, a behavioral assessment, or a psychiatric assessment.

**3.2.1 Criminalization.** Because of the DJJ priority of assessing and meeting the needs of juveniles, most DTMs have not been criminalized but are seen as victims of a sex crime. Yet, the lack of training for prosecutors and public defenders regarding DMST has resulted in some DTMs being pulled deeper into the juvenile justice system, which limits the services that DJJ can provide to them. Often, victims of DMST may have been involved in other types of criminal behavior, most commonly drug abuse. Therefore, they may be sent to a juvenile drug rehabilitation program to address their drug problem, but the issues surrounding their commercial sexual exploitation may not be addressed through such a program.

**3.2.2 Access to Treatment.** There is a critical lack of specialized programs in the community for DMST victims. There are therapists who specialize in child sexual abuse and PTSD, but they are not specialized in the unique issues of victims of domestic minor sex trafficking. Residential juvenile facilities that provide mental health services have no specific treatment protocol for DMST victims. Rather, each girl in the program has a weekly individual therapeutic session with a master-level trained therapist, and takes part in daily group therapy and monthly family therapy. The focus of one of the groups is healing from sexual trauma.

### 3.3 Judiciary

**3.3.1 Access to Treatment.** If a judge is concerned about a youth engaging in high-risk behavior, such as prostitution, she/he will order a comprehensive behavioral assessment. If further evaluation of the minor is needed or if the judge feels that inpatient psychiatric care may be needed, a SIPP evaluation is completed at the Louis de la Parte Florida Mental Health Institute. Based on this evaluation, the judge could order that a minor involved in prostitution be sent for mental health treatment at a locked psychiatric treatment facility. Often, the evaluations for those involved in prostitution do recommend inpatient treatment because of the high risk of self-harming behavior of the minor. Some success has been seen with this process. According to Juvenile Justice staff interviewed in this rapid assessment, in spite of this protocol, some minors have returned to their trafficker only months after leaving SIPP. When one 14-year-old youth was asked why she returned to her trafficker, she said, “He took me to get my toes done.” Nonetheless, providing services to DMST victims through SIPP is the most viable procedure currently available. (See Appendix H for SIPP Profiles.)

**3.3.2 Detention.** If a minor is assessed as a risk, two types of detention are available: Secure Detention and Home Detention. Youth placed in Secure Detention have been assessed as risks to public safety and must remain in a physically secure detention center while awaiting court proceedings. They appear before the court within 24 hours of placement, at which time the juvenile judge decides whether there is a need for continued detention. In most cases, Florida law sets a 21-day limit to Secure Detention pre-adjudication, but those charged with serious offenses can be held up to 30 days. Serious juvenile offenders can also be held in secure detention post-adjudication, while awaiting placement in a residential corrections facility. Youth on home detention status are released to their parent(s)/guardian(s). Both youth and parents sign a Home Detention agreement. This agreement stipulates the conditions of home detention that the youth is to follow, e.g., mandatory school attendance and curfew. The Department operates 26 juvenile detention centers in 25 counties with a total of 2,057 beds. Juveniles are not placed based on their home county; rather, placement is based on treatment need. The detention centers provide custody, supervision, education and post-adjudication mental health/substance abuse services to juveniles. The table below offers a summary of the number of juveniles and their involvement with the DJJ in Hillsborough County over a three-year period.

**Delinquency Case Processing Data<sup>47</sup>**

Fiscal Year	Diverted from court	Court Disposed	Handled Judicially	Handled non-Judicially	Placed on DJJ Probation	Committed	Transferred to Adult Court
2000-01	3702	12,156	6002	7665	2522	459	392
2001-02	4111	11734	5315	7929	2440	427	430
2002-03	4490	12212	5150	8415	2351	472	406

At Juvenile Residential Treatment Facilities, girls who are brought in on prostitution-related charges are housed with other female juvenile offenders. Sexually transmitted disease testing is very strongly recommended for all youth, and the vast majority do undergo health testing at intake; however, only youth with certain charges that legally require STD testing for the benefit of their victim would be required to

<sup>47</sup> Juvenile Justice Thirteenth Circuit Board of Hillsborough County Strategic Plan 2004-2007. <[http://www.djj.state.fl.us/councils/documents/Plans/Circuit13\\_Juvenile\\_Delinquency\\_Prevention\\_Plan.pdf](http://www.djj.state.fl.us/councils/documents/Plans/Circuit13_Juvenile_Delinquency_Prevention_Plan.pdf)>. Accessed on November 18, 2007.

undergo testing. If other issues are present (vaginal trauma, pregnancy), they are provided treatment at the facility or are taken to the appropriate medical facility, but it does not affect their placement. If the injury/pregnancy is the result of abuse or assault, the DJJ staff and medical staff would be mandated to call the child abuse hotline and make an abuse report. (All such medical treatment information would be available to the youth's legal guardian, unless protected by HIPPA laws.)

## 3.4 Juvenile Justice System

**3.4.1 Need-based Treatments.** If evidence or information of sexual exploitation is reported by law enforcement or by the minor, the issue would be addressed in the minor's individually designed treatment/case plan. For example, a minor under supervision for burglary may also be referred for substance abuse treatment because of information gathered from either self-disclosure or a secondary person.

When a minor is scheduled to be adjudicated, the Chief Judge, Public Defender, and State Attorney meet to decide the most appropriate option for the minor. A decision is made within 24 hours of the charge, so the intervention occurs as soon as possible after the offense. In Florida's Thirteenth Circuit Court, 100% of minors who plead "guilty" have legal representation (97% public, 3% private), in contrast to Florida's Sixth Circuit Court where only minors who plead "not guilty" are appointed a PD.

**3.4.2 Assessments.** DJJ uses an assessment and treatment tool called Positive Achievement Change Tool (PACT), which assists in identifying priorities for intervention. PACT was implemented statewide in Florida as a collaborative effort between the Florida Department of Juvenile Justice and Assessments.com, and is an evidence-based, fourth-generation instrument. The four basic objectives are to determine a youth's level of risk for re-offending, identify the risk and protective factors linked to criminal behavior, develop an automated case management plan focused on reducing risk factors and increasing protective factors, and allow managers to determine if targeted factors change as a result of the court's intervention.

**3.4.3 Gender-Specific Programming.** Providing gender-specific programming is a new priority being addressed by the DJJ in its Girls Initiative. Juvenile probation officers are given gender-specific training determined by their assignment to a specific gender. Girls who have been involved in prostitution are most often referred to a diversion program of the DJJ called SHOCK. SHOCK Education exposes teens to the consequences of criminal and irresponsible behavior. Experts from community organizations address: drugs, violence, death, sexual development, and family issues.<sup>48</sup>

**3.4.4 Education.** While in detention, minors are able to attend classes and make progress in school. Some minors are able to make up for lost time in school. If a minor would like to get her GED, the educational staff at the juvenile facility will help her prepare and take the test.

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<sup>48</sup> <<http://www.hillsboroughcounty.org/communitylink/resources/onlineservices/progList.cfm?progId=HCAI0139AK&keyword=Juvenile%20Offender>>. Accessed on 12/18/07.

## 3.5 Child Protective Services

**3.5.1 Child Protective Investigation.** CPI is not directly involved in the rescue or restoration of DTMs unless there is an issue of abuse and neglect in the home. If the caregiver is suspected to be the abuser, CPI will investigate to determine if the minor should be sheltered or the abuser removed from the residence. They would also coordinate treatment services with either the minor's caregivers or CPS. In the case of DMST, CPI and CPS noted that they would refer the victim to the local rape crisis/sexual abuse mental health treatment providers.

**3.5.2 Child Protective Services through Community Based Services.** One of the strengths of the redesign of Child Protective Services is the addition, by comprehensive, community-based networks, of service providers who are equipped to manage and deliver all needed services to meet the needs of child victims and their families. HKI has a comprehensive network of service providers in Hillsborough County that work for the children in their care. Service providers recognize that, under the new structure of CPS, more children are being referred for services. As a result, fewer children are bouncing from shelter to shelter with untreated issues. Unfortunately, the service providers are often sent "unfunded referrals," which has led to serious financial crises.

The Department of Children and Families' Independent Living Transition Services Program provides children and young adults formerly in foster care with services and financial assistance to help them successfully transition into adulthood. As directed by law, this report recommends standards for providing independent living transition services. (See Appendix L for description of services.)

## 3.6 NGOs/Social Service Providers

**3.6.1 Legal Access to Services.** According to the Florida Baker Act, when any minor, age 13 or older, experiences an emotional crisis to such degree that she/he perceives the need for professional assistance, she/he must have the right to request, consent to, and receive outpatient crisis intervention services including individual psychotherapy, group therapy, counseling, or other forms of verbal therapy provided by a licensed mental health professional, as defined by Florida statutes, or in a mental health facility licensed by the state.

**3.6.2 Shelter Restrictions.** Most youth shelters are licensed under a 65C-14 which qualifies them as a childcare facility. However, this license also limits the minor to 30 days of care unless a clinical need is documented. Parental contact for a minor who has admitted her/himself is “ASAP,” although legal requirements allow a 48-72 hour window. Runaway clients can be released to legal guardians or their representatives (with proper documentation) or to law enforcement or to her/himself at the time and at the place of pre-arranged transportation to a set destination.

**3.6.3 Evidence-Based Practices.** Programs, services, and treatments that have been assessed and deemed effective for the population they serve are referred to as evidence-based practices. The Florida Juvenile Justice system uses evidence-based practices in providing services to the youth. Without any depth of experience with DMST, evidence-based practices for DMST victims are not available. In lieu of available evidence-based practices, Trauma-Focused Cognitive Behavioral Therapy (TFCBT) is most often used.

**3.6.4 Addressing the Role of Prior Sexual Abuse in DMST.** Most of the interviewees involved in this assessment, from law enforcement to service providers, agreed that DMST victims are often vulnerable youth who grew up in abusive and severely neglectful situations. Most believed that DTMs had experienced sexual abuse prior to being commercially sexually exploited by a trafficker. Under-treating children who have been sexually victimized leads to greater likelihood that those children will be commercially sexually exploited or trafficked when they are adolescents. Stronger protocols regarding treatment for childhood sexual abuse victims are needed. Child victims are more responsive to treatment than adolescents who have been repeatedly victimized and are under the influence of a trafficker/pimp.

**3.6.5 Addressing the Role of Traffickers/Pimps.** Although it is acknowledged that self-esteem treatment is important for DTMs, no treatment consistently addresses the role of the pimp in these children’s lives. Treatment must address the psychological influence that intermittent positive reinforcement from traffickers/pimps has on DTMs. One federal investigator described this powerful attention as “flashes of affection,” during which traffickers/pimps buy new clothes for the girls, take them to a salon or a private party, or treat them like adults. However, this positive attention is usually short-lived and followed with brutal beatings and torture methods.

**3.6.6 Risk Factors Unique to Clearwater/Tampa Bay Area.** Specific risk factors for youth in the Clearwater/Tampa Bay area have not been adequately addressed. Environmental risk factors unique to the area of Clearwater/Tampa Bay, such as a disproportionately large adult entertainment industry when compared to the city’s population, increase the possibilities that a minor could be drawn into sexual exploitation and trafficking.

### 3.6.7 NGOs with Services Available for DTMs

As NGOs are integral to the provision of services for DMST victims, the information presented in this section will profile each organization where services and programs may be available for DTMs.

**APPLE Trauma Response Center of Crisis Center** of Tampa Bay, Inc. is an outpatient treatment program that seeks to help trauma survivors, particularly survivors of sexual violence, recover from the negative impact of trauma. The agency has been serving the Clearwater/Tampa Bay area community for more than twenty years. Services include individual, group, and family counseling, parent support and education groups, juvenile sexual offender services, school-based programs, evaluation services, and professional training. APPLE's goals are to protect victims from further sexual abuse and trauma, prevent self-destructive and/or delinquent behavior, and develop healthy family systems. The program serves individuals and families in Hillsborough County who report a history of suspected and/or disclosed sexual abuse or trauma. Clients range in age from three years old to adult and may be primary or secondary (loved ones affected by the trauma more indirectly) victims of trauma. They are either self-referred or referred by the child protective services, courts, schools, and law enforcement.

**Children's Services of Hillsborough County** is one of the larger providers of children's services including a wide range of residential and non-residential services available for children and parents. For runaway and ungovernable children and their families, there are counseling services to reunite families and prevent runaway behavior, as well as short-term residential respite and shelter.

**Family Resources, Pinellas County** is a private, non-profit organization dedicated to serving the children, youth, and families in Pinellas County since 1970 and Manatee County since 1992. Accredited by the Council on Accreditation for Children and Family Services since 1996, Family Resources is recognized as the agency to turn to in the event of a family relationship crisis. Family Resources' programs are designed to encourage the personal development of children and youth while working to strengthen and support healthy relationships among family members. Shelter, counseling, education, outreach, and appropriate referral and follow-up services are delivered in an atmosphere of caring, giving, and acceptance.

Family Resources maintains short-term youth residences that are open to troubled or at-risk youth between the ages of 10 and 17. They include youth with family problems and conflict who have run away from home or are homeless, or any youth in crisis for any reason who needs respite and care. Shelter/respite services are provided for up to fourteen days. Non-court ordered clients stay an average of three to five days, with a maximum of 35 days. Court-ordered clients comply with court-ordered length which can range from 5 to 120 days. As an internal policy, parental contact is made immediately for youth who self-admit or are admitted by law enforcement. Youth facing felony charges or who are presently adjudicated dependent or delinquent are not eligible for short-term shelter services. To ensure the safety of youth and staff, youth who are combative, intoxicated, suicidal, or show signs of more serious mental health problems are referred to more appropriate services. While in the residence, youth are provided with individual and group counseling, life-skills education, and recreational activities. Family counseling is available while a youth is in the short-term residence and can be continued through the family counseling office after leaving the residence.

Family Resources' StreetSAFE is an outreach program designed to identify and assist youth who are living on the streets of St. Petersburg. The goals of StreetSAFE are to reduce the incidence of sexual abuse of runaway, homeless, and street youth; increase support services for youth; increase awareness of the presence and needs of street youth; and educate at-risk youth of the dangers of street life.

Family Resources' transitional living program (TLP) is in place for youth who, because of dysfunctional families or lack of alternative safe living arrangements, cannot live at home and can benefit from training in independent living skills. TLP provides safe shelter, food and clothing, educational opportunities, individual and group counseling, as well as the training necessary to function independently. Services include life skills classes, assistance with finding employment, recreational activities, and volunteer and



community advocacy experience. Youth must voluntarily apply to the program, be 16 or 17 years old, and be free of untreated or uncontrolled substance abuse or mental health issues. When accepted into the program, youth must attend school regularly and find employment.

**Family Service Centers (FSC), Inc. of Pinellas County's** mission is to provide services that promote safe, healthy families and children through education, counseling, and advocacy. FSC employs 95 full-time and 19 part-time staff who serve more than 26,000 adults, children, and youth annually throughout Pinellas County. FSC envisions a safe community that values, supports, and strengthens families and children, and all current programming reflects this commitment. FSC's Sexual Assault Victim Services program provides sexual assault prevention, education and treatment for child victims and their families as well as adult survivors, rape victims, and secondary rape victims. Caring staff members provide court advocacy for child victims, community presentations, and training for professionals. FSC serves children 3 to 18 years.

**Florida Coalition Against Human Trafficking (FCAHT)** is an entity within the Immigrant Rights Advocacy Center, Inc., a non-profit corporation. FCAHT provides services and training to victims and serves as a liaison between law enforcement and victims. FCAHT has been the recipient of state and federal grants to provide training, public outreach and education, and for the rescue and case management of victims. As a federal and state human trafficking services provider grantee, FCAHT is government funded to provide services only to foreign victims of human trafficking. Private donations/funding enables them to provide services for domestic victims.

**Help-A-Child, Inc.** operates six programs that provide assistance to families with special needs children and to families experiencing child abuse, neglect, or exposure to violence. HAC serves all of Pinellas County and does not charge for its services. The services range from prevention oriented services to intensive residential care. The Child Abuse Recovery Services (CARS) program is a voluntary program for families of children who have been sexually abused by a non-caretaker adult or another child. The CARS program offers crisis intervention, supportive short-term therapy, and case management services for the child, the parent, and/or the siblings.

**Ophelia Project.** One community-based service provider that was consistently mentioned as being available and successful in helping teenage girls in the Clearwater/Tampa Bay area is the Ophelia Project. The mission of Ophelia Project is to inspire an emotionally, physically, and socially safe culture for all girls by promoting gender-specific best practices in youth programs, community education, and professional training, and through the coordination of community resources.

**PACE Center for Girls, Inc.** is a non-profit corporation that provides a non-residential delinquency prevention program in 21 locations statewide, targeting the unique needs of females 12 to 18 who are identified as dependent, truant, runaway, ungovernable, delinquent, or in need of academic skills. PACE (Practical Academic Cultural Education) accepts referrals from the juvenile justice system, the Department of Children and Families, school personnel, community services agencies, parents, family members, friends, and self-referrals. Its purpose is to intervene and prevent school withdrawal, juvenile delinquency, teen pregnancy, substance abuse, and welfare dependency. PACE programs provide the following services: academic education, individualized attention, a gender-specific life management curriculum (SPIRITED GIRLS®), therapeutic support services, parental involvement, student volunteer service projects, and transition follow-up services. Every girl at PACE sets individual educational and social goals that are focused on earning a high school diploma or GED, re-entering public school, attending college, getting vocational training, joining the military, or entering the private workforce. After program completion, PACE continues to monitor each girl's educational and personal development with three years of follow-

up case management. Since it's creation in 1983, PACE has served more than 16,000 girls.

PACE is a successful alternative to juvenile detention. The Hillsborough PACE Center stated that they continue to follow up on their former students and can report an impressive success rate of over 90 %, with this high percentage of graduates not becoming involved further in the DJJ system.

## 3.7 Conclusions

In the Clearwater/Tampa Bay area, there are services that are in place for domestic minor sex trafficking (DMST) victims. However, the services are not specifically defined as targeting only DMST victims but are specialized in treating child, adolescent, or adult sexual victimization and the effects of sexual victimization and trauma, such as PTSD, eating disorders, substance abuse, depression, and/or suicidal tendencies. The services are beneficial and if fully utilized could address the needs of child victims (ages 11 and under). For adolescent victims (ages 12 and over) who do not have adequate and safe shelter, outpatient treatment services and group homes are not adequate.

Most specifically, Family Resources of Pinellas County has over 40 years of experience working with at-risk and vulnerable youth. They were identified as a key location where DMST victims and children vulnerable to recruitment may interact with staff. Of particular interest is the StreetSafe team who reaches out to homeless youth. Combining the already comprehensive and established services of Family Resources with DMST specific training, intake, and protocol may assist in future victim identification.

Although victims were universally described as uncooperative, it was understandable that they would act this way because of the intense level of trauma and exploitation experienced. Nearly everyone interviewed for this RA cited the lack of appropriate and secure shelter as a key impediment to proper victim identification, access to services, and trafficker/pimp prosecutions. Adolescents who have been pimped in prostitution for an extended length of time are particularly in need of separation from their abuser. The psychological manipulation endured is so severe that the minor will continue to return, defend, and cover for the abuser until the bond with his/her abuser is severed, which would allow the DTM to view her/himself as a victim.

Victims who have been identified through Cyber Crime Units are receiving recommendations from law enforcement to access counseling services, according to the larger providers of sexual abuse counseling in both Pinellas and Hillsborough Counties, but few victims of child pornography are accessing the services. This may be because of the parents' hope that the sexual exploitation has not caused any psychological harm to their child and fears that talking about it will only make their child feel stigmatized. Or it may be, as some have suggested, that some of the parents whose children were victimized are not providing adequate care for their children. They may be single parents who are barely subsisting and unable to access services or reach out for help.

Domestic minor sex trafficking victims who are involved in child prostitution or in underage stripping are even less likely to access the services that are available to them. This is partially because of their own denial that they have been victimized. Their inability to access services may also be due to the state of their overall care and lack of specific and appropriate services offered within the community. In an effort to view prostituted children as victims, the Juvenile Justice system will usually route them back home, where the initial abuse often began, or place them in non-secure residential facilities. Without a comprehensive understanding of the needs of child survivors of prostitution, professionals interacting with the juveniles do not ask questions necessary that could identify the root of victimization as being in the home. Along the same lines, while routing the victims out of the detention facility is a positive step in proper victim identification, it does not take into consideration the psychological bonding and control that the pimp has over a child. Placement of prostituted children in a non-secure facility presents a flight risk and increases the potential for revictimization by not protecting the victims from the traffickers/pimps or themselves.

If children are in a DJJ facility (secure) and have been identified as victims of sexual violence, there is a high likelihood that they will be placed in a facility that offers mental health treatment. Again, this treatment may not be specifically designed for DMST victims, but sexual violence and trauma-focused counseling is included in the DJJ's treatment provisions for youth.

### 3.8 Best Practices

Florida's privatization of Child Protective Services (CPS) is seen as a positive first step in providing adequate safety and care for children. The consensus of all participants in this assessment is that changes in CPS were desperately needed at the time the State of Florida began the transition to community-based care. Deficiencies and gaps in the community-based care system exist, and improvements are needed. The issue of staff turnover was mentioned as a critical problem that must be addressed to protect abused children through timely and satisfactory intervention and to provide families a continuity of services. The high rate of staff turnover decreases the proficiency of case managers, resulting in subpar care and protection of children. Confusion over the division of responsibilities for children abused by caregivers, non-caregivers, or other children is evidence of a lack of adequate training and comprehension of the new CPS community-based system. Through community-based care, the level of involvement of local non-profit service providers has been enhanced. Also, having the lead agency located within the county gives greater access to key decision makers for all who are involved in children's services. The partnering of law enforcement and Child Protective Investigators when investigating alleged child abuse by a caregiver is seen as an improvement over previous procedures. By having two persons investigating alleged abuse, one focused on a criminal investigation and one focused primarily on the safety and protection of the child involved, the safety of the child becomes central and less likely to be compromised. Privatization was a first step out of what had become a very dysfunctional and inadequate system; however, more positive steps are needed to ensure safety and care for children in Florida.

Federal, state, and local law enforcement agencies have victim advocates who are able to connect victims of DMST to community services, from shelter to counseling. Additionally, state and federal prosecutors have victim witness coordinators who shepherd victims through the complex and complicated trial process. The victim witness coordinators also have funding to provide services and shelter throughout the trial process.

Florida provides compensation to victims of crime through the Victim of Crime Compensation Fund. These funds allow victims to seek mental health treatment. Although there is a requirement that victims cooperate with law enforcement, exceptions can be made. Exceptions for non-cooperation include duress or a mental health diagnosis.

The DJJ use of the PACT assessment tool allows for individualized treatment plans for all minors, providing the most needed services to youth based on the empirically-supported Risk Assessment tool. Additionally, providing gender-specific programming is a priority. Juvenile probation officers are given gender-specific training determined by their assignment.

Based on psychiatric evaluation (SIPP), a juvenile court judge can order that a minor involved in prostitution be sent for mental health treatment at a locked psychiatric treatment facility. Often, the evaluations for those involved in prostitution recommend inpatient treatment because of the high-risk of continuing self-harming behavior of the minor. Some success has been seen with this process. Although a few minors still return to their trafficker, SIPP is the best procedure currently available. The PACE Center for Girls is a successful alternative to juvenile detention with an impressive record of more than 90% of graduates not becoming involved further in the DJJ system.

The Department of Children and Families' Independent Living Transition Services Program provides children and young adults formerly in foster care with services and financial assistance to help them successfully transition into adulthood.

## Gaps

Other than detention, which requires charging the victim, law enforcement has no available alternative way to provide safe and secure shelter to the victim. It is possible, however, to hold a self-endangering DTM at an inpatient psychiatric facility for up to 72 hours under Florida's Baker Act. To the knowledge of those interviewed for this assessment, this alternate tool had never been used for temporary safe removal of a minor from DMST.

When a minor has been adjudicated to a detention facility, resources used—such as PACT and SHOCK education—should be revised to meet the needs of DTMs. Situations of exploitation that were not revealed in the hearing process may surface in the detention facility with counseling and trust in the detention staff. The PACT assessment and treatment tool should include questions to identify indicators of commercial sexual abuse or vulnerable factors recruitment. These issues should be addressed in the treatment plan. The SHOCK education component should include information on the realities of the commercial sex industry, recruitment techniques used by traffickers/pimps, and risk factors involved in prostitution.

As a means of prevention, stronger protocols are needed regarding treatment for childhood sexual abuse victims, as child victims are more responsive to treatment than adolescents who have been repeatedly victimized and are under the influence of a trafficker/pimp. Very few victims of child pornography access the counseling services available in Hillsborough and Pinellas Counties. Stronger follow-up and aftercare provisions for victims of child pornography may encourage their caregivers to seek services.

Although Trauma Focused-Cognitive Behavior Therapy is an empirically based therapeutic treatment for sexual abuse and sexual assault, research on the best treatment for DMST victims is still needed. Although it is acknowledged that self-esteem treatment is important for DTMs, no treatment consistently challenges the role of the pimp in these children's lives. Treatment must address the psychological influence of the intermittent positive reinforcement received from the pimp on a DTM.

## Overall Conclusions

In the Clearwater/Tampa Bay area, DMST victims are largely hidden from view. There is an acute lack of awareness of DMST crimes and the victims of DMST by both professionals and the public. Among the total array of professionals who would most likely be involved with victims of DMST, from law enforcement to providers of children's services, there was a lack of awareness of DMST, of assessing minors for involvement in DMST, of training specifically on DMST, of tracking of DMST, and of services and shelters specifically for DMST victims.

In the Clearwater/Tampa Bay area, the training of professionals in DMST has been recently initiated, which immediately created changes in the attitudes and procedures of trained professionals who interact with DMST victims, but much more training is needed. Acknowledging that law enforcement officers are often the first point of contact that a victim of DMST has with a potential rescuer makes continued DMST training of law enforcement a number one priority. Victim identification using a victim-centered approach is key in initiating trust with these traumatized victims.

Child prostitute, juvenile delinquent, sexually exploited youth, commercially sexually exploited youth, sex trafficking victim, and prostituted youth are just a few of the labels given to victims of DMST. Throughout this process, it was clear that nearly every professional population coming into contact with DMST victims—especially minors in prostitution—had a different label for a child exploited through prostitution, pornography, and/or stripping. The criminal or victim status assigned to the minor directly affects their access to and level of services and shelter provided. For example, a DMST victim who is charged with prostitution-related activities and encouraged to plead guilty could have difficulty later accessing the Florida Victim of Crime Compensation Fund. Additionally, a prostituted minor who is identified as a victim and sent to a group home is in danger of being recruited back by her pimp. The significant lack of evidence-based practices and programs for DMST victims severely impacts the ability to truly treat and serve these minors as victims of a violent crime. The inability to legally act in a protective manner and secure the safety of children exploited through prostitution shows a lack of understanding of the violence, trauma, exploitation, and confusion experienced by youth who are prostituted.

Rough estimates suggest that more than 400 potential victims of DMST have passed through the hands of various agencies, organizations, and officers in Florida since 2000. Although the Clearwater/Tampa Bay area has certainly begun to tackle this issue by securing successful prosecutions against child pornographers, traffickers/pimps, and “buyers” of commercially sexually exploited youth, there is still much work to be done.

Juvenile prostitution is a public order offense and a second-degree misdemeanor. Very few juveniles are charged with prostitution in the State of Florida. If during the judicial process, a minor reveals that she/he was coerced or assisted by an adult to prostitute, she/he is not charged with prostitution. As soon as a minor mentions a pimp's involvement, being coerced in any way, or being actively solicited by someone, she/he is no longer charged with prostitution and is seen as a victim. Further protection needs to be established for the minor who is identified as a victim and “free to go.” Otherwise, law enforcement and other agencies could be releasing the minor back into the hands of the trafficker/pimp.

If a minor does not mention involvement of a pimp when brought in on charges of prostitution, a different process is initiated. She is “encouraged” to plead “guilty” to expedite the judicial process. In the Sixth Circuit Court a “guilty” plea does not entitle the victim of DMST to counsel by a public defender who could assist with further victim identification and services. Instead, the “guilty” plea fast tracks the DMST victim further into the system as a delinquent.

Evidence-based assessment tools, such as the Risk Assessment Tool, Behavioral Assessment Tool, and the PACT tool implemented by DJJ, should be further researched to see if questions can be added that would provide opportunities for revelation of pimp control or involvement in the commercial sex industry. It is crucial that practices like these tools be updated and developed to align with the juveniles of today's world. The agency, organization, and professional individual in contact with minors should be required to ask the appropriate questions, eliminating the expectation that the exploited minor will offer the details of his/her exploitation.

The Florida DJJ's emphasis on rehabilitation and restoration of youth through providing services available in the community has caused a shift in the mindset of those working with troubled youth from seeing them as criminals to focusing on their needs. Minors involved in sexual exploitation are more likely to be seen by DJJ staff as more severely victimized than minors involved in any other type of criminal behavior. This paradigm shift needs to continue to develop and inform the creation of appropriate services and shelter for victims of DMST.

All interviewees, from law enforcement to service providers, similarly answered the question regarding the biggest barrier to prosecuting traffickers/pimps—the minor is generally an uncooperative victim. With the knowledge of the trauma, all should focus studying and implementing programs where successful bonds are being made with DMST victims and then further study the successfulness of this approach. In order to rescue and restore DMST victims and successfully investigate and prosecute their traffickers/pimps, it is imperative that we continue to develop appropriate programming, and safe and secure shelter options. Starting with the understanding that these minors will run back to the trafficker/pimp out of fear, a public discourse on child protection is fundamental in order to separate the victim from the exploiter. Additionally, an interdisciplinary approach to programming that starts with addressing the victim's history of abuse and psychological manipulation by the trafficker/pimp is an important first step.

Hillsborough Kids, Inc (HKI), the lead agency for Community-based CPS in Hillsborough County seems especially attuned to the need for treatment for DMST victims. As the agency responsible for children who are dependents of the State of Florida in Hillsborough County, their awareness of the problem with foster children becoming entangled in DMST was acutely realistic. This agency recognized their lack of and need for an effective approach, and an empirical model for how to prevent minors from being victimized by traffickers/pimps and how to restore those being victimized.

The Clearwater/Tampa Bay area has a mature culture of service providers and advocates for crime victims and vulnerable populations. Currently, there are no service providers who primarily specialize in advocating for and treating DMST victims. The challenge for service providers in the Clearwater/Tampa Bay area focused on protecting and serving child abuse victims, human trafficking victims, victims of sexual violence, and domestic violence victims is to collaborate to advocate for DMST victims within the community, and provide them more effective rescue and treatment.

The Tampa FBI's leadership on the Innocence Lost Initiative is a wealth of information on the issue of prostituted children in the Clearwater/Tampa Bay area. Similarly the Internet Crimes Against Children Task Force has celebrated numerous victories in prosecuting those who use the Internet to exploit children for profit. Further collaboration and information sharing between the Innocence Lost Initiative, Clearwater Area Task Force on Human Trafficking, and Internet Crimes Against Children Task Force should be viewed as an important next step in the effort to tackle domestic minor sex trafficking in the Clearwater/Tampa Bay area.

Federal and state task forces that focus on child pornography being produced, transferred, and downloaded from the Internet have had significant success in arresting and prosecuting traffickers. The media



broadly covers the prosecutions of such cases. Florida legislators are sensitive to the public's disdain and fear of such activities and have continued refining Florida laws to increase the likelihood of catching and prosecuting offenders. Unfortunately, there was no evidence that the same amount of financial or human resources is being committed to the other forms of domestic minor sex trafficking, such as prostituted children or underage involvement in the adult sex entertainment industry in Clearwater/Tampa Bay area.

## Recommendations

The following recommendations are based on suggestions made by interviewees, as well as proposals from the authors of this report.

### ***Training and Research***

The goal of domestic minor sex trafficking training and research is to provide knowledge and resources to individuals who might come into contact with a domestic trafficked minor. Training should target specific individuals or groups, including but not limited to law enforcement, service providers, prosecutors, defenders, judges, and detention facilities. These individuals need a mature and in-depth understanding of this issue in order to identify and serve victims.

1. Training on domestic minor sex trafficking (DMST) for all groups must go deeper than simply identifying victims to including proactive strategies for managing and supporting domestic trafficked minors. Comprehensive training on the dynamics of DMST needs to be developed, addressing the overlapping challenges faced by these victims including: domestic violence dynamics (attachment to trafficker/pimp), sexual abuse trauma, PTSD, substance abuse issues, psychological issues, medical concerns, life skills, and self-esteem problems. This training should be mandatory for professionals who are most likely to come into contact with a victim of DMST. This training is especially important for the Florida Regional Community Policing Institute (FRCPI) and for new law enforcements recruits who are often the first contact for the exploited minor.
2. Law Enforcement Training, which is mandated by the Florida Legislature, such as victim-sensitivity training for interviewing DMST victims, should be required. If funds are lacking to pay officers or deputies to attend the training, alternate sources of funding should be sought. Officers or deputies without such training should neither interview minors suspected to be DMST victims nor be given the responsibility of deciding the victim status of the minor.
3. Increased proactive cooperation within and between agencies is needed. Utilizing the Innocence Lost Initiative as a model, further inter-agency information and resource sharing is imperative to develop successful cases against traffickers/pimps and buyers.
4. The Secretary of the Department of Children and Families should establish a helpline for professionals to call with concerns about the reporting process and to clarify errors.
5. Psychological treatment providers need additional training and expertise on DMST to aid them in working with this multi-traumatized population. Sharing of information with other professionals around the country through a Web site dedicated to treating DMST victims could promote information sharing and better treatment protocols. However, care would be needed to not provide materials that would allow traffickers/pimps to simply adjust their method of exploitation to avoid new anti-trafficking efforts. This is especially true given traffickers/pimps' past ability to exploit loopholes in the criminal justice system. Requiring registration, proof of employment at an agency/government entity, etc. could be used to keep predators from accessing the tools.
6. Research of existing programs that treat commercially sexually exploited minors should be undertaken to better understand the needs of the DMST victims and the availability of such programs.

### ***Identification and Tracking of Victims and Traffickers***

Identification and tracking of victims and traffickers/pimps is important because it allows service providers and law enforcement to gain a better understanding of the scope of the problem in the community.

With better tracking, data on DMST can be furthered and victims' needs can be better understood and addressed.

1. Children exploited through prostitution, pornography, and stripping must be viewed as victims of a violent crime and provided with immediate victim status and services.
2. CPS providers should code DMST separately in the counting and tracking of victims, rather than combining the count with sexual abuse.
3. During the assessment process at Juvenile Assessment Center (JAC), youth should be asked for information about any experiences or knowledge they may have about traffickers/pimps, and the information should be passed to the investigators to create an information bank on traffickers/pimps of minors in the Clearwater/Tampa Bay area.

### ***Public Education***

Public education is necessary to increase awareness of domestic minor sex trafficking. Broad public support for the prioritization of combating domestic minor sex trafficking may help identification, funding, and media coverage.

1. Owners of and workers in adult entertainment businesses should be given information on how to identify minors to avoid any illegal activities in their businesses. Training on domestic minor sex trafficking should extend to all business owners (e.g., hotels and taxi companies), so prostituted minors are not ignored in public areas.
2. Media should prioritize the reporting of cases that involve children recruited for and used in prostitution to create a public outcry for these victims. The public's response created by media coverage of child pornography cases and the "broken" child protective system should be leveraged to inform the public of the realities of DMST and to help instigate change.
3. Although there are presentations for school children regarding the dangers of Cyber Crimes and sexual abuse, there are no programs in place in the Florida school system to educate children on the harms of recruitment into prostitution by traffickers/pimps. Children and teens would benefit from school education programs that outline the risks of prostitution, including a focus on the recruitment tactics of traffickers/pimps and how to access resources. Materials such as *Unmasking Sexual Con Games* should be included in school health courses.<sup>49</sup>
4. Prevention programs should be developed targeting chronic runaways who are not yet involved in prostitution but are at great risk of recruitment. The school system, service providers/outreach workers, and law enforcement should work together in prevention efforts for these high-risk minors.
5. Public campaigns against sex trafficking of minors should be expanded. There should be public discourse that challenges the glamorization of "pimps and hos" and the sex trade.

### ***Protection of Domestic Trafficked Minors while Witnesses against their Traffickers/Pimps***

Victim witnesses need better protection to prevent revictimization and further trauma. Such protection would create an opportunity for the victim to confidently and safely testify against her trafficker/pimp.

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<sup>49</sup> K.M. Magee and L.J. Buddenberg, L.J. "Unmasking Sexual Con Games", Third Edition Boys Town Press: Boys Town, Nebraska. 2003.

1. Strategies for conducting victim-centered trials (e.g., video-taping testimony, interviews by trained forensic psychologists, live-feed testimony) and protecting sexually traumatized children should be incorporated into all cases involving domestic minor sex trafficking.
2. Services (e.g., mental and medical health treatment) and safe, secure shelter should be provided for domestic trafficked minors (DTMs) during the trial process and after trial to prevent recidivism.

### ***Prosecution of Buyers (“johns”), Traffickers, and Facilitators***

The goal of prosecuting buyers is to deter demand from potential buyers of domestic trafficked minors and prevent current consumers from victimizing more youth. Further, prosecution of buyers will achieve justice for a crime committed against the victim. A strong message that trafficking of minors for commercial sex in the Clearwater/Tampa Bay area will not be tolerated must be articulated through prosecution. Prosecution of facilitators will show that anyone involved in enabling or allowing domestic minor sex trafficking to occur will be held accountable as a facilitator of the commercial sexual exploitation of a minor. These individuals are key components in the trafficking networks.

1. Prosecution of buyers of prostituted children should be made a priority for law enforcement and state prosecutors to deter demand for commercial sex from minors.
2. Media should cover and expose these prosecutions so the Clearwater/Tampa Bay area develops a reputation for strict prosecutions and punishments of buyers of sex with minors.
3. There is a need for a renewed commitment to investigation and prosecution of traffickers/pimps who sell domestic minors.
4. There should be investigations and prosecutions of facilitators of domestic minor sex trafficking in the Clearwater/Tampa Bay area (e.g., adult entertainment businesses that employ minors, taxi drivers, hotel clerks, valets, etc.).
5. The Florida Human Trafficking law should include a clear definition of commercial sexual exploitation to better identify and prosecute exploiters. Additionally, the Florida Human Trafficking law should include the TVPA clarification that fraud, force, or coercion by the trafficker are *not required* elements of the crime when the victim of trafficking is under 18 years of age.

### ***Treatment of Domestic Trafficked Minors***

Proper identification of a domestic trafficked minor must be followed with the necessary services that holistically address the complex and diverse issues experienced during their victimization. Proper services, including safe and secure shelter, can lead to increased information from the victim, which can assist the investigation and prosecution of traffickers/pimps, buyers, and facilitators.

1. A comprehensive model should guide services designed to meet the specific needs of DTMs. Holistic programs that address the multitude of issues faced by trafficked minors must be developed (e.g., substance abuse, PTSD, physical and emotional challenges, drug addiction, abuse history, family dynamics, educational needs, self-esteem, life skills).

### ***Psychological Services***

2. Thorough and evidence-based assessments of programs for DTMs should be conducted as soon as possible to identify the psychological and emotional needs of DTMs. This population often presents complex histories and challenges.

3. Assisting DTMs in exiting prostitution often involves addressing the bond with a trafficker/pimp. This traumatic bond can be compared to attachment in domestic violence situations. Services that break this bond need to be available to DTMs.
4. The use of peer education or treatment programs led by survivors of sex trafficking should be included in programming.
5. Psychological and mental health programming must be able to address multiple issues simultaneously (e.g., PTSD, self-esteem, body image distortions, addiction, self-mutilation, suicide).
6. Because of the chaotic backgrounds of many DTMs, life skills training should be provided. Programs should address diverse issues (e.g., self-presentation, social skills, family relationships, friendship and peer relationships, healthy dating relationships, money management, job skills and career planning, cooking, diet and nutrition, stress management, decision making, self-awareness, spirituality).

#### ***Health Services***

7. Health education should be part of the programming for DTMs. In addition to education about sexually transmitted diseases and other physical risks, DTMs often need basic information on personal hygiene, nutrition, exercise, and healthy lifestyle choices.

#### ***Educational Needs***

8. Without the career options that education provides, DTMs will face a greater likelihood of returning to prostitution. Services designed to help DTMs should address their educational needs. Many victims have dropped out of school and may have had inconsistent school attendance due to emotional and physical challenges (e.g., abuse history, self-esteem issues, undiagnosed learning disabilities, pregnancies, substance abuse).

9. A protective and secure shelter for DTMs could begin to address the victim's immediate needs (e.g., contact with resources to meet physical, emotional, and physiological challenges; life skills training; isolation from traffickers/pimps and buyers; reconnecting with parents or identifying other stable placement; work with domestic trafficked minors to develop a treatment and programming plan to meet their long-term needs or issues). Immediate needs should be addressed in the first weeks in a protective and secure shelter.

10. A long-term facility is required that can provide specialized training, life skills, education, and long-term programming. The long-term programming should build skills and continue treatment in an effort to reduce the factors of vulnerability prior to the minor exiting the facility.

#### ***Transition***

11. Sufficient wrap-around and transitional services (such as those provided by Florida's Independent Living transitional services) need to be provided to domestic trafficked minors as their physical, psychological, and emotional issues are complex and numerous, and can lead to recidivism into prostitution.

#### ***Paradigm Shifts Required to Treat Domestic Trafficked Minors as Victims***

12. Further cooperation and collaboration must be developed between law enforcement and service providers where, historically, there has been a lack of trust.

# APPENDIX A

## Victims of Crime Compensation Fund Guidelines

Expenses covered by the Victims of Crime Compensation Fund include:

1. Wage loss for an employed victim who missed work as a result of the crime or a parent/ guardian who had to care for a minor child victim.
2. Loss of support for persons who were principally dependent on a deceased victim who was employed or earned income at the time of the crime.
3. Disability allowance when the victim becomes disabled as a result of the crime.
4. Funeral/burial and related expenses.
5. Treatment expenses for medical or non-medical remedial care or other necessary services.
6. Prescriptions, eyeglasses, dentures, or prosthetic devices needed as a result of the crime.
7. Mental health counseling – up to \$10,000 for child victims.
8. Property loss reimbursement for elderly (age 60 or older) or disabled adults only.
9. Domestic violence relocation assistance for victims who have an immediate need to escape a domestic violence environment.

There are certain requirements of the Victims of Crimes Compensation Fund that may disqualify a DMST victim for these funds. Several of the requirements for eligibility are as follows:

1. Victim must fully cooperate with law enforcement, the state attorney's office, and the Attorney General's office.
2. Victim must not have been engaged in an unlawful activity.

Victim must not have contributed to his or her own injuries.

## APPENDIX B

### Florida Statute (2007) 985.115 – Juvenile Justice CUSTODY AND INTAKE; INTERVENTION AND DIVERSION

#### 985.115 Release or delivery from custody.

- (1) A child taken into custody shall be released from custody as soon as is reasonably possible.
- (2) Unless otherwise ordered by the court under s. 985.255 or s. 985.26, and unless there is a need to hold the child, a person taking a child into custody shall attempt to release the child as follows:
  - (a) To the child's parent, guardian, or legal custodian or, if the child's parent, guardian, or legal custodian is unavailable, unwilling, or unable to provide supervision for the child, to any responsible adult. Prior to releasing the child to a responsible adult, other than the parent, guardian, or legal custodian, the person taking the child into custody may conduct a criminal history background check of the person to whom the child is to be released. If the person has a prior felony conviction, or a conviction for child abuse, drug trafficking, or prostitution, that person is not a responsible adult for the purposes of this section. The person to whom the child is released shall agree to inform the department or the person releasing the child of the child's subsequent change of address and to produce the child in court at such time as the court may direct, and the child shall join in the agreement.
  - (b) Contingent upon specific appropriation, to a shelter approved by the department or to an authorized agent under s. 39.401(2)(b).
  - (c) If the child is believed to be suffering from a serious physical condition which requires either prompt diagnosis or prompt treatment, to a law enforcement officer who shall deliver the child to a hospital for necessary evaluation and treatment.
  - (d) If the child is believed to be mentally ill as defined in s. 394.463(1), to a law enforcement officer who shall take the child to a designated public receiving facility as defined in s. 394.455 for examination under s. 394.463.
  - (e) If the child appears to be intoxicated and has threatened, attempted, or inflicted physical harm on himself or herself or another, or is incapacitated by substance abuse, to a law enforcement officer who shall deliver the child to a hospital, addictions receiving facility, or treatment resource.
  - (f) If available, to a juvenile assessment center equipped and staffed to assume custody of the child for the purpose of assessing the needs of the child in custody. The center may then release or deliver the child under this section with a copy of the assessment.
- (3) Upon taking a child into custody, a law enforcement officer may deliver the child, for temporary custody not to exceed 6 hours, to a secure booking area of a jail or other facility intended or used for the detention of adults, for the purpose of fingerprinting or photographing the child or awaiting appropriate transport to the department or as provided in s. 985.13(2), provided no regular sight and sound contact between the child and adult inmates or trustees is permitted and the receiving facility has adequate staff

to supervise and monitor the child's activities at all times.

(4) Nothing in this section or s. 985.13 shall prohibit the proper use of law enforcement diversion programs. Law enforcement agencies may initiate and conduct diversion programs designed to divert a child from the need for department custody or judicial handling. Such programs may be cooperative projects with local community service agencies.

<[http://www.leg.state.fl.us/statutes/index.cfm?App\\_mode=Display\\_Statute&Search\\_String=&URL=Ch0985/SEC115.HTM&Title=->2007->Ch0985->Section%20115#0985.115](http://www.leg.state.fl.us/statutes/index.cfm?App_mode=Display_Statute&Search_String=&URL=Ch0985/SEC115.HTM&Title=->2007->Ch0985->Section%20115#0985.115)>. Accessed on November 27, 2007.



## APPENDIX C

### Florida Statute (2007) 787.06 – Human Trafficking

(1)(a) The Legislature finds that human trafficking is a form of modern-day slavery. Victims of human trafficking are young children, teenagers, and adults. Thousands of victims are trafficked annually across international borders worldwide. Many of these victims are trafficked into this state. The Legislature finds that victims of human trafficking are subjected to force, fraud, or coercion for the purpose of sexual exploitation or forced labor.

(b) The Legislature finds that while many victims of human trafficking are forced to work in prostitution or the sexual entertainment industry, trafficking also occurs in forms of labor exploitation, such as domestic servitude, restaurant work, janitorial work, sweatshop factory work, and migrant agricultural work.

(c) The Legislature finds that traffickers use various techniques to instill fear in victims and to keep them enslaved. Some traffickers keep their victims under lock and key. However, the most frequently used practices are less obvious techniques that include isolating victims from the public and family members; confiscating passports, visas, or other identification documents; using or threatening to use violence toward victims or their families; telling victims that they will be imprisoned or deported for immigration violations if they contact authorities; and controlling the victims' funds by holding the money ostensibly for safekeeping.

(d) It is the intent of the Legislature that the perpetrators of human trafficking be penalized for their illegal conduct and that the victims of trafficking be protected and assisted by this state and its agencies. In furtherance of this policy, it is the intent of the Legislature that the state Supreme Court, The Florida Bar, and relevant state agencies prepare and implement training programs in order that judges, attorneys, law enforcement personnel, investigators, and others are able to identify traffickers and victims of human trafficking and direct victims to appropriate agencies for assistance. It is the intent of the Legislature that the Department of Children and Family Services and other state agencies cooperate with other state and federal agencies to ensure that victims of human trafficking can access social services and benefits to alleviate their plight.

(2) As used in this section, the term:

(a) "Financial harm" includes extortionate extension of credit, loan sharking as defined in s. 687.071, or employment contracts that violate the statute of frauds as provided in s. 725.01.

(b) "Forced labor or services" means labor or services obtained from a person by:

1. Using or threatening to use physical force against that person or another person;
2. Restraining, isolating, or confining or threatening to restrain, isolate, or confine that person or another person without lawful authority and against her or his will;
3. Using lending or other credit methods to establish a debt by that person or another person when labor or services are pledged as a security for the debt, if the value of the labor or services as reasonably assessed is not applied toward the liquidation of the debt, the length and nature of the labor or services are not respectively limited and defined;
4. Destroying, concealing, removing, confiscating, withholding, or possessing any actual or purported passport, visa, or other immigration document, or any other actual or purported government identification document, of that person or another person;
5. Causing or threatening to cause financial harm to any person; or

6. Fraud or coercion.

(c) "Human trafficking" means transporting, soliciting, recruiting, harboring, providing, or obtaining another person for transport.

(d) "Maintain," when used in relation to labor services, means to secure continued performance thereof, regardless of any initial agreement on the part of the victim to perform such type service.

(3) Any person who knowingly:

(a) Engages, or attempts to engage, in human trafficking with the intent or knowledge that the trafficked person will be subjected to forced labor or services; or

(b) Benefits financially by receiving anything of value from participation in a venture that has subjected a person to forced labor or services;  
commits a felony of the second degree, punishable as provided in s. 775.082, s. 775.083, or s. 775.084.

(4) The Criminal Justice Standards and Training Commission shall establish standards for basic and advanced training programs for law enforcement officers in the subjects of investigating and preventing human trafficking crimes. After January 1, 2007, every basic skills course required for law enforcement officers to obtain initial certification must include training on human trafficking crime prevention and investigation.

(5) Each state attorney shall develop standards of instruction for prosecutors to receive training on the investigation and prosecution of human trafficking crimes and shall provide for periodic and timely instruction.

<[http://www.leg.state.fl.us/statutes/index.cfm?App\\_mode=Display\\_Statute&Search\\_String=&URL=Ch0787/SEC06.HTM&Title=-%3E2007-%3ECh0787-%3ESection%2006](http://www.leg.state.fl.us/statutes/index.cfm?App_mode=Display_Statute&Search_String=&URL=Ch0787/SEC06.HTM&Title=-%3E2007-%3ECh0787-%3ESection%2006)>. Accessed on November 27, 2007.

## APPENDIX D

### FRCPI Overview of Human Trafficking Course

#### Course Objectives:

- Discuss the issue of smuggling versus human trafficking.
- Explore the scope of the problems involved in human trafficking.
- Identify the nature of victimization in relation to the Trafficking Victims Protection Act of 2000.
- Identify legal and civil remedies for use in the successful documentation and prosecution of criminal traffickers.
- Discuss the indicators of a trafficking case.
- Explore investigative techniques and terminology in developing a trafficking case.
- Develop the expertise to identify victim issues including psychological, psychosocial, and cultural.
- Develop an understanding of community victim service providers.

#### Overview of Topics:

- Terminology clarification
- Legal Overview
- Investigative Considerations
- Victim Service Providers
- Immigration Issues
- Interagency Cooperation
- Engaging the Community

The Human Trafficking Training manual was compiled for the Florida Regional Community Policing Institute (RCPI) at St. Petersburg College by Cdr. William (Bill) Rule of Collier County Sheriff's Office and is available online. The text was written by the Institute for Intergovernmental Research in Tallahassee, Florida. IIR wrote the curriculum via a grant from the Department of Justice's Bureau of Justice Assistance. Cdr. Rule helped design the curriculum and has trained law enforcement and victim service providers utilizing this curriculum through the U.S. Attorney's Office, Middle District of Florida. He has also provided Human Trafficking training to law enforcement, service providers and educators in California, Chicago and Texas.

## APPENDIX E

### ICAC Training Courses

- **ICAC Investigative Techniques Training Program (ICAC-IT)**  
The purpose of this 4-1/2 day training program is to provide state and local law enforcement investigators with a basic understanding of investigative techniques in the area of Internet crimes against children. These techniques have been developed by the ICAC Task Force and conform to a set of national standards.
- **ICAC Child Sex Offender Accountability Training Program (ICAC-CSO)**  
This course is a 4-1/2 day technology training program for law enforcement investigators, probation/parole officers and prosecutors responsible for monitoring or investigating the activities of convicted child sex offenders.
- **ICAC Undercover Chat Investigations Training Program (ICAC-UC)**  
An intensive 4-1/2 day training program for experienced ICAC investigators designed to provide them with the latest tools and techniques necessary to combat on-line child exploitation.
- **ICAC Trial Advocacy for Prosecutors Training Program (ICAC-TAP)**  
This 4-1/2 day training program is a trial advocacy course involving computer-facilitated crimes against children. It is for experienced prosecutors and is focused on examining the distinct phases of a trial and the relevant issues, challenges, tactics, strategies, and the law that enhance the skills and knowledge of prosecutors in these cases. This course presents significant training on the authentication of technical evidence; how to prepare and organize your case, the selection of jurors, motions practice in computer cases involving crimes against children, the presentation of expert and fact testimony, cross-examination of defendants and their experts as well as how to conduct effective opening statements and closing arguments, among other topics in trial advocacy in such cases. This course is heavily influenced by the investigative protocols and standards of the Department of Justice, Office of Juvenile Justice and Delinquency Prevention, Internet Crimes Against Children Task Force.
- **ICAC Unit Supervisor Training Program (ICAC-US)**  
This 4-1/2 day course is for ICAC unit commanders and supervisors of ICAC Task Force and affiliated law enforcement agencies. This training program provides students with an overview of managerial, investigative and early intervention strategies to more effectively protect children in their area of responsibility. Experts in the field of Internet exploitation will review emerging technologies and update participants on current investigative and prosecutorial issues associated with supervising an ICAC unit.
- **CyberTips Management Training Program**  
This 2-1/2 day class imparts the skills necessary to use the CyberTips software application developed for use with the NCMC VPN. It has been designed to enhance the use of the NCMC CyberTipline Program.
- **Peer Precision Training Program**  
This 3-1/2 day class imparts the skills necessary to investigate the use of the peer-to-peer file sharing networks using advanced technology developed as a result of previous peer-to-peer investigations.

## APPENDIX F

### Explanation of United Family Court

The basis Unified Family Court is a mandate given in May 2001 by the Supreme Court of Florida by unanimous opinion, citing twelve guiding principles of a family court as a foundation for defining and implementing a model family court, including:

- Children should live in safe and permanent homes.
- Needs and best interest of children are primary considerations.
- All persons should be treated with objectivity, sensitivity, dignity, and respect.
- Cases with inter-related family issues should be consolidated or coordinated.
- The court is responsible for managing its cases.

Unified Family Court is a fully integrated, comprehensive approach to handling all cases involving children and families, while at the same time resolving family disputes in a fair, timely, efficient, and cost-effective manner. This means that there is coordination of multiple cases involving one family, “One Judge One Family.” Each family has one Judge who hears all of their open cases. This eliminates duplicate hearings and promotes more informed judicial decision-making. This also allows collaboration between the judicial stakeholders and the community to provide access to an array of services for families. Unified Court keeps up to date on all the new and on-going services in the community. The Unified Family Court representative attends and participates in community meetings. This allows them to provide more prompt linkages to services.

## APPENDIX G

### Florida Statute (2007) 796 – Prostitution

**796.03 Procuring person under age of 18 for prostitution.**--A person who procures for prostitution, or causes to be prostituted, any person who is under the age of 18 years commits a felony of the second degree, punishable as provided in s. 775.082, s. 775.083, or s. 775.084.

**796.035 Selling or buying of minors into sex trafficking or prostitution; penalties.**--Any parent, legal guardian, or other person having custody or control of a minor who sells or otherwise transfers custody or control of such minor, or offers to sell or otherwise transfer custody of such minor, with knowledge that, as a consequence of the sale or transfer, force, fraud, or coercion will be used to cause the minor to engage in prostitution or otherwise participate in the trade of sex trafficking, commits a felony of the first degree, punishable as provided in s. 775.082, s. 775.083, or s. 775.084.

**796.04 Forcing, compelling, or coercing another to become a prostitute.**--

(1) After May 1, 1943, it shall be unlawful for anyone to force, compel, or coerce another to become a prostitute.

(2) Anyone violating this section shall be guilty of a felony of the third degree, punishable as provided in s. 775.082, s. 775.083, or s. 775.084.

**796.045 Sex trafficking; penalties.**--Any person who knowingly recruits, entices, harbors, transports, provides, or obtains by any means a person, knowing that force, fraud, or coercion will be used to cause that person to engage in prostitution, commits the offense of sex trafficking, a felony of the second degree, punishable as provided in s. 775.082, s. 775.083, or s. 775.084. A person commits a felony of the first degree, punishable as provided in s. 775.082, s. 775.083, or s. 775.084, if the offense of sex trafficking is committed against a person who is under the age of 14 or if such offense results in death.

**796.05 Deriving support from the proceeds of prostitution.**--

(1) It shall be unlawful for any person with reasonable belief or knowing another person is engaged in prostitution to live or derive support or maintenance in whole or in part from what is believed to be the earnings or proceeds of such person's prostitution.

(2) Anyone violating this section commits a felony of the third degree, punishable as provided in s. 775.082, s. 775.083, or s. 775.084.

**796.06 Renting space to be used for lewdness, assignation, or prostitution.**--

(1) It is unlawful to let or rent any place, structure, or part thereof, trailer or other conveyance, with the knowledge that it will be used for the purpose of lewdness, assignation, or prostitution.

(2) A person who violates this section commits:

(a) A misdemeanor of the second degree for a first violation, punishable as provided in s. 775.082 or s. 775.083.

(b) A misdemeanor of the first degree for a second or subsequent violation, punishable as provided in s. 775.082 or s. 775.083.

**796.07 Prohibiting prostitution, etc.; evidence; penalties; definitions.--**

(1) As used in this section:

(a) "Prostitution" means the giving or receiving of the body for sexual activity for hire but excludes sexual activity between spouses.

(b) "Lewdness" means any indecent or obscene act.

(c) "Assignment" means the making of any appointment or engagement for prostitution or lewdness, or any act in furtherance of such appointment or engagement.

(d) "Sexual activity" means oral, anal, or vaginal penetration by, or union with, the sexual organ of another; anal or vaginal penetration of another by any other object; or the handling or fondling of the sexual organ of another for the purpose of masturbation; however, the term does not include acts done for bona fide medical purposes.

(2) It is unlawful:

(a) To own, establish, maintain, or operate any place, structure, building, or conveyance for the purpose of lewdness, assignation, or prostitution.

(b) To offer, or to offer or agree to secure, another for the purpose of prostitution or for any other lewd or indecent act.

(c) To receive, or to offer or agree to receive, any person into any place, structure, building, or conveyance for the purpose of prostitution, lewdness, or assignation, or to permit any person to remain there for such purpose.

(d) To direct, take, or transport, or to offer or agree to direct, take, or transport, any person to any place, structure, or building, or to any other person, with knowledge or reasonable cause to believe that the purpose of such directing, taking, or transporting is prostitution, lewdness, or assignation.

(e) To offer to commit, or to commit, or to engage in, prostitution, lewdness, or assignation.

(f) To solicit, induce, entice, or procure another to commit prostitution, lewdness, or assignation.

(g) To reside in, enter, or remain in, any place, structure, or building, or to enter or remain in any conveyance, for the purpose of prostitution, lewdness, or assignation.

(h) To aid, abet, or participate in any of the acts or things enumerated in this subsection.

(i) To purchase the services of any person engaged in prostitution.

(3)(a) In the trial of a person charged with a violation of this section, testimony concerning the reputation of any place, structure, building, or conveyance involved in the charge, testimony concerning the

reputation of any person residing in, operating, or frequenting such place, structure, building, or conveyance, and testimony concerning the reputation of the defendant is admissible in evidence in support of the charge.

(b) Notwithstanding any other provision of law, a police officer may testify as an offended party in an action regarding charges filed pursuant to this section.

(4) A person who violates any provision of this section commits:

(a) A misdemeanor of the second degree for a first violation, punishable as provided in s. 775.082 or s. 775.083.

(b) A misdemeanor of the first degree for a second violation, punishable as provided in s. 775.082 or s. 775.083.

(c) A felony of the third degree for a third or subsequent violation, punishable as provided in s. 775.082, s. 775.083, or s. 775.084.

(5) A person who is charged with a third or subsequent violation of this section shall be offered admission to a pretrial intervention program or a substance-abuse treatment program as provided in s. 948.08.

(6) A person who violates paragraph (2)(f) shall be assessed a civil penalty of \$500 if the violation results in any judicial disposition other than acquittal or dismissal. The proceeds from penalties assessed under this subsection shall be paid to the circuit court administrator for the sole purpose of paying the administrative costs of treatment-based drug court programs provided under s. 397.334.

<[http://www.leg.state.fl.us/statutes/index.cfm?App\\_mode=Display\\_Statute&URL=Ch0796/ch0796.htm](http://www.leg.state.fl.us/statutes/index.cfm?App_mode=Display_Statute&URL=Ch0796/ch0796.htm)>. Accessed on November 27, 2007.



## APPENDIX H

### 2004 State Inpatient Psychiatric Placement (SIPP)

#### SIPP Profiles

- In 2004, 535 youth were admitted to one of 17 SIPP providers in Florida.
- The typical child was white (57%), male (56%), and 14 years old (15%).
- The most frequent DSM-IV Axis I diagnosis at admission was mood/affective disorder (35%), followed by anxiety disorder (16%) and disruptive behavior disorder (15%).
- In 2004, 469 youth were discharged from SIPP facilities. The average length of stay was 7.96 months, similar to the average length of stay for 2003 (7.7 months).
- Of 398 children admitted after March 31, 2004, 119 (30%) were discharged by the end of the year, with an average stay of 4 months.
- Child Behavior Checklist scores showed improvement in the Internalizing, Externalizing, and Total Problems scores from admission to discharge.

# APPENDIX I

## The Florida Department of Juvenile Justice Guiding Principles

1. We will commit to a balanced approach that increases public safety, ensures departmental accountability and provides opportunities for children to develop into responsible adults.
2. We will create a system of programs and services that work cooperatively to prevent children from entering the Juvenile Justice system.
3. Our goal is to ensure that when youth leave our system, they do not return or later enter the adult corrections system.
4. We will be committed to providing contemporary, “evidence-based” services with measurable outcomes that demonstrate repeated effectiveness in reducing juvenile crime. We will ensure that these programs meet professional standards, consider each child’s risk of offending, are tailored to address individual needs of the child, and are consistently and systematically implemented throughout the Department to avoid fragmentation of services.
5. We will provide the right services at the right time and in the least restrictive environment.
6. We will be child-centered and family-focused.
7. We will establish and maintain safe programs for youth that will better prepare them for adulthood. Our youth will be less likely to commit crime as a result of our intervention, providing the very best opportunity to strengthen public confidence and enhance public safety now and in the future.
8. We will actively seek to develop and maintain collaborative partnerships, shared responsibility and public support, all of which are essential to our success.
9. We will establish an inclusive system that reflects appropriate representation and equitable treatment for all. We will ensure that this system promotes respect for cultural and gender competencies, and is responsive to the individual strengths, needs and backgrounds of our youth and stakeholders.
10. We recognize that continual process improvements and staff development are crucial to maintaining a balanced approach to increase public safety.
11. Our conduct will be professional and always place the public’s interest above self-interest. We will avoid any appearance of impropriety, prejudice, threats, favoritism, or undue influences.

## APPENDIX J

### Florida Statute (2007) 985.255 – Juvenile Detention

#### 985.255 Detention criteria; detention hearing:

(1) Subject to s. 985.25(1), a child taken into custody and placed into nonsecure or home detention care or detained in secure detention care prior to a detention hearing may continue to be detained by the court if:

(a) The child is alleged to be an escapee from a residential commitment program; or an absconder from a nonresidential commitment program, a probation program, or conditional release supervision; or is alleged to have escaped while being lawfully transported to or from a residential commitment program.

(b) The child is wanted in another jurisdiction for an offense which, if committed by an adult, would be a felony.

(c) The child is charged with a delinquent act or violation of law and requests in writing through legal counsel to be detained for protection from an imminent physical threat to his or her personal safety.

(d) The child is charged with committing an offense of domestic violence as defined in s. 741.28 and is detained as provided in subsection (2).

(e) The child is charged with possession or discharging a firearm on school property in violation of s. 790.115.

(f) The child is charged with a capital felony, a life felony, a felony of the first degree, a felony of the second degree that does not involve a violation of chapter 893, or a felony of the third degree that is also a crime of violence, including any such offense involving the use or possession of a firearm.

(g) The child is charged with any second degree or third degree felony involving a violation of chapter 893 or any third degree felony that is not also a crime of violence, and the child:

1. Has a record of failure to appear at court hearings after being properly notified in accordance with the Rules of Juvenile Procedure;
2. Has a record of law violations prior to court hearings;
3. Has already been detained or has been released and is awaiting final disposition of the case;
4. Has a record of violent conduct resulting in physical injury to others; or
5. Is found to have been in possession of a firearm.

(h) The child is alleged to have violated the conditions of the child's probation or conditional release supervision. However, a child detained under this paragraph may be held only in a consequence unit as provided in s. 985.439. If a consequence unit is not available, the child shall be placed on home detention with electronic monitoring.

(i) The child is detained on a judicial order for failure to appear and has previously willfully failed to appear, after proper notice, for an adjudicatory hearing on the same case regardless of the results of the

risk assessment instrument. A child may be held in secure detention for up to 72 hours in advance of the next scheduled court hearing pursuant to this paragraph. The child's failure to keep the clerk of court and defense counsel informed of a current and valid mailing address where the child will receive notice to appear at court proceedings does not provide an adequate ground for excusal of the child's nonappearance at the hearings.

(j) The child is detained on a judicial order for failure to appear and has previously willfully failed to appear, after proper notice, at two or more court hearings of any nature on the same case regardless of the results of the risk assessment instrument. A child may be held in secure detention for up to 72 hours in advance of the next scheduled court hearing pursuant to this paragraph. The child's failure to keep the clerk of court and defense counsel informed of a current and valid mailing address where the child will receive notice to appear at court proceedings does not provide an adequate ground for excusal of the child's nonappearance at the hearings.

(2) A child who is charged with committing an offense of domestic violence as defined in s. 741.28 and who does not meet detention criteria may be held in secure detention if the court makes specific written findings that:

(a) Respite care for the child is not available.

(b) It is necessary to place the child in secure detention in order to protect the victim from injury. The child may not be held in secure detention under this subsection for more than 48 hours unless ordered by the court. After 48 hours, the court shall hold a hearing if the state attorney or victim requests that secure detention be continued. The child may continue to be held in detention care if the court makes a specific, written finding that detention care is necessary to protect the victim from injury. However, the child may not be held in detention care beyond the time limits set forth in this section or s. 985.26.

(3)(a) A child who meets any of the criteria in subsection (1) and who is ordered to be detained under that subsection shall be given a hearing within 24 hours after being taken into custody. The purpose of the detention hearing is to determine the existence of probable cause that the child has committed the delinquent act or violation of law that he or she is charged with and the need for continued detention. Unless a child is detained under paragraph (1)(d) or paragraph (1)(e), the court shall use the results of the risk assessment performed by the juvenile probation officer and, based on the criteria in subsection (1), shall determine the need for continued detention. A child placed into secure, nonsecure, or home detention care may continue to be so detained by the court.

(b) If the court orders a placement more restrictive than indicated by the results of the risk assessment instrument, the court shall state, in writing, clear and convincing reasons for such placement.

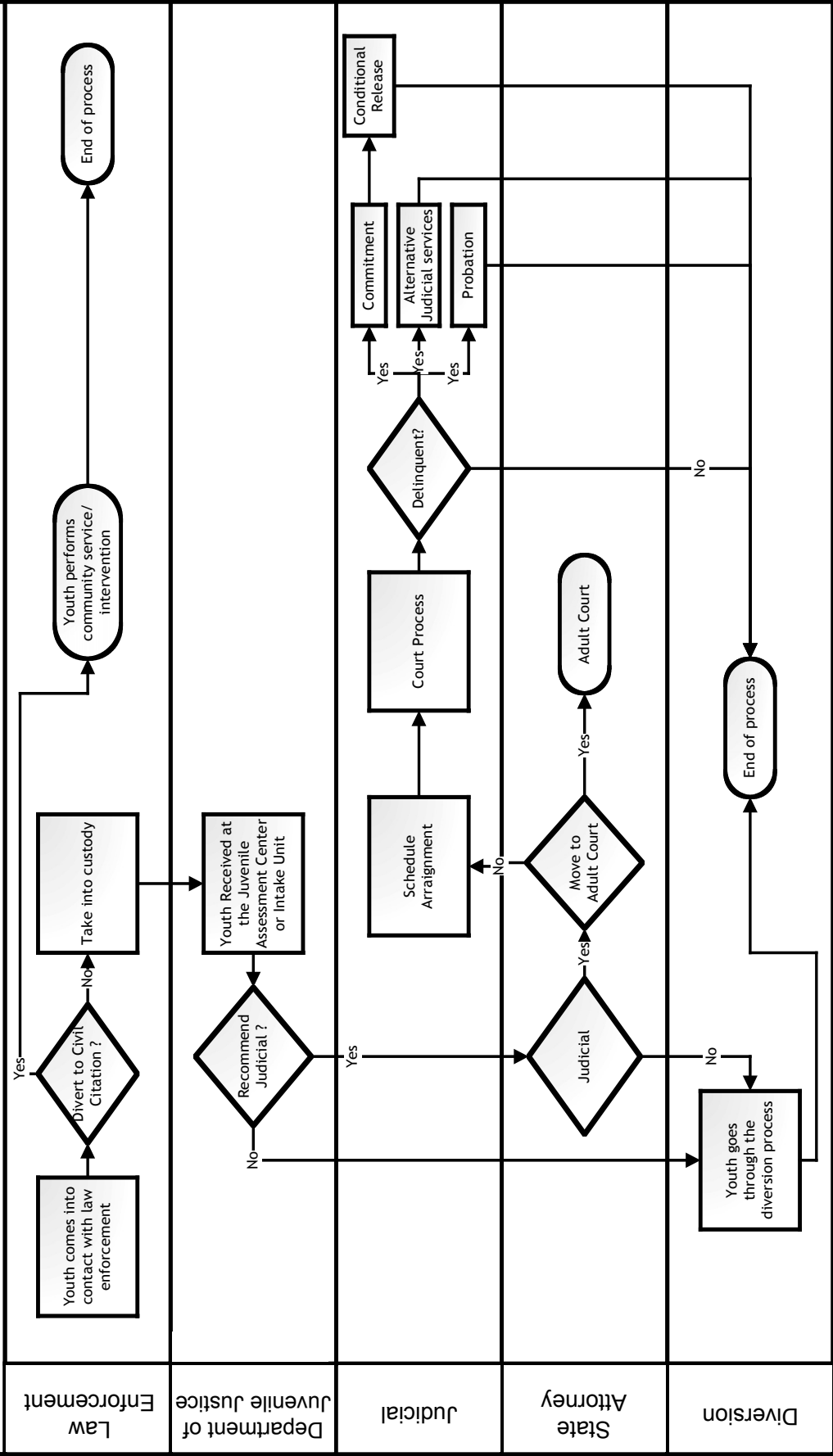
(c) Except as provided in s. 790.22(8) or in s. 985.27, when a child is placed into secure or nonsecure detention care, or into a respite home or other placement pursuant to a court order following a hearing, the court order must include specific instructions that direct the release of the child from such placement no later than 5 p.m. on the last day of the detention period specified in s. 985.26 or s. 985.27, whichever is applicable, unless the requirements of such applicable provision have been met or an order of continuance has been granted under s. 985.26(4).

<[http://www.flsenate.gov/statutes/index.cfm?App\\_Mode=Display\\_Statute&Search\\_String=&URL=Ch0985/Sec225.htm&StatuteYear=2005](http://www.flsenate.gov/statutes/index.cfm?App_Mode=Display_Statute&Search_String=&URL=Ch0985/Sec225.htm&StatuteYear=2005)>. Accessed on November 27, 2007.

# APPENDIX K

Juvenile Delinquency Trends in Florida (2007)  
 Mark A. Greenwald, M.J.P.M.  
 Florida Department of Juvenile Justice, Office of Research & Data

## Flow of Youth through Juvenile Justice System (After Law Enforcement Contact)



# APPENDIX L

## Independent Living Transition Services for Foster Youth

Exhibit 1 Florida Law Requires Independent Living Transition Services for Foster Youth<sup>1</sup>

Service	Eligibility	Description
Pre-independent living services	All 13-14-year-olds in foster care	Life skills training Educational field trips Conferences
Life skills services	All 15-17-year-olds in foster care	Banking and budgeting skills Interviewing skills Parenting skills Educational support Employment training Counseling
Subsidized independent living services	Some 16 and 17-year-olds chosen by the department as being able to demonstrate independent living skills	Arrangements that allow a child to live independently of the daily care and supervision of an adult.
Aftercare support services	Youth aged 18-22, inclusively, who have been in foster care, meet certain conditions, and are determined eligible by the department. Temporary assistance provided to prevent homelessness. The amount provided is based on funds available.	Services to assist young adults who were formerly in foster care to continue to develop the skills and abilities necessary for independent living. Mentoring and tutoring Mental health services and substance abuse counseling Life skills classes, including credit management and preventative health activities Parenting classes Job skills training Counselor consultations Temporary financial assistance

<sup>1</sup> OPPAGA, Nov. 2004, Report No. 04-78

Road to Independence Scholarship	Youth aged 18-20-year-olds (initial award) Under 23 (renewal awards) Must meet one of the following criteria: (1) earned a high school diploma or its equivalent and has been admitted for full-time enrollment in an eligible postsecondary education institution; (2) enrolled full time in an accredited high school; (3) is enrolled full time in an accredited adult education program designed to provide the student with a high school diploma or its equivalent	Financial assistance to help former foster children to receive the educational and vocational training needed to achieve independence. Amount of award based on the living and educational needs of the young adult and may be up to, but shall not exceed, the amount of earnings that the student would have been eligible to earn working a 40-hour-a-week federal minimum wage job.
Transitional Support Services	Youth aged 18-22, inclusively, who have been in foster care, and that demonstrate that the services are critical to the young adult's own efforts to develop a personal support system and achieve self-sufficiency.	Other appropriate short-term services, which may include:  Financial  Housing  Counseling  Employment  Education  Mental health  Disability  Other services, if the young adult demonstrates that the services are "critical" to achieve self-sufficiency

Source: Section 409.1451, Florida Statutes.

Figure 1

