

# Human Trafficking *and* Civil Rights in Ohio



A Briefing Report of the  
Ohio Advisory Committee to the  
U.S. Commission on Civil Rights

June 2017

## **Advisory Committees to the U.S. Commission on Civil Rights**

By law, the U.S. Commission on Civil Rights has established an advisory committee in each of the 50 states and the District of Columbia. These committees are composed of state/district citizens who serve without compensation; they are tasked with advising the Commission of civil rights issues in their states/district that are within the Commission's jurisdiction. Committees are authorized to advise the Commission in writing of any knowledge or information they have of any alleged deprivation of voting rights and alleged discrimination based on race, color, religion, sex, age, disability, national origin, or in the administration of justice; advise the Commission on matters of their state's/district's concern in the preparation of Commission reports to the President and the Congress; receive reports, suggestions, and recommendations from individuals, public officials, and representatives of public and private organizations to committee inquiries; forward advice and recommendations to the Commission, as requested; and observe any open hearing or conference conducted by the Commission in their states/district.

## **Acknowledgements**

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Finally, the Committee would like to acknowledge former Committee members Sharon Davies, Dilip Doshi, George Dent, Hal Arkes, Ursula Castellano, and Robert Harrod who assisted in the 2013 project planning and hearing preparations.

**Ohio Advisory Committee to the  
U.S. Commission on Civil Rights**

The Ohio Advisory Committee to the U.S. Commission on Civil Rights submits this report regarding human trafficking in Ohio, and its impact on communities targeted because of their race, color, age, sex, religion, national origin, or disability. The Committee submits this report as part of its responsibility to study and report on civil rights issues in the state of Ohio. The contents of this report are primarily based on testimony the Committee heard during two public hearings held in Toledo, OH on June 5 & 6, 2013. This report was approved by a majority vote of the Committee for publication and submission to the Commission on February 27, 2017.

This report details civil rights concerns relating to the incidence of and response to human trafficking in the State of Ohio. Primary concerns include: the continued perception or treatment of trafficking victims as criminals; insufficient mental health supports to address the psychological impact of trauma associated with trafficking; insufficient or incomplete data collection; insufficient legal protection for children involved in sex trafficking; and a lack of public awareness and cooperation between law enforcement and community groups to most effectively identify victims and connect them with the appropriate support services. From these findings, the Committee offers to the Commission recommendations for addressing this problem of national importance.

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## I. INTRODUCTION

The U.S. Commission on Civil Rights (Commission) is an independent, bipartisan agency established by Congress and directed to study and collect information relating to discrimination or a denial of equal protection of the laws under the Constitution because of race, color, religion, sex, age, disability, national origin, or in the administration of justice. The Commission has established advisory committees in each of the 50 states and the District of Columbia. These advisory committees advise the Commission of civil rights issues in their states/district that are within the Commission's jurisdiction.

The Ohio Advisory Committee to the U. S. Commission on Civil Rights conducted a community hearing on June 5 and 6, 2013 to investigate the causes and responses to Ohio's designation, in some reports, as one of the five worst states in the nation for human trafficking.

The trafficking of persons is described by many as a "modern or Twenty-First Century form of slavery."<sup>1</sup> Human trafficking<sup>2</sup> is generally divided into two different categories based upon the form of compelled services the victim is providing—sex trafficking or labor trafficking.<sup>3</sup>

Sex trafficking involves the exploitation of a person for commercial sexual activity through force, fraud, or coercion. This includes activities such as exotic dancing, pornography, escort services, massage parlors, strip clubs, and street prostitution.<sup>4</sup>

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<sup>1</sup> U.S. Comm'n on C.R., BRIEFING REPORT - SEX TRAFFICKING: A GENDER-BASED CIVIL RIGHTS VIOLATION, 5 (Sept. 2014), [http://www.usccr.gov/pubs/SexTrafficking\\_9-30-14.pdf](http://www.usccr.gov/pubs/SexTrafficking_9-30-14.pdf). See also Testimony of Carole Rendon, First Assistant U.S. Attorney, Northern District of Ohio, Briefing before the Ohio Advisory Committee to the U.S. Committee on Civil Rights, transcript, p. 8 (2013) (hereinafter cited as *Briefing Transcript*).

<sup>2</sup> U.N. OFFICE ON DRUGS & CRIME, CONVENTION AGAINST TRANSNATIONAL ORGANIZED CRIME & THE PROTOCOLS THERETO, PROTOCOL TO PREVENT, SUPPRESS, AND PUNISH TRAFFICKING IN PERSONS, ESPECIALLY WOMEN AND CHILDREN, 41 (2004), <http://www.unodc.org/documents/treaties/UNTOC/Publications/TOC%20Convention/TOCebook-e.pdf>, (The United Nations defines human trafficking as the recruitment, transportation, transfer, harboring, or receipt of persons by improper means (such as force, abduction, fraud, or coercion) for an improper purpose including forced labor or sexual exploitation).

<sup>3</sup> U.S. Dep't of State, Office to Monitor & Combat Trafficking in Persons, Trafficking in Persons Report 9 (2014), <https://www.state.gov/documents/organization/226844.pdf>.

<sup>4</sup> *Id.*

In contrast, labor trafficking involves the use of force, fraud, or coercion to exploit a person for labor services and can occur in both legal or illegal industries and markets. Businesses that appear legitimate at first glance may just be fronts that disguise human trafficking. Traffickers can operate alone to deceive and prey on victims or can be entire families that have been in the business of human trafficking for generations.<sup>5</sup> Labor services can include domestic servitude, agricultural labor, restaurant work, or sweatshop factory service, hotel services, hospitality, sales crews, manufacturing, janitorial services, construction as well as health and elder care.<sup>6</sup> It is common for working conditions to be unsafe and for compensation, if any, to be minimal.<sup>7</sup>

The face of human trafficking victims includes all races, colors, national origins, disabilities, religions, ages, gender, sexual orientation, gender identities, socioeconomic status, or citizenship status.<sup>8</sup> Individuals can become victims regardless of the position that they have in society or the kind of job they have as a result of the variety of ways that victims are entrapped. Commonly, traffickers prey on poor, vulnerable people who live in unsafe conditions who are looking for a better life. False promises of love, a good job, or a stable life, lure these victims into situations where they are forced to work under deplorable conditions with little to no pay.<sup>9</sup>

Once under the control of the traffickers, victims are enslaved without chains using various techniques which range from physical abuse to extreme forms of psychological abuse. For example, some traffickers use fear of arrest or deportation, or use threats of harm to a family member. Others use shame or guilt about what is happening, or threaten financial ruin. Finally, traffickers can create drug addictions among their victims, ensuring that their victims rely on the trafficker for access to the drugs.<sup>10</sup>

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<sup>5</sup> President's Interagency Task Force to Monitor & Combat Trafficking in Persons, *Report of the Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States 2013-2017* 6 (2014), available at: <http://www.ovc.gov/pubs/FederalHumanTraffickingStrategicPlan.pdf>.

<sup>6</sup> U.S. Dep't of State, *supra* note 3.

<sup>7</sup> Michigan Comm'n on Human Trafficking, *Report on Human Trafficking*, 14 (2013), available at [https://www.michigan.gov/documents/ag/2013\\_Human\\_Trafficking\\_Commission\\_Report\\_439218\\_7.pdf](https://www.michigan.gov/documents/ag/2013_Human_Trafficking_Commission_Report_439218_7.pdf).

<sup>8</sup> Federal Strategic Action Plan, *supra* note 5, at 6.

<sup>9</sup> *Id.*

<sup>10</sup> Erin Williamson, et al., U.S. Dep't of Health & Human Services, Office of the Assistant Secretary for Planning and Evaluation, *Evidence-Based Mental Health Treatment for Victims of Human Trafficking* 3 (2010), <https://aspe.hhs.gov/system/files/pdf/76116/index.pdf>.

As a result of this physical and mental abuse, many trafficking victims suffer from mental symptoms consistent with the psychological effects of trauma.<sup>11</sup>

For example, many victims:

1. develop a "trauma bond" with their abusive trafficker, seeing them as a loving parent, spouse or boyfriend;
2. suffer from mental disorders, including posttraumatic stress disorder, anxiety, mood, dissociative, and substance-related disorders;
3. may re-experience the disturbing events to which they were formerly subjected, with recurrent, intrusive, distressing recollections and dreams about the events;
4. may avoid thoughts, feelings, conversations, people, places, and activities associated with the trauma, be unable to recall important aspects of the trauma, and display detachment or estrangement from others; and,
5. exhibit symptoms of hyper-vigilance, irritability, an exaggerated startle response, difficulty concentrating, and falling or staying asleep.<sup>12</sup>

Thus, many trafficking victims suffer from mental health disabilities with special treatment needs that are unique to this victim group.

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<sup>11</sup> American Psychiatric Association, *Diagnostic and Statistical Manual of Mental Disorders* (5th ed., 2013)(A traumatic event is one that involves “actual or threatened death or serious injury or a threat to the physical integrity of self or others” and a “response of intense fear, helplessness, or horror”).

<sup>12</sup> Michigan Commission, *supra* note 7, at 16, *citing*, Erin Williamson, et al., *Evidence-Based Mental Health Treatment for Victims of Human Trafficking*, <https://aspe.hhs.gov/system/files/pdf/76116/index.pdf>. *See also*, American Psychiatric Association, *Diagnostic and Statistical Manual of Mental Disorders* (5th ed., 2013).

## II. BACKGROUND

### A. Overview of International Scope of Human Trafficking

Worldwide, the International Labor Organization estimates that more than 21 million men, women, and children are the victims of human trafficking.<sup>13</sup> Approximately 75% of these victims are female, and 27% are children.<sup>14</sup> Many victims are taken from underdeveloped areas in Southeast Asia, the former Soviet Union, and Central and South America and sold in more developed regions in Asia, the Middle East, Western Europe, and North America.<sup>15</sup> The profits from this “business” are estimated at a stunning \$35-37 billion annually,<sup>16</sup> making it the second most profitable criminal industry – after drugs – in the world. And this “business” is growing, with an estimated 1 million people are trafficked each year.<sup>17</sup>

### B. Overview of National Scope of Human Trafficking

There is a serious lack of data both in scope and in quality on the extent of the human trafficking problem in the United States, at the federal, state and local levels.<sup>18</sup> For example, recent estimates of people trafficked in the U.S. each year have varied widely from a low of approximately 14,500

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<sup>13</sup> International Labor Organization, *2012 Special Action Programme to Combat Forced Labor (SAP-FL)*, 13 (2012) available at [http://apflnet.ilo.org/resources/ilo-global-estimate-of-forced-labour-2012-results-and-methodology/at\\_download/file1](http://apflnet.ilo.org/resources/ilo-global-estimate-of-forced-labour-2012-results-and-methodology/at_download/file1).

<sup>14</sup> UNODC, *Global Report on Trafficking in Persons*, 10 (2012) available at, [http://www.unodc.org/documents/data-and-analysis/glotip/Trafficking\\_in\\_Persons\\_2012\\_web.pdf](http://www.unodc.org/documents/data-and-analysis/glotip/Trafficking_in_Persons_2012_web.pdf).

<sup>15</sup> Michigan Commission, *supra* note 7, at 14.

<sup>16</sup> UNODC, *Human Trafficking: Organized Crime and the Multibillion Dollar Sale of People* (2012), available at <http://www.unodc.org/unodc/en/frontpage/2012/July/human-trafficking-organized-crime-and-the-multibillion-dollar-sale-of-people.html>.

<sup>17</sup> Molly McElroy, *Human Trafficking Conference to Focus on Poverty, Trade Policy*, UWTODAY (Jan. 7, 2013), available at <http://www.washington.edu/news/2013/01/07/human-trafficking-conference-to-focus-on-poverty-trade-policy/>.

<sup>18</sup> Amy Farrell, *et al.*, *Review of Existing Estimates of Victims of Human Trafficking in the United States and Recommendations for Improving Research and Measurement of Human Trafficking*, The Berlin Turnpike: A True Story of Human Trafficking in America (2010), available at [www.scribd.com/doc/53048933/The-Berlin-Turnpike-US-Human-Trafficking-Prevalence-Report](http://www.scribd.com/doc/53048933/The-Berlin-Turnpike-US-Human-Trafficking-Prevalence-Report).

to a high of approximately 50,000.<sup>19</sup> It was only during 2013 that the federal government began collecting data on human trafficking investigations from state and federal law enforcement agencies. This data collection is being performed through the FBI's Uniform Crime Reporting Program.<sup>20</sup>

This data collection problem is due in part to the difficulties associated with detecting human trafficking operations in the United States.<sup>21</sup> In 2012, a National Institute of Justice study suggested that a significant number of trafficking incidents (43%) occur in private residences, allowing traffickers to avoid detection by the police.<sup>22</sup> Other common trafficking locations included hotels (8%), restaurants/bars (6%), and massage parlors (3%).<sup>23</sup>

A variety of strategies are used to avoid detection. For example, victims are often hidden and moved, sabotaging reactive policing strategies that rely on call-in reports of possible trafficking. Local brothels advise clients to use their services during normal business hours to reduce the

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<sup>19</sup> Heather J. Clawson, et al, *Human Trafficking Into and Within the United States: A Review of the Literature*, U.S. Dep't of Health & Human Services 4 (2009), available at <http://aspe.hhs.gov/hsp/07/HumanTrafficking/LitRev>.

<sup>20</sup> U.S. Dep't of State, *Trafficking in Persons Report 2014 - Country Narratives: United States of America*, 399, available at <http://www.state.gov/j/tip/rls/tiprpt/2014/226645.htm>.

<sup>21</sup> Maureen Q. McGough, *Ending Modern-Day Slavery: Using Research to Inform U.S. Anti-Human Trafficking Efforts*, 271 NIJJ 26, 28 (2013) available at <http://www.nij.gov/journals/271/pages/anti-human-trafficking.aspx>.

<sup>22</sup> Amy Farrell, et al., *Identifying Challenges to Improve the Investigation & Prosecution of State & Local Human Trafficking Cases*, northeastern university 41 ( June 2012), [http://www.ncdsv.org/images/NEUniv-UrbanInsti\\_IDingChallengesImproveInvesProsecStateLocalHumanTraffickingCases\\_4-2012.pdf](http://www.ncdsv.org/images/NEUniv-UrbanInsti_IDingChallengesImproveInvesProsecStateLocalHumanTraffickingCases_4-2012.pdf) ("The National Institute of Justice funded Amy Farrell and her colleagues at Northeastern University and researchers at the Urban Institute to examine the challenges facing state and local criminal justice systems when investigating and prosecuting human trafficking cases. The researchers conducted a 12-site study that included in-depth interviews with 166 practitioners from federal, state and local law enforcement; state and federal prosecutors; victim service providers; and other stakeholders. The researchers also analyzed data from 140 closed human trafficking case files to determine which characteristics of human trafficking cases attract local law enforcement's attention and predict adjudicatory outcomes. Although the study is not nationally representative, the findings can help us understand why the number of human trafficking cases is lower than estimates of the problem might predict").

<sup>23</sup> Maureen Q. McGough, *Ending Modern-Day Slavery: Using Research to Inform U.S. Anti-Human Trafficking Efforts*, 271 NIJJ 26, 28 (2013).

probability of detection because most people are at work.<sup>24</sup> Traffickers also frequently change the way they transport, house, and communicate with their victims.<sup>25</sup> Increasingly, human traffickers are conducting their illegal operations online using online classified advertisement and social networking sites.<sup>26</sup>

The top countries of origin of federally identified victims in fiscal year (FY) 2013 were the United States, Mexico, the Philippines, Thailand, Honduras, Guatemala, India, and El Salvador.<sup>27</sup>

These victims of human trafficking are overwhelmingly female.<sup>28</sup> Ninety-four percent of victims are female and four-fifths of the cases in the United States involve sex-trafficking.<sup>29</sup> However, it is important to note that sex trafficking can also involve victims who are men and boys, particularly gay and transgender individuals.<sup>30</sup> These statistics led the U.S. Commission on Civil Rights to find

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<sup>24</sup> *Id.*

<sup>25</sup> *Id.*

<sup>26</sup> Maureen Q. McGough, *Ending Modern-Day Slavery: Using Research to Inform U.S. Anti-Human Trafficking Efforts*, 271 NIJJ 26, 28 (2013), available at <http://www.nij.gov/journals/271/pages/anti-human-trafficking.aspx>.

<sup>27</sup> U.S. Dep't of State, *supra* note 20, at 397.

<sup>28</sup> Michigan Commission, *supra* note 7, at 14.

<sup>29</sup> U.S. Comm'n on Civil Rights, *supra* note 1, at 6.

<sup>30</sup> U.S. Comm'n Civil Rights, *supra* note 1, at iv. In its 2014 Report on sex trafficking, the U.S. Commission found that "[a]n additional layer of vulnerability exists for gay and lesbian children and it is more difficult to make certain that they are identified and assisted' and that [a]lthough there were many boys being trafficked, there were fewer services available to them." *Id.*, at 38.

Research confirms that the LGBT youth experience a disproportionate rate of homelessness and of family rejection which underlie their disproportionate risk of becoming sex-trafficked. The U.S. Department of Health and Human Services found that "[a]lthough LGBTQ individuals only account for three to five percent of the population, they account for up to 40 percent of the runaway and homeless youth population. It is estimated that 26 percent of LGBTQ adolescents are rejected by their families and put out of their homes for no other reason than being open about who they are. Once on the streets, they face a significant chance of becoming victims of human trafficking. More people are enslaved today than at any point in human history, and LGBTQ youth are being trapped in sexual slavery at alarming levels."

U.S. Comm'n on C.R., *supra* note 1, at 57, quoting, Lonnie James Bean, *LGBTQ Youth at High Risk of Becoming Human Trafficking Victims*, U.S. Dep't of Health & Human Services Administration for Children & Families, June 26, 2013, available at: <http://www.acf.hhs.gov/blog/2013/06/lgbtq-youth-at-high-risk-of-becoming-human-trafficking-victims>.

that: (1) "sex trafficking is clearly a violation of gender-based civil and human rights that enslaves women and girls in commercial sex and is rooted in gender-based discrimination"; (2) "[l]abor trafficking is also a gender-based civil and human rights violation that enslaves women and girls in domestic servitude, hotels and restaurants, strip club, farms, and factories"; and, (3) "sex trafficking also enslaves men and boys, particularly gay and transgender individuals, in commercial sex and is rooted in discrimination on the basis of sexual orientation and is rooted also in social exclusion."<sup>31</sup>

A uniform problem across every state in the United States is that too few people have heard of the problem of human trafficking. If they have, many believe it is a crime that only occurs in foreign countries.<sup>32</sup> Aggressive public outreach efforts to expand general awareness among both the public and allied professionals likely to encounter victims of human trafficking is critical as few victims seek assistance on their own because of the pervasive use of coercion and fear.

Even when victims are identified, many first responders remain unfamiliar with the range of services available to victims.<sup>33</sup> Targeted training and technical assistance for allied professionals likely to encounter victims of human trafficking is a crucial aspect of coordinated service delivery. Understanding the problem of human trafficking will help professionals both identify victims and provide them with referrals for the comprehensive array of services they will need to recover.<sup>34</sup>

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See also Heather L., Corliss, et al., *High Burden of Homelessness Among Sexual-Minority Adolescents: Findings From A Representative Massachusetts High School Sample*, 101 American J. Pub. Health 1683 (2011), available at:

[http://www.ncbi.nlm.nih.gov/pmc/articles/PMC3154237/?\\_escaped\\_fragment\\_=&po=1.45631](http://www.ncbi.nlm.nih.gov/pmc/articles/PMC3154237/?_escaped_fragment_=&po=1.45631).

A 2012 study by The Williams Institute of the UCLA School of Law found an even more alarming statistic on family rejection rates that cause the homelessness of LGBT youth: a full 43%. Regardless of exact percentages and the raw numbers of at-risk or trafficked LGBT youth which they represent, data suggests that targeted intervention is needed. Laura E. Durso and Gary J. Gates, *Serving Our Youth: Findings from a National Survey of Service Providers Working with Lesbian, Gay, Bisexual and Transgender Youth Who Are Homeless or At Risk of Becoming Homeless*, The Palette Fund, TrueColors Fund, & The Williams Institute of the UCLA School of Law, 2012, p. 4, <http://williamsinstitute.law.ucla.edu/wp-content/uploads/Durso-Gates-LGBT-Homeless-Youth-Survey-July-2012.pdf>.

<sup>31</sup> Briefing Report, *supra* note 1, at 40.

<sup>32</sup> Federal Strategic Action Plan, *supra* note 5, at 7.

<sup>33</sup> *Id.*

<sup>34</sup> *Id.*

## 1. Federal Agencies and Programs

While a full detailed review of all Federal agencies and resources is beyond the scope of this Report, the following section provides a broad overview of federal resources and agencies working to end human trafficking in the United States. In many cases, the information that follows is taken directly from the organization's webpages and/or reports and is cited accordingly.

In January 2013, President Obama issued a Presidential Proclamation<sup>35</sup> that declared January National Slavery and Human Trafficking Prevention Month.<sup>36</sup> Building on the *President's Interagency Task Force to Monitor and Combat Trafficking in Persons*, the *Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States* (Strategic Action Plan)<sup>37</sup> was "developed in 2013 to support the ongoing battle against modern slavery and to ensure that all victims of human trafficking in the United States have access to the tools and services they need to escape exploitation and rebuild their lives."<sup>38</sup> The Strategic Action Plan "aims to provide effective, comprehensive services to victims by focusing on four areas of improvement: (1) enhancing coordination and improve guidance; (2) expanding data collection and research efforts; (3) enhancing understanding and awareness; and, (4) overcoming resource constraints and limitations in access to services."<sup>39</sup>

The *President's Interagency Task Force to Monitor and Combat Trafficking in Persons* consists of the following agencies: the Department of State, the Department of Defense, the Department of Justice, the Department of Interior, the Department of Agriculture, the Department of Labor, the Department of Health and Human Services, the Department of Transportation, the Department of Education, the Department of Homeland Security, the Domestic Policy Council, the National

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<sup>35</sup> Press Release, WHITE HOUSE BRIEFING, PRESIDENTIAL PROCLAMATION – NATIONAL SLAVERY AND HUMAN TRAFFICKING PREVENTION MONTH, 2013 (Dec. 31, 2012), <http://www.whitehouse.gov/the-press-office/2012/12/31/presidential-proclamation-national-slavery-and-human-trafficking-prevent>.

<sup>36</sup> *Services to Victims of Human Trafficking in the United States*, Family & Youth Services Bureau, Administration for Children and Families, Dep't of Health & Human Services, <http://www.acf.hhs.gov/programs/fysb/resource/fysb-trafficking-sap> (last visited online Jan. 22, 2014).

<sup>37</sup> *Federal Strategic Action Plan*, *supra* note 5, <http://www.ovc.gov/pubs/FederalHumanTraffickingStrategicPlan.pdf>.

<sup>38</sup> *Services to Victims of Human Trafficking in the United States*, Family & Youth Services Bureau, Administration for Children & Families, Dep't of Health & Human Services, <http://www.acf.hhs.gov/programs/fysb/resource/fysb-trafficking-sap> (last visited Jan. 22, 2014).

<sup>39</sup> *Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States 2013 - 2017*, 6-7 (2013), <https://www.ovc.gov/pubs/FederalHumanTraffickingStrategicPlan.pdf>.

Security Staff, the Office of Management and Budget, the Office of the Director of National Intelligence, the Federal Bureau of Investigation, the U.S. Agency for International Development, and the U.S. Equal Employment Opportunity Commission.<sup>40</sup>

The Department of Health and Human Services (HHS) Office of the Administration for Children and Families (ACF) lists many of the U.S. Government agencies that are involved in identifying and assisting victims of human trafficking. These agencies “carry out the duties laid out for them in the Trafficking Victims Protection Act of 2000 (TVPA) and its subsequent reauthorizations.”<sup>41</sup> They also “develop new initiatives, as needed.”<sup>42</sup>

HHS ACF provides the following list of Federal agencies and the role that each plays in assisting victims of trafficking:<sup>43</sup>

**i. Department of Health and Human Services**

HHS is the federal agency responsible for providing victims of human trafficking access to benefits and services needed to help them restore their lives and achieve self-sufficiency.

**(A). Office of Refugee Resettlement:**

HHS, through the Office of Refugee Resettlement (ORR), certifies adult foreign victims of human trafficking and provides letters of eligibility to foreign minor (under 18) victims so that they are eligible for federal and State benefits and services to the same extent as refugees. ORR also provides funding for comprehensive case management services to foreign victims of trafficking and potential victims seeking HHS certification in the United States. U.S. citizen and Lawful Permanent Residents (LPR) victims do not need to be certified or receive a letter of eligibility to be eligible for similar benefits and services.

**(B). Rescue & Restore Victims of Human Trafficking:**

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<sup>40</sup> *Federal Strategic Action Plan*; President’s Interagency Task Force To Monitor and Combat Trafficking in Persons, Introduction, <https://www.state.gov/j/tip/response/usg/>.

<sup>41</sup> U.S. Dep’t of Health & Human Services, *Federal Efforts to Assist Victims of Human Trafficking*, 1 (May 2012), [http://www.acf.hhs.gov/sites/default/files/orr/federal\\_efforts\\_to\\_assist\\_victims\\_english.pdf](http://www.acf.hhs.gov/sites/default/files/orr/federal_efforts_to_assist_victims_english.pdf).

<sup>42</sup> *Id.*

<sup>43</sup> *Id.*

Through the ORR Anti-Trafficking in Persons Program, HHS also leads the *Rescue & Restore Victims of Human Trafficking* campaign, which established Rescue and Restore coalitions in 24 cities, regions, and States.

According to HHS “the intent of the *Rescue & Restore* campaign is to increase the identification of trafficking victims in the United States and to help those victims receive the benefits and services they need to restore their lives. The campaign primarily focused on outreach to those individuals who most likely encounter victims on a daily basis, but may not recognize them as victims of human trafficking. By educating health care providers, social service organizations and the law enforcement community about the issue of human trafficking, we hope to encourage these intermediaries to look beneath the surface by recognizing clues and asking the right questions because they may be the only outsiders with the chance to reach out and help victims.”<sup>44</sup>

A critical development and component of the *Rescue & Restore* campaign was the creation of the National Human Trafficking Resource Center (NHTRC). The NHTRC is a nongovernmental organization that connects victims of trafficking to organizations who can help them in their local area through a toll-free, national hotline.<sup>45</sup> The NHTRC provides emergency assistance 24 hours a day, seven days a week, every day of the year. The resource center also helps intermediaries, such as medical professionals, or law enforcement officers determine whether they have encountered a victim of human trafficking. NHTRC also provides training and technical assistance. Steven Wagner, who serves as a director of the HHS human trafficking program has stated, “Traffickers allow access to health care in order to protect their investment . . . Physicians are one of most important intermediaries to getting help.”<sup>46</sup>

The *Rescue & Restore* campaign was launched in 2004 and local coalitions quickly formed to address the issues that many communities face. The vision for local *Rescue & Restore* coalitions is that “they be comprised of a network of social service providers, community based organizations, ethnic outreach groups, law enforcement personnel, and healthcare

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<sup>44</sup> U.S. Dep’t of Health & Human Services, *Campaign Overview*, <http://www.acf.hhs.gov/programs/orr/resource/about-rescue-restore> (last visited Oct. 16, 2014).

<sup>45</sup> U.S. Dep’t of Health & Human Services, *National Human Trafficking Resource Center*, 2 (Feb. 2015), [http://sacredheartouston.org/documents/2015/2/National\\_Human\\_Trafficking\\_Resource\\_Center.pdf](http://sacredheartouston.org/documents/2015/2/National_Human_Trafficking_Resource_Center.pdf) (The NHTRC may be reached by calling 888-3737-888 or by emailing [nhtrc@polarisproject.org](mailto:nhtrc@polarisproject.org)).

<sup>46</sup> *HHS Asks doctors to watch for human trafficking*, AMERICAN MEDICAL NEWS, (Mar. 14, 2005), <http://amednews.com/article/20050314/health/303149969/6/>.

professionals who work together to meet the needs of the specific community in which they operate.”<sup>47</sup> HHS has supported the coalitions by “providing technical assistance, and training and materials,” and lists them on the campaign’s website.<sup>48</sup> HHS “exercises full discretion in identifying a local coalition as a partner in its public awareness campaign and offers guidelines and expectations for coalitions that seek recognition by HHS as a Rescue and Restore coalition.”<sup>49</sup>

Of the 26 HHS recognized *Rescue & Restore* coalitions in the United States, four (15%) are in Ohio; End Slavery Cincinnati, Central Ohio Rescue & Restore Coalition, Abolition Ohio - the Rescue & Restore Coalition in the Miami Valley, and Lucas County Human Trafficking Coalition.<sup>50</sup>

## **ii. Department of Justice (DOJ):**

The DOJ investigates cases of trafficking through the Federal Bureau of Investigation (FBI) and local Anti-Human Trafficking Task Forces throughout the country. It prosecutes the traffickers through the work of the Human Trafficking Prosecution Unit within the Civil Rights Division, and the Child Exploitation and Obscenity Section (CEOS) within the Criminal Division, in partnership with U.S. Attorneys’ Offices throughout the country. Through its Office of Justice Programs, DOJ has also funded a network of service providers that provide assistance to victims. DOJ also produces the Attorney General’s Annual Report to Congress and Assessment of U.S. Government Activities to Combat Trafficking in Persons, which documents all Federal agencies’ anti-trafficking activities. Significant research on human trafficking is conducted by the National Institute of Justice.<sup>51</sup>

## **iii. Department of State:**

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<sup>47</sup> U.S. Dep’t of Health & Human Services, *General Standards for Rescue & Restore Coalitions*, Department of Health and Human Services, Administration for Children and Families, at 1, available at: <http://www.acf.hhs.gov/programs/orr/resource/about-rescue-restore>.

<sup>48</sup> *Id.*

<sup>49</sup> *Id.*

<sup>50</sup> Office of Refugee Resettlement, *Contact Information for Coalitions*, <http://www.acf.hhs.gov/programs/orr/resource/contact-information-for-coalitions>.

<sup>51</sup> *Civil Rights - Human Trafficking*, Federal Bureau of Investigation, <https://www.fbi.gov/investigate/civil-rights/human-trafficking>.

The Department of State chairs the interagency working group and task force in charge of coordinating Federal anti-trafficking policies and programs. The Office to Monitor and Combat Trafficking in Persons (J/TIP) produces the U.S. Government's annual *Trafficking in Persons Report* that provides a country-by-country assessment of global anti-trafficking trends. Both J/TIP and the Bureau of Population, Refugees, and Migration fund international programs to identify and serve human trafficking victims.<sup>52</sup>

**iv. Agency for International Development:**

The Agency for International Development funds international anti-trafficking in persons programs that prevent trafficking, protect and assist victims, and support prosecutions through trainings for officials in judicial systems.<sup>53</sup>

**v. Department of Labor:**

The Department of Labor offers programs that provide employment services for which certified victims of trafficking are eligible. Through its One-Stop Career Center System, DOL provides training referrals, career counseling, job listings, and other employment services. The Wage and Hour Division investigates complaints of labor law violation and is an important partner in identifying trafficking victims. The Bureau of International Labor Affairs (ILAB) supports research on international child labor and human trafficking and awards grants to organizations engaged in efforts to eliminate exploitive child labor around the world. ILAB also publishes reports on child labor and/or forced labor in countries worldwide, including the "List of Goods Produced by Child or Forced Labor."<sup>54</sup>

**vi. Department of Homeland Security:**

The Department of Homeland Security launched the Blue Campaign to coordinate and enhance the Department's anti-human trafficking efforts. The Blue Campaign includes 17 DHS components and harnesses and leverages the varied authorities and resources of the Department to deter human trafficking by increasing awareness, protecting victims, and

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<sup>52</sup> *Office to Monitor and Combat Trafficking in Persons*, U.S. Dep't of State, online <http://www.state.gov/j/tip/>.

<sup>53</sup> *Countering Trafficking in Persons*, U.S Agency for International Development, online <http://www.usaid.gov/trafficking/>.

<sup>54</sup> *Human Trafficking*, U.S. Dep't of Homeland Security, online <http://www.dhs.gov/files/programs/humantrafficking.shtm>.

contributing to a robust criminal justice response. Two of these components, USCIS and ICE Homeland Security Investigations, are described below.<sup>55</sup>

**vii. Citizenship and Immigration Services:**

Citizenship and Immigration Services provides two types of immigration relief to victims of human trafficking: T Nonimmigrant Status (T Visa), which allows victims of a severe form of trafficking in persons to remain in the United States for up to four years while assisting law enforcement authorities in the investigation or prosecution of human trafficking cases, and U Nonimmigrant Status (U Visa), which provides immigration protection to crime victims, including trafficking victims, who have suffered substantial mental or physical abuse as a result of the crime.<sup>56</sup>

**viii. Immigration and Customs Enforcement:**

Immigration and Customs Enforcement through Homeland Security Investigations (HSI), investigates cases of trafficking and is an important partner in victim identification. HSI has more than 10,000 employees that include 6,700 special agents who are assigned to more than 200 cities throughout the U.S. and 47 countries around the world. ICE also grants Continued Presence (CP), which is a temporary form of immigration relief that Federal law enforcement officials request on behalf of a victim of a severe form of trafficking who is also a potential witness. ICE's most recent campaign against human trafficking is called The Blue Campaign. The Blue Campaign serves as a resource for materials and information to help audiences learn more about human trafficking. The Blue Campaign is the unified voice for DHS' efforts to combat human trafficking. Working in collaboration with law enforcement, government, non-governmental and private organizations, Blue Campaign strives to protect the basic right of freedom and to bring those who exploit human lives to justice. The Blue Campaign provides information on training and outreach, how traffickers operate, and victim assistance to help keep the public informed. Increased awareness and training will lead to more tips to law enforcement, which will result in more victims being identified.<sup>57</sup>

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<sup>55</sup> *Fact Sheet: Federal Efforts to Assist Victims of Human Trafficking*, online September 27, 2012, [http://www.acf.hhs.gov/sites/default/files/orr/federal\\_efforts\\_to\\_assist\\_victims\\_english.pdf](http://www.acf.hhs.gov/sites/default/files/orr/federal_efforts_to_assist_victims_english.pdf).

<sup>56</sup> *Id.*

<sup>57</sup> *Human Trafficking*, U.S. Immigration and Customs Enforcement, online <http://www.ice.gov/human-trafficking/>.

**ix. Department of Education:**

The Department of Education raises awareness of human trafficking and educates administrators, teachers, and students on child trafficking victim identification. The Office of Safe and Drug-Free Schools develops materials on human trafficking for use in schools, such as "Human Trafficking of Children in the United States: A Fact Sheet for Schools."<sup>58</sup>

**x. Department of Defense:**

The Department of Defense has made human trafficking awareness training mandatory for all DOD military members and civilian employees. The department has adopted a zero tolerance policy on prostitution and human trafficking and made patronizing a prostitute a chargeable offense under the military justice system. DOD published an internal Instruction that assigned combating trafficking in persons (CTIP) program responsibilities across DOD.<sup>59</sup>

**C. Human Trafficking in Ohio****1. *Overview of the Scope of Human Trafficking in Ohio***

Ohio continues to have a severe problem with human trafficking. As is in the United States generally, it is difficult to pin down the extent of the problem in Ohio due to the lack of uniform data reporting and to the nature of the crime itself.<sup>60</sup> However, various events and reports over the past decade suggest that the problem is significant.<sup>61</sup> For example, in 2005, the FBI sting "Operation Precious Cargo" recovered 151 sex trafficking victims located in Ohio. Of the victims,

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<sup>58</sup> U.S. DEP'T OF EDUCATION, *Human Trafficking of Children in the U.S.: A Fact Sheet for Schools*, (Sept. 23, 2013), <https://www2.ed.gov/about/offices/list/oese/oshs/tipfactsheet91913.pdf>.

<sup>59</sup> *Combating Trafficking in Persons (CTIP)*, Department of Defense – Office of the Inspector General, online <http://www.dodig.mil/Inspections/IPO/combatinghuman.htm>.

<sup>60</sup> See Testimony of Melinda Sykes Haggerty, Director of Children's Initiatives for Ohio Attorney General Mike DeWine, Briefing before the Ohio Advisory Committee to the U.S. Committee on Civil Rights, transcript p. 21, 27, June 5 and 6, 2013, (hereinafter cited as *Briefing Transcript*).

<sup>61</sup> Testimony of Dr. Jeffrey Barrows, Vice President of Education and Advocacy Director of Abolition International Shelter Association, *Briefing Transcript* at 85-86; see also Media Release, *Ohio AG releases human trafficking statistics*, ABC (June 27, 2013), available at, <http://www.13abc.com/story/22707541/ohio-ag-releases-human-trafficking-statistics>.

seventy-eight were from Toledo and forty-five were minors.<sup>62</sup> In 2010, a Report issued by the Ohio Attorney General Trafficking in Persons Study Commission estimated that more than 1,000 minors are sex trafficked in Ohio annually.<sup>63</sup> A follow-up study released in 2012 surveyed more than 300 women involved in the sex trade in five Ohio cities. Thirty-five percent revealed that<sup>64</sup> they were sex trafficked as minors.<sup>65</sup>

## 2. *Steps taken to Prevent Human Trafficking in Ohio*

These problems resulted in a call to action at the state level. In August of 2011, the Trafficking in Persons Study Commission was renamed the Human Trafficking Commission. This Commission was given an expanded mission that includes both the study of extent of human trafficking in Ohio and the creation of recommendations of possible state level solutions to the problem.<sup>66</sup>

In 2012, the Central Ohio Human Trafficking Task Force was created. This Task Force was set up as part of the Attorney General's Ohio Organized Crime Investigations Commission.<sup>67</sup> As outlined

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<sup>62</sup> Melinda Sykes Haggerty, *Human Trafficking in Ohio*, OSBA, <https://www.ohiobar.org/NewsAndPublications/OhioLawyer/Pages/Human-trafficking-in-Ohio.aspx>; see also Testimony of James Hardie, F.B.I. Agent, Coordinator of the Northwest Ohio Violent Crimes Against Children Task Force, *Briefing Transcript* at 113-15.

<sup>63</sup> Testimony of Dr. Celia Williamson, Professor of Social Work and Criminal Justice at the University of Toledo, *Briefing Transcript* at 30.

<sup>64</sup> *Id.* at 36. (A follow-up study released in 2012 surveyed more than 300 women involved in the sex trade in five Ohio cities and asked when and how they were recruited and surveyed their experiences. The study revealed that 35 percent of these women were sex trafficked as minors, and were most often recruited at some point by a female who was also involved in selling herself or who first acted like a friend).

<sup>65</sup> *Id.* at 34. (Those who were sex trafficked as children reported having experienced child abuse and neglect, having a close family member involved in the sex trade, suffering depression, being raped, having difficulty in school and being in proximity of those who bought or sold others for sex. The biggest risk factor associated with a child recruited into sex trafficking was having a history of running away from home. Sixty-three percent of those who were sex trafficked as minors reported having run away one or more times before they were trafficked).

<sup>66</sup> Haggerty, *supra* note 36.

<sup>67</sup> *Id.* (This Task Force consists primarily of officers from the Columbus Police Department and includes officers from the Ohio Bureau of Criminal Investigation (BCI), the Powell Police Department, U.S. Customs and Immigration Enforcement (ICE), the Ohio State Highway Patrol and the Federal Bureau of Investigation (FBI).<sup>12</sup> This Task Force was also a victim services coordinator from the Salvation Army

in the charts located on pages 1-17, in just a four year period of time, Ohio passed a series of laws<sup>68</sup> that have created the start of a robust legislative framework for dealing with human trafficking.

Ohio has been applauded for its progress; but, more legislative work needs to be done. The Polaris Project<sup>69</sup> was created in 2002 to disrupt the conditions that allow human trafficking to thrive in society. *Polaris's policy program is viewed as one of the top sources of human trafficking legislative and policy expertise in the United States.* For the last four years, Polaris has rated all 50 states and the District of Columbia based on 10 categories of laws that are generally agreed to be important to establishing a basic legal framework to effectively combat human trafficking, punish traffickers, and support survivors.<sup>70</sup>

While Ohio was placed in the top tier of states for its legislative framework for dealing with human trafficking, it was critiqued for its failure in the following three areas:

1. Lack of Lower Burden of Proof for Sex Trafficking of Minors: A statute that ensures that the elements of force, fraud, or coercion are not required for a trafficker to be prosecuted for the

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who specializes in working with human trafficking victims to ensure that victim's needs are being met, and with local and federal prosecutors to see that these traffickers are brought to justice.)

<sup>68</sup> These laws include Senate Bill 235 (the Human Trafficking law) passed in 2011, House Bill 262 (the Safe Harbor Law) passed in 2012, and House Bill 130 (the End Demand Act) passed in 2014. *Overview of State and Federal Human Trafficking Laws*, <http://humantrafficking.ohio.gov/links/Anti-Trafficking-Laws.pdf>. See also Danielle Keeton-Olsen, *Ohio Praised for Anti-Human Trafficking Efforts*, THE COLUMBUS DISPATCH (Nov. 8, 2014), <http://www.dispatch.com/content/stories/local/2014/09/25/ohio-human-trafficking.html>.

<sup>69</sup> POLARIS, <HTTP://WWW.POLARISPROJECT.ORG> (In 2002, Derek Ellerman and Katherine Chon founded a non-government organization called Polaris Project to combat human trafficking. Polaris was named after the North Star that guided slaves to freedom in the U.S. In 2007, Polaris instituted the National Human Trafficking Resource Center (NHTRC) where callers can report tips and receive information on human trafficking. Polaris' website and hotline informs the public about where cases of suspected human trafficking have occurred within the United States. The website records calls on a map).

<sup>70</sup> Ohio was given a Tier One (green) ranking with nine points awarded out of a total of ten possible points. Ohio received credit in the following categories: 1 Sex Trafficking; 2 Labor Trafficking; 3(a) Asset Forfeiture; 3(b) Investigative Tools; 4(a) Training for Law Enforcement; 6 Posting of a Hotline; 7 Safe Harbor for Minors; 8 Victim Assistance; and 9 Civil Remedy. Categories Still Needed: 4(b) Human Trafficking Task Force; 5 No Requirement of Force, Fraud, or Coercion for Minor Victims of Sex Trafficking; and 10 Vacating Convictions. Polaris Project, *Ohio State Report 2014*, (2014), <https://polarisproject.org/sites/default/files/2014-State-Ratings.pdf>.

sex trafficking of a minor. This statute must be under the sex trafficking section in order for the state to receive credit.

2. Lack of Human Trafficking Commission or Task Force: A statute that creates, establishes, or encourages a task force, commission or advisory committee dedicated to addressing human trafficking.
3. Lack of a Provision for Vacating Convictions for Sex Trafficking Victims: A statute that permits victims to have convictions for prostitution that were committed as a result of being trafficked vacated from their criminal records.<sup>71</sup>

With regard to the first point of criticism, Ohio is one of only one of eight states which has failed to enact laws that define child sex trafficking consistent with federal law with no requirement to prove force, fraud, or coercion for all victims under the age of 18 years.<sup>72</sup> With regard to the second and third criticisms, it appears that Ohio has had both a Human Trafficking Commission and a Task Force since 2012. Finally, Ohio appears to have an expungement process in place.

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<sup>71</sup> *Id.*

<sup>72</sup> U.S. Dep't of State, *supra* note 20, at 397.

**SUMMARY OF OHIO'S HUMAN TRAFFICKING LEGAL FRAMEWORK**

**As defined by the Ohio Revised Code Section 2905.32 (Trafficking in Persons), Ohio's legal definition of human trafficking is:**

“(A) No person shall knowingly recruit, lure, entice, isolate, harbor, transport, provide, obtain, or maintain... another person knowing that the person will be subjected to involuntary servitude or be compelled to engage in sexual activity...”

“...For a prosecution under division (A)(1) of this section, the element "compelled" does not require that the compulsion be openly displayed or physically exerted. The element "compelled" has been established if the state proves that the victim's will was overcome by force, fear, duress, or intimidation, or fraud.”

**Ohio has a tiered definition of sex trafficking:**

- For minors under the age of 16, law enforcement officials do not need to prove that the minor was compelled to engage in commercial sexual activity. ORC 2905.32 (A)(2)
- For 16-17 year olds, law enforcement officials do not need to prove that the minor was compelled to engage in commercial sexual activity if the trafficker is in a “position of authority” over the victim (as defined in section 2907.03 of the ORC, which includes parents or persons acting in loco parentis, teachers, coaches, and others). ORC 2905.32 (A)(3)
- For people with developmental disabilities, law enforcement officials do not need to prove that the person was compelled to engage in commercial sexual activity. ORC 2905.32 (A)(2)

**Criminal sanctions for traffickers and purchasers are as follows:**

- Trafficking in Persons is a first degree felony, with a mandatory minimum of 10 years in prison ORC 2905.32 (E)
- Sex traffickers are required to register as sex offenders (Tier II) and cannot live within 1,000 feet of a school ORC 2950.01 (F)(1)(g)
- Obstruction of Justice is a felony of the second degree in human trafficking cases ORC 2921.32 (C)(6)
- Advertising illicit massage parlor activity with the suggestion or promise of sexual activity is a prohibited activity punishable with a misdemeanor offense (Sec. 2917.17)
- Purchasing sex from a person with a developmental disability is a felony offense of the third degree (Sec. 2907.24)
- Purchasing sex from a minor is a felony offense, tiered as follows: (Sec. 2907.24)
  - For minors under the age of 16, the penalty is a felony of the third degree. Offender is required to register as a tier II sex offender.
  - For minors aged 16-17, the penalty is a felony of the fifth degree.

**Ohio has created a quasi- safe harbor for minors:**

- Judges can sentence minors to diversion programs to receive needed protection and treatment through the juvenile justice system ORC 2152.021 (F)
- Ohio's law prohibits public disclosure of the names of minor victims of trafficking by law enforcement agencies, even if they have criminal records (the law contains exceptions for criminal justice professionals, parents, attorneys, child welfare agencies, and others) (Sec. 149.435 (B))
- Courts can allow minors under the age of 16 to give testimony in preliminary hearings via closed circuit television to protect minors from facing traffickers directly (Sec. 2937.11 (D)(1)(a))
- Child welfare agencies and courts have the authority to terminate the parental rights of a parent convicted of trafficking his or her own child (Sec. 2151.414)

**There is also an intervention for adult victims:**

- Permits courts to accept an offender's request for intervention in lieu of conviction if the offender was a human trafficking victim at the time of the offense and that victimization was a factor leading to the offender's criminal behavior

**Ohio's laws create the look-back opportunity for expungement:**

- Both adults and minors may have prior convictions of prostitution or solicitation expunged if they can later prove that they were victims of human trafficking at the time of the offense ORC 2151.358 (E); ORC 2953.38

**There is also provision for possible compensation of damages through the provision of a civil remedy or a newly created victim's compensation fund:**

- Victims can pursue civil damages against traffickers ORC 2307.51
- The Ohio Department of Job and Family Services may administer compensation to identified trafficking victims through the Victims of Human Trafficking Asset Seizure Fund ORC 5101.87

**The statute provides for mandatory training of police officers and teachers through school district safety plans:**

- Law enforcement officers are required to receive human trafficking training through the Ohio Peace Officers Training Academy ORC 109.73
- School districts are required to incorporate human trafficking training content into safety and violence prevention training plans ORC 3319.073 (B)

**Finally, there is some provision for data collection through law enforcement:**

- Local law enforcement must report the number of human trafficking cases to the Ohio Attorney General's office to be released annually ORC 109.66

### **III. OHIO ADVISORY COMMITTEE COMMUNITY HEARING**

The Ohio Advisory Committee to the U. S. Commission on Civil Rights conducted a community hearing on June 5 and 6, 2013 investigating the causes and responses to Ohio's designation, in some reports, as one of the five worst states in the nation for human trafficking.

Among those who testified are Ohio State Representative Teresa Fedor; First Assistant U.S. Attorney Carole Rendon; FBI Special Agent James Hardie; Ohio Attorney General's Director of Children's Initiatives Melinda Sykes Haggerty; Toledo Police Department Detective Peter Swartz; human trafficking survivor and advocate leader Lee Campbell; human trafficking survivor and author Theresa Flores; Program Director for Second Chance and Toledo Area Ministries Mary Schmidbauer; AO Legal Director Megan Mattimoe; Director of Investigations at Reed Elsevier, Brett Bogan; University of Toledo Professor Celia Williamson; Professor Anthony Talbott; DOMA Program/Executive Director Jessica Dallas; and Abolition International Shelter Association VP Jeffrey Barrows. Former trafficker Deric Willoughby had accepted the Committee's invitation to testify as a witness but he did not appear.

Based on this testimony, the Committee identified eight areas of concern: perception of victims, acknowledgement and treatment of victims' mental health disabilities, data collection, evidence-based treatment protocols, victim services, professional training, public awareness, legislative policy, and labor trafficking prevention efforts.

## IV. FINDINGS AND RECOMMENDATIONS

Among their duties, advisory committees of the U.S. Commission on Civil Rights are authorized to advise the Commission (1) concerning matters related to discrimination or a denial of equal protection of the laws under the Constitution and the effect of the laws and policies of the Federal Government with respect to equal protection of the laws and (2) upon matters of mutual concern in the preparation of reports of the Commission to the President and the Congress.<sup>73</sup>

Below, the Committee offers to the Commission a summary of concerns identified throughout the Committee's inquiry. Following these findings, the Committee proposes for the Commission's consideration several recommendations that apply both to the State of Ohio and to the nation as a whole.

### A. Findings

The Committee has consolidated a list of the obstacles that appear to pose the greatest hindrance to Ohio's efforts to deal with human trafficking. It suggests that Ohio's overall human trafficking response framework may be enhanced in the following nine areas:

#### 1. Need for Education to Change Perceptions of Victim's as Survivors, Not Criminals

Through the Governor's Ohio Human Trafficking Task Force (established by executive order in 2012), there are several state agencies that are implementing victim-centered approaches to addressing trafficking. For example, The Ohio Department of Rehabilitation and Corrections and the Ohio Department of Youth Services implemented a screening/assessment tool to identify and refer potential victims in state-run prisons/juvenile detention facilities for services.<sup>74</sup> In addition, Ohio's human trafficking laws contain specific protections for victims – such as intervention in lieu of conviction for adults, safe harbor for minors, and victim compensation.<sup>75</sup>

While Ohio has made laudable progress in developing its legal framework to deal with human trafficking, some judges, prosecutors and law enforcement, and others, may still see victims as criminals. More work must be done to ensure that survivors of trafficking are recognized as such,

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<sup>73</sup> 45 C.F.R. § 703.2

<sup>74</sup> See 2015 Task Force Report:

<http://humantrafficking.ohio.gov/OhioHumanTraffickingTaskForceReport-July2015.pdf>.

<sup>75</sup> See Overview of State and Federal Laws: <http://humantrafficking.ohio.gov/links/Anti-Trafficking-Laws.pdf>.

rather than as offenders or criminals.<sup>76</sup> This approach should mirror the model used for other victims of violent crime and parallel the approach currently being adopted by the federal government in dealing with human trafficking victims.<sup>77</sup>

## **2. Need for Recognition of Trafficking Victims as Survivors of Severe Psychological Trauma Resulting in Mental Health Disabilities**

Many may fail to recognize that trafficking victims suffer physical and mental abuse causing mental symptoms consistent with the psychological effects of trauma. Thus, many trafficking victims suffer from mental health disabilities with special treatment needs that are unique to this victim group. More needs to be done to heighten awareness of the need for victims to have access to mental health services.<sup>78</sup>

A trauma-informed approach to supporting victims of trafficking parallels the model being adopted by the federal government<sup>79</sup> and includes educating those who work with trafficking victims to create an understanding of the physical, social, and emotional impact of trauma on the individual, as well as on the professionals who help them. A trauma-informed approach to helping survivors

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<sup>76</sup> Testimony of Lee Campbell, Human Trafficking Survivor, Advocate Leader, Member, Second Chance, Street Outreach Program, *Briefing Transcript* at 4-11. Haggerty, *Briefing Transcript* at 25-29; Rendon, *Briefing Transcript* at 8, 72-73; Testimony of Teresa Fedor, 47th House District Representative, *Briefing Transcript*, at 124; Testimony of Dr. Celia Williamson, Professor of Social Work and Criminal Justice at the University of Toledo; Williamson, *Briefing Transcript* at 38-45.

<sup>77</sup> Federal Strategic Action Plan, *supra note 5*, at 8. Since the time this report was first drafted, Ohio has made significant changes and improvements to its laws. See 2015 Task Force Report: <http://humantrafficking.ohio.gov/OhioHumanTraffickingTaskForceReport-July2015.pdf>

<sup>78</sup> Barrows, *Briefing Transcript* at 93-95, 105-06; Campbell, *Briefing Transcript* at 4-11, 24-25; Testimony of Mary Schmidbauer, Program Director, Second Chance, Toledo Area Ministries, *Briefing Transcript* at 58-60; Fedor, *Briefing Transcript* at 105, 116; Hardie, *Briefing Transcript* at 123-24; Testimony of Peter Swartz, Detective for the Toledo Police Department assigned to the Northwest Ohio Violent Crimes Against Children Task Force, *Briefing Transcript* at 121.

<sup>79</sup> Federal Strategic Action Plan, *supra note 5*, at 10. Ohio has also worked to do the same and should continue its efforts. See 2015 Task Force Report: <http://humantrafficking.ohio.gov/OhioHumanTraffickingTaskForceReport-July2015.pdf>

on their path to recovery should act in tandem with a victim-centered approach used by the criminal justice system (*see finding #1*).<sup>80</sup>

### 3. Data Collection

Data is an essential component of any comprehensive anti-human trafficking strategy. Without accurate data, it is impossible to measure the prevalence of Ohio-based trafficking activities or evaluate the effectiveness of programs intended to end human trafficking. At the time of the Committee's hearing, there was a lack of quality, Ohio-specific human trafficking data. Survey results and interview responses revealed that there are hundreds, perhaps even thousands, of victims being trafficked within Ohio.<sup>81</sup> Additionally, vulnerable populations and men and boys are often under-identified as victims, further driving unreliable statistics.<sup>82</sup>

The Ohio Human Trafficking Commission reports annual human trafficking case information and data to the Ohio Attorney General's office.<sup>83</sup> As in-state agencies improve their ability to measure human trafficking incidents, Ohio will be better equipped to identify trafficking trends and patterns, develop targeted anti-trafficking programs and policies, and support funding requests by government agencies and victim service providers.

The State of Ohio Human Trafficking Commission and the Attorney General's Office should continue its work to establish a standard, comprehensive method for capturing and storing human trafficking data from all entities that interact with human trafficking victims. Special attention should be paid to ensure that reliable data is collected on vulnerable populations.<sup>84</sup> Then, rigorous study of the various approaches to dealing with human trafficking and its victims must be

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<sup>80</sup> Barrows, *Briefing Transcript* at 93-95, 106; Campbell, *Briefing Transcript* at 4-11, 24-25; Schmidbauer, *Briefing Transcript* at 58-60; Fedor, *Briefing Transcript* at 105, 116; Hardie, *Briefing Transcript* at 123-24; Swartz, *Briefing Transcript* at 121.

<sup>81</sup> Haggerty, *Briefing Transcript* at 21, 27; Williamson, *Briefing Transcript* at 69-70.

<sup>82</sup> Williamson *Briefing Transcript* at 59-61; Haggerty, *Briefing Transcript* at 61-62; Testimony of Jessica Dallas, Program Director, Executive, DOMA, *Briefing Transcript* at 62; Feder, *Briefing Transcript* at 110; Hardie, *Briefing Transcript* at 135, 147-48; Schmidbauer, *Briefing Transcript* at 58-61, 79.

<sup>83</sup> See their annual human trafficking reports here: <http://www.ohioattorneygeneral.gov/HumanTrafficking> (see "Publications").

<sup>84</sup> Williamson *Briefing Transcript* at 59-61; Haggerty, *Briefing Transcript* at 61-62; Dallas, *Briefing Transcript* at 62; Feder, *Briefing Transcript* at 110; Hardie, *Briefing Transcript* at 135, 147-48; Schmidbauer, *Briefing Transcript* at 58-61, 79.

conducted in order to compile data on outcomes. This outcomes analysis will allow for the most effective approaches to be scaled and expanded.<sup>85</sup>

#### 4. Need for Evidence-Based Protocols

In tandem with the need for data collection is the need for formal evaluation of programs so that effective services and evidence-based practices can be identified and adopted. Comprehensive standards of care do not appear to exist to assure that victims of human trafficking receive consistent quality of care and to guide the development of programs that are effective, trauma informed, culturally appropriate, and gender appropriate, and protect the safety of staff and victims alike.<sup>86</sup> Uniform standards of care should be implemented by victim services agencies, county child welfare agencies, local county health departments and other agencies that interact with victims.

#### 5. Need to Fill Gaps in Services

The Ohio Human Trafficking Task Force works closely with the Ohio Network of Anti-Human Trafficking Coalitions and the Ohio Network of Children's Advocacy Centers to identify gaps in strategies for identifying and serving human trafficking victims. Several coalitions have conducted needs assessments in recent years.<sup>87</sup>

While much progress has been made, significant gaps exist within the state's human trafficking victim servicing framework and substantial obstacles may impede policymakers' ability to address them, including a lack of funding and specialized resources.<sup>88</sup> Trafficking victims typically require numerous types of emergency and long-term services. Needed services include intensive case management, victim advocacy, medical and dental care, mental health treatment, substance abuse

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<sup>85</sup> Williamson *Briefing Transcript* at 59-61; Haggerty, *Briefing Transcript* at 61-62; Dallas, *Briefing Transcript* at 62; Feder, *Briefing Transcript* at 110; Hardie, *Briefing Transcript* at 135, 147-48; Schmidbauer, *Briefing Transcript* at 58-61, 79.

<sup>86</sup> Talbot, *Briefing Transcript* at 102-03; Schmidbauer, *Briefing Transcript* at 75-76; Dallas, *Briefing Transcript* at 76-77; Testimony of Megan Mattimoe, Legal Advocacy Director, AO, *Briefing Transcript* at 77-78: *see also* Heather J. Clawson and Nicole Dutch, *Addressing the Needs of Victims of Human Trafficking: Challenges, Barriers, and Promising Practices* (2008).

<sup>87</sup> (e.g. Central Ohio, Southwest Ohio, Northwest Ohio, etc.). See a full list of Ohio's coalitions here: <http://humantrafficking.ohio.gov/coalitions.html>

<sup>88</sup> Testimony of Dr. Tony Talbott, Professor of Human Rights and Political Science, University of Dayton *Briefing Transcript* at Talbot, 102-03; Haggerty, *Briefing Transcript* at 26-27, 55; Barrows, *Briefing Transcript* at 96; Campbell, *Briefing Transcript* at 29-31; Mattimoe, *Briefing Transcript* at 42-43.

treatment, shelter/housing, food, support groups, interpretation/translation services, literacy education, and employment and training services, as well as immigration and other legal assistance.<sup>89</sup>

Of particular concern is the availability of mental health services for those with mental health disabilities caused by the mental and physical abuse of traffickers. Sustainable housing is also a significant issue in achieving long-term recovery and self-sufficiency for human trafficking survivors. There is a lack of safe and appropriate housing options to meet the specific needs of victims.<sup>90</sup>

Additional resources from both government and nongovernmental sources are needed to provide comprehensive long-term care and key legal services for all victims. There are also particularly underserved populations, including runaway youth,<sup>91</sup> male, and transgender victims.<sup>92</sup>

## 6. Professional training

Many professionals who regularly come into contact with trafficking victims may fail to recognize indicators of human trafficking, in part due to lack of training. Professionals such as healthcare providers (including those working in community clinics and emergency rooms), long-term care workers (home healthcare, assisted living, nursing home and hospice), child welfare workers, mental health and substance abuse treatment professionals, those working with homeless populations, human service providers, and others are likely to encounter potential victims but may not be required to incorporate human trafficking training into their existing training requirements.<sup>93</sup>

In addition, these providers are not necessarily trained to deal with the special needs of trafficking victims by using specialized victim-centered, trauma-informed approaches.<sup>94</sup> Training is needed

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<sup>89</sup> Barrows, *Briefing Transcript* at 93-95; Campbell, *Briefing Transcript* at 4-40; Mattimoe, *Briefing Transcript* at 43-45; Schmidbauer, *Briefing Transcript* at 56-61; Dallas, *Briefing Transcript* at 64-68.

<sup>90</sup> Barrows, *Briefing Transcript* at 93-94; Hardie, *Briefing Transcript* at 129-31; Campbell, *Briefing Transcript* at 4-40.

<sup>91</sup> Haggerty, *Briefing Transcript* at 29; Williamson, *Briefing Transcript* at 36; Testimony of Brett Bogan, Director of Investigations, Care Champion, Reed Elsevier, *Briefing Transcript* at 122-23.

<sup>92</sup> Williamson, *Briefing Transcript* at 60; Haggerty, *Briefing Transcript* at 61; Rendon, *Briefing Transcript* at 62.

<sup>93</sup> Haggerty, *Briefing Transcript* at 23; Talbot, *Briefing Transcript* at 76; Campbell, *Briefing Transcript* at 29-31; Barrows, *Briefing Transcript* at 85-92, 104-05, 110-111.

<sup>94</sup> Barrows, *Briefing Transcript* at 92-94.

so that these providers can recognize signs and symptoms of trafficking, report them to law enforcement officials, and respond to the unique trauma-recovery needs of victims.

Ohio has access to standardized, general human trafficking victim assessment tools for service providers who may interact with human trafficking victims. The screening tool was developed by the Governor's Human Trafficking Task Force in partnership with the Ohio Department of Rehabilitation and Correction and the Ohio Department of Mental Health and Addiction Services (The Ohio Department of Youth Services uses a screening tool from Covenant House) – each of these agencies have trained their staff on administering the screening tool. Ohio has also begun efforts to train law enforcement professionals and those working in the school systems. However, training in the use of these tools must be extended to all professionals likely to encounter potential victims.<sup>95</sup> The Governor's Task for screening tool is publicly available at: [www.humantrafficking.ohio.gov](http://www.humantrafficking.ohio.gov), though some agencies have their own screening process and/or protocol for identifying and serving potential victims of human trafficking. In addition to these general screening tools, specialized victim-centered, trauma-informed programming and training for service providers should be developed.<sup>96</sup>

## 7. Legal Framework

Ohio is only one of eight states failing to strengthen its anti-trafficking laws by eliminating requirement of proof for child sex trafficking of force, fraud, or coercion for all victims under the age of 18 years.

Forty-two other states and the federal government do not require the proof for child sex trafficking of force, fraud, or coercion for all victims under the age of 18 years.<sup>97</sup>

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<sup>95</sup> Haggerty, *Briefing Transcript* at 23; Talbot, *Briefing Transcript* at 76-77; Campbell, *Briefing Transcript* at 29-31; Barrows, *Briefing Transcript* at 85-92, 104-05, 110-112.

<sup>96</sup> Barrows, *Briefing Transcript* at 92-94. Since the testimony, The Governor's Task Force developed an online 50-minute human trafficking training that is offered to licensed professionals who are licensed through a state board or commission for 1 free hour of continuing education (see training here: <https://www.apps.das.ohio.gov/HT/>); The State of Ohio Medical Board developed separate video trainings for their licensees on both sex and labor trafficking (see videos here: <http://med.ohio.gov/>). See a list of Ohio boards and commissions who offer and/or mandate human trafficking training for continuing education (pg. 53): <http://humantrafficking.ohio.gov/OhioHumanTraffickingTaskForceReport-July2015.pdf>

<sup>97</sup> Haggerty, *Briefing Transcript* at 20.

## 8. Labor Trafficking

While Ohio law addresses both sex-trafficking and labor trafficking, as of March 2014 there have been no convictions for labor trafficking in the state.<sup>98</sup> Testimony indicated that Ohio does have a labor trafficking problem—with immigrant populations especially vulnerable.<sup>99</sup> All law enforcement are mandated to receive human trafficking training through the Ohio Peace Officer Training Academy (OPTA). However, in light of labor trafficking victims' likely fear of deportation and heightened avoidance of law enforcement, it may be necessary to provide training and education to other professionals, including healthcare providers (such as those working in community clinics and emergency rooms), long-term care workers (home healthcare, assisted living, nursing home and hospice), child welfare workers, mental health and substance abuse treatment professionals, those working with homeless populations, human service providers, and others likely to encounter potential victims.<sup>100</sup>

## 9. Public Awareness

Human trafficking is a hidden crime. As such, many citizens are unaware that human trafficking happens in Ohio. The Ohio Human Trafficking Task Force and the Office of Criminal Justice Services are currently implementing a federal grant through the U.S. Department of Health and Human Services, Office of Refugee Resettlement to conduct strategic outreach to at-risk foreign national populations.<sup>101</sup> The Ohio Office of Criminal Justice Services also rolled out a strategic awareness campaign to targeted strategic locations to identify potential victims.<sup>102</sup>

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<sup>98</sup> Alan Johnson, *Ohio officials put focus on labor trafficking, too*, THE COLUMBUS DISPATCH (Aug. 13, 2013), <http://www.dispatch.com/content/stories/local/2013/08/13/officials-put-focus-on-labor-trafficking-too.html>.

<sup>99</sup> Rendon, *Briefing Transcript* at 8.

<sup>100</sup> Alan Johnson, *Ohio officials put focus on labor trafficking, too*, THE COLUMBUS DISPATCH (Aug. 13, 2013), <http://www.dispatch.com/content/stories/local/2013/08/13/officials-put-focus-on-labor-trafficking-too.html>.

<sup>101</sup> Human Trafficking Task Force, *Fighting Human Trafficking in Ohio: The Combating Human Trafficking in Ohio Program*, (Oct. 14, 2016), <http://www.humantrafficking.ohio.gov/links/CombatingTraffickinginPersonsinOhio-HHS.pdf>.

<sup>102</sup> Posters in English, Spanish, Arabic, Mandarin and French. Awareness materials can be found here: <http://www.humantrafficking.ohio.gov/campaign.html>.

In addition to reaching potential victims, more awareness efforts are needed to educate the general public about human trafficking, in particular labor trafficking, which can happen within local businesses, communities, and homes, often without community recognition.<sup>103</sup>

Expanded outreach to targeted groups and communities that may encounter victims should be instituted.<sup>104</sup> This outreach should focus on creating a general awareness and understanding of the indicators of trafficking so that Ohio citizens can begin to recognize the signs associated with human trafficking and identify its victims. That recognition, coupled with the resulting tips to law enforcement, may help identify more victims, direct them to the appropriate service providers, and bring their traffickers to justice. To this end, additional materials should be designed for both the general public and for targeted audiences in line with the posters, billboards, and outreach cards that are currently being used.<sup>105</sup> Ohio should also enhance its engagement with non-profit and for-profit partners to create and distribute new materials and to drive awareness campaigns. These resources should be made available on the state administered portal.<sup>106</sup>

## B. Recommendations

Among their duties, advisory committees of the U.S. Commission on Civil Rights are authorized to advise the Commission (1) concerning matters related to discrimination or a denial of equal protection of the laws under the Constitution and the effect of the laws and policies of the Federal Government with respect to equal protection of the laws and (2) upon matters of mutual concern in the preparation of reports of the Commission to the President and the Congress.<sup>107</sup>

The Committee's recommendations include the following:

- I. The U.S. Commission on Civil Rights should conduct a national study on the incidence and impact of human trafficking in the United States, through a civil rights perspective. This study should include:

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<sup>103</sup> Talbot, *Briefing Transcript* at 76-77; Campbell, *Briefing Transcript* at 29-31; Rendon, *Briefing Transcript* at 18; Haggerty, *Briefing Transcript* at 23-26; Barrows, *Briefing Transcript* at 100-101; Bogan, *Briefing Transcript* at 87-95.

<sup>104</sup> See *supra* note 64 for the definitions of the special meanings of the terms "outreach" and "awareness."

<sup>105</sup> Human Trafficking Task Force, *Human Trafficking Ohio's Tragic Reality*, <http://humantrafficking.ohio.gov/campaign.html>.

<sup>106</sup> Human Trafficking Task Force, <http://humantrafficking.ohio.gov/>.

<sup>107</sup> 45 C.F.R. § 703.2

- a. Special attention to questions of disparate impact and equal protection on the basis of sex, national origin, disability status, and age;
  - b. An evaluation of the quality and availability of national human trafficking data;
  - c. An assessment of best practices including state and local policies that have demonstrated particular effectiveness in preventing, identifying, and responding to human trafficking;
  - d. An assessment of national and foreign policy recommendations to address identified civil rights concerns.
- II. The U.S. Commission on Civil Rights should issue the following, formal recommendation to the Ohio Governor and the Ohio Legislature:
- a. Consistent with 42 other states, and the federal government, the Ohio Legislature should revise its human trafficking statutes such that proof of force, fraud, or coercion is not required in any case where a trafficking victim is under the age of 18 years.
  - b. The Ohio Legislature should require that all healthcare, child welfare, and other appropriate human service providers licensed by the state receive regular training regarding identifying and responding to victims of human trafficking.
    - i. Providers included in this requirement may be identified as recommended by the Ohio Human Trafficking Task Force.
    - ii. Such training may be in accordance with or in expansion of that which has already been developed by The Ohio Human Trafficking Task Force.<sup>108</sup>
- III. The U.S. Commission on Civil Rights should issue the following, formal recommendations to the Ohio Human Trafficking Task Force:
- a. The Task Force should conduct a comprehensive study to identify any outstanding gaps in human trafficking related services, including dedicated housing, basic life-skills training, and medical and legal assistance in all counties throughout the state. As Ohio works to fill identified gaps in its servicing framework, a focus should be on building services that will help victims to become independent and reintegrate

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<sup>108</sup>Human Trafficking Training, <https://www.apps.das.ohio.gov/HT/>.

into society.<sup>109</sup> Although most victims are minority women, additional services may also be required for victims who are men and boys, and the lesbian, gay, bisexual, transgender, and questioning community.

- b. In addition to training materials already available to assist human service professionals in identifying trafficking victims, the Task Force should work to develop best practice guidelines for service providers relating to instituting victim-centered, trauma-informed programming.
- IV. The U.S. Commission on Civil Rights should recommend that the U.S. Congress and appropriate federal agencies increase funding for combating human trafficking appropriately to carry into effect Recommendations I-III, listed above.

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<sup>109</sup> Barrows, *Briefing Transcript* at 93-95; Campbell, *Briefing Transcript* at 4-40; Mattimoe, *Briefing Transcript* at 43-45; Schmidbauer, *Briefing Transcript* at 56-61; Dallas, *Briefing Transcript* at 64-68.

## V. SUMMARY OF HEARING TESTIMONY, JUNE 5-6, 2013

### A. Panel One Presentations

#### 1. *Testimony of Carole Rendon, First Assistant U.S. Attorney, Northern District of Ohio*

Ms. Carol Rendon began her presentation by informing the committee that human trafficking is “just one small subset” of what her office handles within their docket of human rights issues.<sup>110</sup> Ms. Rendon stated that her office has made great strides in the fight against modern day slavery.<sup>111</sup> Those strides have come in the form of numerous indictments, long prison sentences, strong partnerships with other law enforcement agencies, strong partnerships with nonprofit organizations, social service agencies, religious groups and other organizations that “provide critical services to the victims and survivors of these crimes.”<sup>112</sup> Ms. Rendon then reviewed some of the benefits that these partnerships have allowed such as better perspective on working with these issues and stronger ties with the relevant community.<sup>113</sup>

Ms. Rendon stated that her office has been able to use these “outreach efforts to educate those who might offer the best hope of seeing and reporting these crimes.”<sup>114</sup> “We are almost always working these cases in a task force-like setting.”<sup>115</sup> She stated that her office has been able to put on numerous training programs for state and local law enforcement agencies, prosecutor’s offices, schools, casinos and hotel/motel associations. However, Ms. Rendon stated that while these are noteworthy achievements, they “have in no way, shape, or form eradicated the plague that is modern day slavery.”<sup>116</sup>

Ms. Rendon then gave a short review of the success that her office has had since human trafficking became a focus in 2010. Since 2010 her office has prosecuted 30 defendants, in approximately 15 different charging documents, many of which had multiple victims. Most of these crimes took

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<sup>110</sup> Rendon Testimony, *Briefing Transcript*, pp. 6-7.

<sup>111</sup> *Ibid.*, 7.

<sup>112</sup> *Ibid.*, 7.

<sup>113</sup> *Ibid.*, 8.

<sup>114</sup> *Ibid.*, 8.

<sup>115</sup> *Ibid.*, 49.

<sup>116</sup> *Ibid.*, 8.

place either in greater Cleveland area or in the Toledo metropolitan area. Ms. Rendon pointed out that human trafficking task forces have been set up in both areas through law enforcement partnerships lead by FBI.<sup>117</sup>

The Committee asked if there was a possibility for convicted offenders to get out of prison early, and what happens after the offender is released. Ms. Rendon stated that many of these offenses carry a minimum mandatory term of incarceration of 15 years. There is a little bit of good time credit that federal prisoners get, but it amounts to 54 days every 12 months. “So, if [the offender] is sentenced to 15 years [he/she is] going to do a significant amount of time in prison.”<sup>118</sup> Ms. Rendon then clarified that when an offender gets out of prison he/she is on supervised release, often for an extended period of time. Ms. Rendon further clarified that in the federal system “we do not arrest the victims of sex trafficking ever [and] we don’t arrest juveniles.”<sup>119</sup> “We treat these individuals as they are, which is victims of a horrific crime.”<sup>120</sup>

Ms. Rendon then described four cases that the U.S. Attorney’s Office for the Northern District of Ohio has dealt with. She began with the case of Anthony Willoughby.<sup>121</sup> Anthony Willoughby came across a 16-year-old runaway. He convinced her that she was his girlfriend until he began forcing her to have sex with other men for money. He then forced her to walk LAGRANGE Street. According to testimony at trial Willoughby beat the girl on at least three occasions when she resisted. Last year Anthony Willoughby was sentenced to 30 years in prison.

The second case was Deric Willoughby, Anthony Willoughby’s uncle. Inspired by his uncle, Deric Willoughby kidnapped two young girls, ages 12 and 14, from Toledo.<sup>122</sup> He took them to Michigan and forced them to engage in sex for money with numerous men.

The third case was that of Ernest McClain and his girlfriend, Chardee Barfield. This couple found a girl that ran away from Columbus Ohio and ended up in Cleveland. Before long, McClain and Barfield forced the girl to have sex with strangers for money. These encounters took place in Cleveland Ohio and in Pennsylvania. The teen was forced to have sex with up to 10 men a day and, according to records that were introduced as evidence at court, was forced to have sex with

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<sup>117</sup> Ibid., 9.

<sup>118</sup> Ibid., 51.

<sup>119</sup> Ibid., 51.

<sup>120</sup> Ibid., 52.

<sup>121</sup> Ibid., 10.

<sup>122</sup> Ibid., 11.

over 200 men in one month. McClain also had a number of adult women who he forced to sell themselves for sex for money. He reportedly beat these women repeatedly to keep them under his control.

The final case that Ms. Rendon discussed was the case of Pearline Richardson, a woman who lived in Cleveland.<sup>123</sup> Like many of the defendants mentioned, Richardson used Backpage.com to advertise the girls and woman she was selling. In one example a 16-year-old who was resisting being forced to have sex for money began crying. Richardson reportedly said, ‘you don’t matter, the money matters.’ Richardson is currently serving 11 years in federal prison.

Ms. Rendon stated that these are examples of just a few of the cases that the U.S. Attorney’s office has prosecuted in the last few years. Currently the office has several cases that are under indictment. Ms. Rendon stated that she “could go on and on and on describing these horrific crimes, [and] prosecutions.”<sup>124</sup>

Ms. Rendon then stated that as her office looks at these cases with 20/20 hindsight they are always amazed by the warning signs that people either missed or ignored. “The warning signs are almost always there. We have to learn not to miss them.”<sup>125</sup> To emphasize her message Ms. Rendon pointed to the recent escape in Cleveland of three young women that had been missing for over a decade. “Those young women were being held captive in a home that is two miles from my office in Downtown Cleveland . . . many people in that neighborhood and in the surrounding areas have been asking themselves did we miss any warning signs, could we have known, should we have known?”<sup>126</sup>

Ms. Rendon then testified that the day after these three women escaped her office filed charges in another human trafficking case in Elyria. In this case, Jeremy Mack and Ashley Onysko were providing drugs to high school students, mostly girls. Once the girls were hooked on the drugs, the couple would force them to pose for pictures that were then posted on Backpage.com. Eventually the girls would build up a drug debt and were forced to engage in sex acts for money. Jeremy Mack is accused of using a gun to threaten these girls and also of choking and hitting them. “While we

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<sup>123</sup> Ibid., 12.

<sup>124</sup> Ibid., 13.

<sup>125</sup> Ibid., 14.

<sup>126</sup> Ibid., 15.

rejoice in the escape of the women on Seymour Avenue we must always remind ourselves that human trafficking is always around us hiding in plain sight.”<sup>127</sup>

Ms. Rendon also stated that strides have been made in changing the mindset of law enforcement through increased and improved training that has been created over the last few years. The Pimps used to tell their victims that they cannot go to the police because they will arrest them and charge them with prostitution. But, according to Ms. Rendon, this is changing as law enforcement officers are learning how they should approach and work with these victims.<sup>128</sup>

Ms. Rendon continued her testimony by praising the work that has been done by the nonprofit Collaborative Initiative to End Human Trafficking, which includes “the Salvation Army, the Cleveland Rape Crisis Center, Bellefaire JCB and so many others.”<sup>129</sup> Ms. Rendon explained that while law enforcement is good at a lot of things they are not good at providing food, shelter, clothing, medical treatment and other things necessary for these women to return to a normal lifestyle, which these nonprofit organizations provide. “When the criminal case is over and the perpetrator is sent to prison, there is still a ton of work to be done helping these survivors.”<sup>130</sup> Ms. Rendon stated that since these nonprofit organizations play such an important role her office has made it a priority to meet with them on a continuing basis.

Ms. Rendon stated that sex trafficking isn’t the only form of human trafficking in our area. “We must remind people that labor trafficking exists in our state, and even if the vast majority of the criminal cases brought today fall into the category of commercial sex trafficking, labor trafficking is out there, and it is a problem.”<sup>131</sup> When the Committee asked Ms. Rendon to clarify the difference between labor exploitation and labor trafficking she stated, “anyone who is brought into the United States illegally . . . undocumented . . . for the purpose of working at . . . absurdly low wages . . . and has no way out of the system is being trafficked.”<sup>132</sup>

The Committee asked why labor trafficking does not get reported as much as sex trafficking. Ms. Rendon replied that it is an area that is very difficult to break into.<sup>133</sup> There is also resistance on

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<sup>127</sup> Ibid., 16.

<sup>128</sup> Ibid., 13.

<sup>129</sup> Ibid., 16.

<sup>130</sup> Ibid., 16.

<sup>131</sup> Ibid., 18.

<sup>132</sup> Ibid., 47.

<sup>133</sup> Ibid., 49.

the part of many of these communities to come forward. There is a fear that people will be reported. There is also a fear of family that was left behind in another country being injured by the trafficking organization.<sup>134</sup> Ms. Rendon testified that most trafficking organizations are “rooted in China, Mexico, Russia, or the Ukraine.”<sup>135</sup> Ms. Rendon stated her office has huge numbers of tools at their disposal that allows them to keep these victims here in the United States and helps them get documented status in exchange for help in the investigation.

The Committee then asked about how those that are recruiting trafficking victims are handled. Ms. Rendon stated that recruiting is already a federal offense “to knowingly in or affecting interstate commerce recruit, entice, harbor, transport, provide, or maintain by any means a person knowing or in reckless disregard of the fact that that person has not obtained the age of 18 years and will be caused to engage in a commercial sex act.”<sup>136</sup>

When asked how the traffickers are advertising their services Ms. Rendon testified that “this is a huge problem on the internet . . . many of our cases involve ads that are placed on Backpage.com.”<sup>137</sup> Ms. Rendon stated that federal jurisdiction focusses on anything that affects interstate jurisdiction, so when a trafficker uses the internet to advertise that is interstate commerce. “The fact that these young girls are advertised on Backpage.com is critical to our ability to bring federal charges.”<sup>138</sup> The Committee asked a follow up about why it is difficult to find the offers and services that are being so openly advertised. Ms. Rendon stated “on Backpage.com people don’t advertise that they have children for sale for sexual acts . . . there’s a whole subtext and subculture . . . amongst the traffickers . . . When people call to arrange to have these sexual encounters, there’s a whole jargon that is used to determine whether . . . it’s going to be an adult or a child, but that is something that you can’t see by looking at an ad.”<sup>139</sup> Ms. Rendon continued stating that “you can’t identify the person by looking at Backpage.com . . . [They don’t] give you a phone number that you call and you’re going to talk to the victim. You’re not. You’re going to talk to somebody within the organization who’s going to set up the exchange.”<sup>140</sup>

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<sup>134</sup> Ibid., 47-48.

<sup>135</sup> Ibid., 48.

<sup>136</sup> Ibid., 56.

<sup>137</sup> Ibid., 57.

<sup>138</sup> Ibid., 58.

<sup>139</sup> Ibid., 66.

<sup>140</sup> Ibid., 66.

Ms. Rendon then stated that law enforcement does do undercover work, but they have very, very limited resources. So, they are unable to set up a massage with every individual that advertises on Backpage.com. They have to make sure that they can make a federal case because it is either a juvenile, or there is force, fraud or coercion. “So, it becomes difficult to start the investigations.”<sup>141</sup>

When asked who what community is at a heightened risk for trafficking Ms. Rendon testified, “we do in our office a significant amount of outreach to the LGBT community on a broad range of subjects . . . because that community is so at risk for large numbers of various human rights violations.”<sup>142</sup>

The Committee then asked Ms. Rendon to clarify the difference between the federal law enforcement and what happens at the state and local levels. Ms. Rendon testified that it is not a federal offense to engage in commercial sex trafficking necessarily if there is no fraud, force, or coercion or there isn’t an individual who’s under the age of 18. Prostitution is not a federal offense,<sup>143</sup> and the federal system does not have jurisdiction to prosecute juveniles.<sup>144</sup> At the state and local level you may see the government rounding up women who are engaged in prostitution. “That is why we have done so much training . . . with our state and local counterparts so that they understand when they come across [someone] in commercial sex trafficking that they are not a prostitute, they are a victim and that they need to be treated accordingly . . . that is the time when they need to . . . call the FBI or one of the task forces.”<sup>145</sup>

Ms. Rendon stated that it is up to all of us to be aware of the problem and report it. “Look around when you’re at a nail salon, in a restaurant, at a nursery, at a farmer’s market, and if you see something that seems odd or wrong, make that phone call, report it. If you see something, say something.”<sup>146</sup>

Ms. Rendon concluded her testimony by stating that although her office has made great strides in getting long prison sentences for perpetrators, building relationships with social service and NGO

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<sup>141</sup> Ibid., 67.

<sup>142</sup> Ibid., 62.

<sup>143</sup> Ibid., 72.

<sup>144</sup> Ibid., 73.

<sup>145</sup> Ibid., 72.

<sup>146</sup> Ibid., 18.

partners, and in trying to change the mindset of law enforcement, key industries, and the public, “much work remains.”<sup>147</sup>

## ***2. Testimony of Melinda Sykes Haggerty, Director of Children's Initiatives for Ohio Attorney General Mike DeWine***

As Director of Children’s Initiatives, Ms. Haggerty is “responsible for covering the issues of human trafficking, child welfare, juvenile justice and mental health issues.”<sup>148</sup> She reminded the committee that “it’s all about vulnerability and preying upon our young children.”<sup>149</sup>

Ms. Haggerty started by giving an update of what is happening at the state level. Ms. Haggerty stated that she facilitates the Attorney General’s Human Trafficking Commission (HTC). The HTC is a group of about 50 people from across the state including law enforcement, prosecutors, faith-based organizations, and victim service providers that are interested in combatting human trafficking.<sup>150</sup> At the time of Ms. Haggerty’s testimony HTC was working hard on House Bill 130, the End Demand Act. The goal of the legislation was to make Ohio’s anti-trafficking laws similar to the laws at the federal level that do not require proof of force, fraud or coercion for a minor victim. “We know that these . . . minors who are being commercially sex trafficked are victims, and we need our state laws to reflect that fact and make it easier for law enforcement to put . . . traffickers behind bars where they belong.”<sup>151</sup>

Ms. Haggerty stated that HTC had six subcommittees and other branches that are working on the human trafficking issue. She then reported on what several of these subcommittees have been doing.

The Research and Analysis subcommittee was focusing on trying to find out how prevalent the human trafficking problem in Ohio is. “Everyone is collecting different types of data, so it makes it difficult to say . . . how many people in Ohio have been trafficked. The victim service community keeps their own data and stats, the FBI has statistics, and [the data] is . . . kept everywhere . . . We’ve been working very hard . . . to figure out what does trafficking look like here [in Ohio].”<sup>152</sup>

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<sup>147</sup> Ibid., 18.

<sup>148</sup> Haggerty Testimony, *Briefing Transcript*, p. 19.

<sup>149</sup> Ibid., 19.

<sup>150</sup> Ibid., 20.

<sup>151</sup> Ibid., 20-21.

<sup>152</sup> Ibid., 21.

The Prevention and Education Awareness subcommittee looks at ways to increase public awareness. Therefore, through series of webinars, the subcommittee started educating teachers who had never received any assistance or training on human trafficking. “As we started educating teachers we heard things like, ‘well . . . I had a student in my class with her cell phone, and it would be really bizarre because someone would text her and she would just leave automatically in the middle of the school day.’ [The teachers were identifying] all these signs and symptoms . . . that they hadn’t been associating with human trafficking . . . that was really exciting.”<sup>153</sup>

The Demand Reduction subcommittee asks “how can we reduce the demand for sex in Ohio?”<sup>154</sup> Part of the End Demand Act is really targeting the Johns who are purchasing the children.

The Law Enforcement subcommittee “has been looking at state law enforcement and getting them on the same page as the federal law enforcement.”<sup>155</sup>

The Victim Services subcommittee focusses on trying to provide standards for service for human trafficking victims.<sup>156</sup> Ms. Haggerty testified that “we haven’t been treating these victims for long enough to really have a good set of best practices.”<sup>157</sup>

Ms. Haggerty stated that in addition to what HTC has been doing, the Attorney General’s office has influence upon different areas. One of these areas is the Ohio Peace Officer Training Academy. The Attorney General’s office is responsible for providing the basic training at the academy for all law enforcement in the State of Ohio. Ms. Haggerty stated that House Bill 262 requires that all law enforcement “have as part of their basic peace officer training some training in [human] trafficking. In order to support this initiative the Attorney General’s office created a “series of online trainings for local law enforcement because tight budgets [made] it really difficult for [officers] to get to [the] . . . physical training places. Ms. Haggerty stated that she has seen “a great response from local law enforcement.”<sup>158</sup> She said that she had received calls in the last two weeks from officers who called to see if what they were seeing was a case in human trafficking.

Ms. Haggerty stated that the General Attorney’s Bureau of Criminal Investigation (BCI) is part of the Northwest Ohio Task Force. The General Attorney has also started a task force in Central Ohio,

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<sup>153</sup> Ibid., 22.

<sup>154</sup> Ibid., 22.

<sup>155</sup> Ibid., 22.

<sup>156</sup> Ibid., 22.

<sup>157</sup> Ibid., 23.

<sup>158</sup> Ibid., 23-24.

the central Ohio Human Trafficking Task force. These are law enforcement task forces that have multi-jurisdiction in these areas. Ms. Haggerty stated that these task forces “have been very successful since they started in the fall of 2012.” At the time of her testimony there had been four cases that the accused parties had pled and one case that was in process of prosecution.<sup>159</sup>

Ms. Haggerty stated that through the Missing Children’s Clearing House they had found a “connection between kids who are missing and kids who are being trafficked.”<sup>160</sup>

Ms. Haggerty testified that the General Attorney’s office was looking at Ohio’s crime victim compensation. The laws were preventing victims who had been drugged by their traffickers from accessing needed funds to help with their recovery. But, “sometimes the drug addiction is part of the victimization, and . . . we don’t want to be disqualifying our human trafficking victims for something that was part of their victimization.”<sup>161</sup> Ms. Haggerty testified that the General Attorney’s office has been “looking at ways [it] can fix our crime victims compensation section to really have people who are trained in human trafficking to be looking at that issue.”<sup>162</sup>

To conclude her remarks about what her office had been doing Ms. Haggerty stated that she was “noticing at the state level we’ve done a really great job on public awareness. I’m out all the time speaking on human trafficking to [different groups].”<sup>163</sup>

After reviewing the things that the General Attorney’s office had been doing in relation to human trafficking Ms. Haggerty then stated that she could “still see a couple of holes at the state level”<sup>164</sup> that need working out.

First, Ms. Haggerty stated that “we need to remove the compulsion [requirement] when we have a minor sex trafficking victim.”<sup>165</sup> Ms. Haggerty felt that the passage of House Bill 130 would fix that problem.

Secondly, Ms. Haggerty stated “we need more funding for victim services organizations. We have a network of anti-trafficking coalitions across the state . . . they do great work, but they have no

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<sup>159</sup> Ibid., 24.

<sup>160</sup> Ibid., 25.

<sup>161</sup> Ibid., 25.

<sup>162</sup> Ibid., 26.

<sup>163</sup> Ibid., 26.

<sup>164</sup> Ibid., 26.

<sup>165</sup> Ibid., 26.

funding.”<sup>166</sup> Ms. Haggerty stated that the local anti-trafficking collaborative in Elyria was being “run by a pediatric nurse and another woman . . . entirely in their free time, on their own time.”<sup>167</sup> Ms. Haggerty concluded, “We could use some more federal funding for those victim service providers and anti-trafficking coalitions.”<sup>168</sup>

Third, Ms. Haggerty stated, “it would be wonderful to have more task forces.”<sup>169</sup>

Fourth, Ms. Haggerty stated that “better data collection” is needed. She testified that the problem is that, right now there is data collection by a lot of different people and there are no unique identifiers for each victim, so we don’t know if the victims are being counted double or not

Fifth, Ms. Haggerty stated that “we need continued training of our prosecutors and judges.”<sup>170</sup> She related a story from a local law enforcement officer that approached the prosecutor about a human trafficking issue. When the officer explained the situation the prosecutor asked why the officer didn’t arrest the victim for prostitution.

Sixth, Ms. Haggerty testified that “we need more formal mechanisms to provide legal services to victims . . . there are a lot of different pieces and tools that we’re giving to victims in the law, but they all require legal service providers to help them achieve those goals.”<sup>171</sup>

Seventh, Ms. Haggerty stated that although there is a guardian ad litem in Lucas County, the state should “have guardian ad litem in each county who are trained to work with those human trafficking victims.”<sup>172</sup>

Eighth, Ms. Haggerty testified that in order to really combat this problem there needs to be additional focus on reducing the demand. In one video a Pimp stated, “it’s all about the money.”<sup>173</sup>

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<sup>166</sup> *Ibid.*, 27..

<sup>167</sup> *Ibid.*, 27.

<sup>168</sup> *Ibid.*, 27.

<sup>169</sup> *Ibid.*, 27.

<sup>170</sup> *Ibid.*, 28.

<sup>171</sup> *Ibid.*, 28.

<sup>172</sup> *Ibid.*, 28-29.

<sup>173</sup> *Ibid.*, 29.

Ms. Haggerty stated, “As long as you have a market for these services, these pimps are going to continue to try to traffic our children.”<sup>174</sup>

Ninth, Ms. Haggerty stated that she has been working with the media to try to educate them about not putting victims in the newspaper, especially minor victims, and about being more sensitive to what the papers are calling these minor victims.

Finally, Ms. Haggerty emphasized runaway teenagers. “These kids are victims of a lot of crimes . . . human trafficking is one of them, and being a runaway is a huge vulnerability . . . We need to work harder to increase the response to runaways.”<sup>175</sup>

The Committee asked if it was possible to create choke points by developing separate focal points of law enforcement on those who solicit for the purpose of trafficking. Ms. Haggerty clarified, “you have to understand that the way these pimps or recruiters work, they’re not going to come right out to the girl and say ‘hey, I’m going to take you and . . . you’re going to have sex for money . . . There’s a grooming process<sup>176</sup> . . . often times it’s after the trafficking has already occurred that we’re then charging the recruiters . . . It would be wonderful if we could get to [the victims] before, but it’s very difficult.”<sup>177</sup>

When asked if there has been any outreach to the LGBT community, or other at risk populations Ms. Haggerty responded by stating that there are boys, both gay and straight that are victims, but “the boys are less responsive to . . . questions about sex trafficking.”<sup>178</sup> Ms. Haggerty continued, “I don’t think we have found a good way to really get at the boys and the gay community.”

The Committee then asked what specific things the Civil Rights Commission could draw public attention on so that it leads to better action. Ms. Haggerty stated that there is a lack of child welfare response from the state level. Ms. Haggerty felt that there was a hesitation of child welfare to get involved in these cases because they would be taking on a very complex victim who is going to need to have very expensive needs. Ms. Haggerty then stated that according to a Columbia

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<sup>174</sup> Ibid., 29.

<sup>175</sup> Ibid., 29.

<sup>176</sup> Ibid., 58.

<sup>177</sup> Ibid., 59.

<sup>178</sup> Ibid., 61-62.

Dispatch article Ohio was last in the country in state funding of its child welfare system. “The resources need to follow the child rather than the system.”<sup>179</sup>

### ***3. Testimony of Dr. Celia Williamson, Professor of Social Work and Criminal Justice at the University of Toledo***

Dr. Celia Williamson began her discussion with her research about human trafficking. According to Dr. Williamson Ohio is a destination place for “foreign victims to be sold and worked into the labor or the sex trade.”<sup>180</sup> Dr. Williamson estimates in Ohio there are over “3,000 at risk domestic minors and a little over 1,000 of those are trafficked in Ohio each year. Almost 3,500 foreign victims in Ohio are at risk, and about 800 of those are being trafficked into the labor or the sex trade.”<sup>181</sup>

Dr. Williamson testified that society views child abuse and child trafficking very differently. “In traditional child abuse, the wider community is very specific and wants to do all they can to help the victim, but in child trafficking, the wider community views it in a negative way and often blames the victim.”<sup>182</sup> Dr. Williamson further discovered in her research that there is confusion about “what a child trafficking victim is.”<sup>183</sup> The traditional model of child abuse is where “the abuser and the child keep the secret, but in domestic minor sex trafficking . . . (the people in the community get confused about whether) the kid is involved in prostitution or the kid is promiscuous.”<sup>184</sup> But, whenever a child is commercially sold to an adult; that’s child abuse.”<sup>185</sup>

Through this understanding Dr. Williamson explained how these vulnerable children are recruited for human trafficking. “Ohio is a recruitment state for domestic minors.”<sup>186</sup> Here in Ohio, “the traffickers are sending recruiters that look very safe. They're not creepy guys.”<sup>187</sup> In fact, according to Dr. Williamson’s research it will more likely be a “woman or a girl” who will “approach a

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<sup>179</sup> Ibid., 55.

<sup>180</sup> Williamson Testimony, *Briefing Transcript*, p. 31.

<sup>181</sup> Ibid., 30.

<sup>182</sup> Ibid., 32.

<sup>183</sup> Ibid., 31.

<sup>184</sup> Ibid., 32.

<sup>185</sup> Ibid., 32.

<sup>186</sup> Ibid., 30.

<sup>187</sup> Ibid., 33.

potential domestic minor.”<sup>188</sup> Dr. Williamson added that the traffickers recruit potential domestic minors where “we feel kids are safe.”<sup>189</sup> These locations include the mall where kids are “easily taken by the flash and the bling and the designer this and the designer that[,]” or at a “neighborhood house where all the teenagers” socialize.<sup>190</sup>

With the knowledge of how traffickers recruit, Dr. Williamson performed a five city study.<sup>191</sup> With this study, Dr. Williamson asked people that had been victims of child trafficking what was happening in their life six months to a year before they were trafficked.<sup>192</sup> Dr. Williamson discovered that these individuals “experienced educational difficulties . . . appeared in court . . . used drugs and alcohol . . . experienced emotional abuse . . . sexual abuse . . . [and socialized] with influential others, people who have sold sex, traded sex, [or] bought sex.”<sup>193</sup> Dr. Williamson exclaimed “what’s our response” to these results?<sup>194</sup> The trafficker has “nuclear capabilities,” by providing the victim with clothes, places to go to, and a peer group.<sup>195</sup> “So, [the] trafficker presents the picture that the child wants, and developmentally that’s what a kid wants . . . to belong to a peep group.”<sup>196</sup> Right now, authorities can’t compete by offering the same in the hopes to convince a runaway to return home. Dr. Williamson’s role is “to close the gap” and hope that a runaway will return.<sup>197</sup>

To close the gap, Dr. Williamson would like to use “retired FBI agents.”<sup>198</sup> Dr. Williamson expressed that these agents have good hunting, seeking, and finding skills and within a two week window they can find runaways.<sup>199</sup> This process is called “direct targeting.”<sup>200</sup> Once the child is

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<sup>188</sup> Ibid., 34.

<sup>189</sup> Ibid., 34.

<sup>190</sup> Ibid., 34.

<sup>191</sup> Ibid., 34.

<sup>192</sup> Ibid., 34.

<sup>193</sup> Ibid., 35-36.

<sup>194</sup> Ibid., 36.

<sup>195</sup> Ibid., 36.

<sup>196</sup> Ibid., 36.

<sup>197</sup> Ibid., 36.

<sup>198</sup> Ibid., 38.

<sup>199</sup> Ibid., 38.

<sup>200</sup> Ibid., 38.

targeted and found, the child can go through a “comprehensive assessment” and “be linked up with services” for rehabilitation.<sup>201</sup>

Despite these possible efforts, Dr. Williamson admitted there are flaws in her profession and system.<sup>202</sup> Dr. Williamson stated that we have been arresting the wrong person across the United States. Any time a 14-year-old girl is the target of arrest and not the adult person who bought her or the adult person who sold her, we have a problem, and that problem is deeply rooted in racism and sexism.<sup>203</sup> Dr. Williamson then recommended that we need a paradigm shift. “What we used to think was that kids had stressors in their home and then they experience low self-esteem and they ran away and prostituted themselves. Now we understand that it’s a business about supply, the victim, demand, the customers, distributors, the traffickers, and that we have to attack each one of these [pieces of the triangle] if we’re going to actually make a difference.”<sup>204</sup> To clarify her position Dr. Williamson stated that “in just prostitution . . . 80-90 percent of women [are] arrested, [but] only 10-20 percent of the male buyers are arrested . . . each woman on the street has an average of eight customers . . . Why are we focusing on the women?”<sup>205</sup> “We need accountability for customers.”<sup>206</sup> Dr. Williamson concluded, “If we end demand, we end trafficking.”<sup>207</sup>

Dr. Williamson added that the problem is furthered in the federal courts. The customer of traffic is “used most often as a witness against the trafficker” and receives a reduced sentence or immunity. This is not the message we want to send to customers.<sup>208</sup>

Dr. Williamson stated that the court system is not the only problem. In “almost every jurisdiction in the United States” we have a homicide unit, with about 10,000 homicides per year in the United States.<sup>209</sup> And yet, “we have an estimated 100,000 domestic minor sex trafficking victims according to the National Center, and . . . there may be 100 or less [human trafficking] task forces

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<sup>201</sup> Ibid., 38-39.

<sup>202</sup> Ibid., 39.

<sup>203</sup> Ibid., 39.

<sup>204</sup> Ibid., 41.

<sup>205</sup> Ibid., 39-40.

<sup>206</sup> Ibid., 41.

<sup>207</sup> Ibid., 40.

<sup>208</sup> Ibid., 40.

<sup>209</sup> Ibid., 40.

around the country. We have some catching up to do”<sup>210</sup> Dr. Williamson recommended using the National Center for Missing and Exploited Children<sup>211</sup> by dispatching retired FBI alumni who are interested in this type of work across the US.<sup>212</sup>

Dr. Williamson testified that another problem is that we are not helping these children understand the risks that they face. “We’re still teaching the history of slavery and nothing about modern day slavery to people in the very seats who are at risk.”<sup>213</sup>

The Committee asked who the patrons or customers are.<sup>214</sup> Dr. Williamson testified that “a man that purchases the child for sex, he’s not a customer, he’s not a John, he’s a sexual predator. He’s a child molester like he is in any other instance that he tries to have sex with a child.”<sup>215</sup> Dr. Williamson then reviewed the results from her study in 2012. The study involved asking those trafficked in the sex trade “who were your customers?” Dr. Williamson “found the customer was a man, a man working, a man in various professions, every profession you could name, every profession we could think of we asked.”<sup>216</sup> According to Dr. Williamson the result demonstrated that the “customer is very mysterious . . . [i]t’s not the creepy guy living under the bridge that’s purchasing the premium product, a 13 or 14-year-old, because to purchase the gold standard you have to have money, you have to be in a profession or at least in a job that gives you a paycheck that affords you to pay for that premium product.”<sup>217</sup>

The Committee then asked if there are certain individuals with heightened risks of being trafficked. Dr. Williamson testified that there are many causes of vulnerability; poverty (there’s a disproportion in poor kids), kids that have been sexually or physically abused, parents that have substance abuse issues, parents with mental health issues, or it can be “two middle class parents with three children and one kid needs a little bit more time, love and attention, and that makes a kid vulnerable.”<sup>218</sup> These children will also often have difficulty making friends.

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<sup>210</sup> Ibid., 45.

<sup>211</sup> Ibid., 45.

<sup>212</sup> Ibid., 45.

<sup>213</sup> Ibid., 41.

<sup>214</sup> Ibid., 64.

<sup>215</sup> Ibid., 32.

<sup>216</sup> Ibid., 64.

<sup>217</sup> Ibid., 64-65.

<sup>218</sup> Ibid., 32.

Dr. Williamson also stated that a “runaway is one of our biggest risk factors.”<sup>219</sup> She further testified that “in Ohio we have about 18,000 runaways a year. We know for research that within two weeks that runaway is going to be approached by a recruiter or a trafficker. In larger cities it’s going to be about 48 hours.”<sup>220</sup>

Dr. Williamson continued that the LGBT community will often be trafficked, “just because there less in number, but [they] are two and a half times more likely to be trafficked than straight kids.”<sup>221</sup> Despite the stats, Dr. Williamson admits programming services need to shift to these recruitment messages, because there has been no significant response in Ohio.<sup>222</sup> “It’s much smarter to understand what are the risk factors . . . and then let’s flag those kids, divert them through a comprehensive assessment, and send them on a different path away from the trafficker.”<sup>223</sup>

Dr. Williamson concluded her testimony by stating, in regards to labor trafficking, “the government has sent the wrong system [to work with foreign born victims], they sent ICE.”<sup>224</sup> Dr. Williamson then clarified her statement by adding “my community has a history of migrant workers and a deeply rooted distrust for ICE.”<sup>225</sup> Dr. Williamson stated that even though it is now Department of Homeland Security that is working on the issue of human trafficking, people still view them as ICE. “I don’t know how the government can send [an] institution who has a history of distrust with the migrant populations.”<sup>226</sup> Dr. Williamson felt that there was a “wrong history of connection”<sup>227</sup> for it to work.

The Committee asked if there were any specific things that Dr. Williamson would like to recommend the Civil Rights Commission should draw more public attention to. Dr. Williamson stated that she would like to see the National Center for Missing and Exploited children dispatch these retired FBI alumni that are interested in doing this type of work. They are already being used in kidnapping cases; they know how it works and are making sure that they are not working as a

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<sup>219</sup> Ibid., 36.

<sup>220</sup> Ibid., 37.

<sup>221</sup> Ibid., 60.

<sup>222</sup> Ibid., 61.

<sup>223</sup> Ibid., 35.

<sup>224</sup> Ibid., 44.

<sup>225</sup> Ibid., 44.

<sup>226</sup> Ibid., 44.

<sup>227</sup> Ibid., 44.

vigilante group. It would be inexpensive because they are not asking for pay. “We could do this across the United States and have a response to runaways that makes sense.”<sup>228</sup>

## **B. Panel Two Presentations**

### ***1. Testimony of Dr. Tony Talbott, Professor of Human Rights and Political Science, University of Dayton***

Dr. Tony Talbott first testified concerning his professional background and education.<sup>229</sup> He is a professor at the University of Dayton in Dayton, Ohio where he teaches human rights and political science.<sup>230</sup> Dr. Talbott has been involved with human trafficking internationally for years.<sup>231</sup> Since 2009, he has become more involved with human trafficking domestically.<sup>232</sup> Dr. Talbott formed the Rescue and Restore Coalition of Health and Human Services.<sup>233</sup> This coalition raises awareness about human trafficking and supports victims.<sup>234</sup> Dr. Talbott is also involved with the State of Human Trafficking Commission and he is a chairperson of the Prevention, Education, and Awareness Committee of Ohio State Human Trafficking.<sup>235</sup>

Dr. Talbott’s testimony focused on the primary prevention of human trafficking.<sup>236</sup> He stated that the long term goal should be to achieve universal equality, eliminate all poverty, eliminate the injustice, and eliminate all the civil rights abuses to prevent human trafficking.<sup>237</sup> Dr. Talbott noted that the short term goal should be to prevent human trafficking by developing awareness campaigns and strategies that can be followed.<sup>238</sup> Dr. Talbott then discussed a “4P” approach to

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<sup>228</sup> Ibid., 55.

<sup>229</sup> Talbott Testimony, *Briefing Transcript*, p. 74.

<sup>230</sup> Ibid., 74.

<sup>231</sup> Ibid., 75.

<sup>232</sup> Ibid., 75.

<sup>233</sup> Ibid., 75.

<sup>234</sup> Ibid., 75.

<sup>235</sup> Ibid., 75.

<sup>236</sup> Ibid., 76.

<sup>237</sup> Ibid., 76.

<sup>238</sup> Ibid., 76.

the fight against human trafficking: prevention, prosecution, protection, and partnership.<sup>239</sup> Dr. Talbott stated that he mostly deals with forming partnerships between different organizations that work together to address prevention.<sup>240</sup>

Dr. Talbott stated that human trafficking is a business of supply and demand.<sup>241</sup> Dr. Talbott noted that the “supply” is the vulnerable population that is victimized and trafficked and the “demand” comes from those who purchase sex.<sup>242</sup> He then stated that to combat human trafficking, behaviors should be influenced at both the supply end and the demand end. Dr. Talbott then noted we should come up with points where we can intervene in this supply and demand process.<sup>243</sup>

Dr. Talbott stated that to reduce the supply of children who are trafficked we need to reduce their vulnerability.<sup>244</sup> The average age a child enters into trafficking is between 12 and 14.<sup>245</sup> Dr. Talbott noted the importance of having access to middle schools and high schools in order to reach these children and inform them of the risk of human trafficking.<sup>246</sup>

Dr. Talbott then spoke about one of his organizations that has been influencing children through a school outreach program.<sup>247</sup> This program encourages the minors themselves to raise awareness of human trafficking and to educate others on the issue.<sup>248</sup> The program also shows minors what they can do to protect themselves from becoming victims of human trafficking in the first place.<sup>249</sup> “We try to empower the kids to make the change in themselves instead of telling them don’t do this, don’t do that.”<sup>250</sup> This program is taught by undergraduate students and Dr. Talbott noted he

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<sup>239</sup> *Ibid.*, 77.

<sup>240</sup> *Ibid.*, 77.

<sup>241</sup> *Ibid.*, 78.

<sup>242</sup> *Ibid.*, 78.

<sup>243</sup> *Ibid.*, 78.

<sup>244</sup> *Ibid.*, 80.

<sup>245</sup> *Ibid.*, 80.

<sup>246</sup> *Ibid.*, 80.

<sup>247</sup> *Ibid.*, 80.

<sup>248</sup> *Ibid.*, 80.

<sup>249</sup> *Ibid.*, 81.

<sup>250</sup> *Ibid.*, 100.

provides the undergraduate students with all the materials and training they need.<sup>251</sup> Additionally, Dr. Talbott noted that the program incorporates music videos from MTV with major rock and roll acts to help the kids recognize just how real the issue of human trafficking is.<sup>252</sup> The kids then talk about the videos with each other and this further raises their awareness.<sup>253</sup>

Dr. Talbott then discussed how we can intervene at the demand end of the business of human trafficking.<sup>254</sup> If someone is going to purchase sex, then Dr. Talbott wants there to be a campaign that affects him at the point of decision making where he can weigh the cost and benefits of the decision he is about to make.<sup>255</sup> Dr. Talbott gave an example of one way to decrease the demand for human trafficking.<sup>256</sup> A message can be printed on a coaster in a bar to make men that are there to purchase a date aware that they may be participating in human trafficking and that there could be a serious penalty for this criminal act.<sup>257</sup> The goal of using the coaster is to make someone who is purchasing sex stop and reassess his behavior and this may prevent the crime from occurring.<sup>258</sup>

Dr. Talbott stated, “there’s been lots of awareness campaigns . . . we have all kinds of them, and they are very important to generate public support and public awareness, but they’re not really dealing that effectively with prevention strategies.”<sup>259</sup> Dr. Talbott continued, “If we’re going to use awareness campaigns for prevention we need to focus those efforts and have targeted social marketing campaigns specifically attempting to influence people to change behavior.”<sup>260</sup>

Dr. Talbott discussed two awareness campaigns that he felt are doing this.<sup>261</sup> The Blue Campaign, which is run by the Department of Homeland Security, is a campaign directed at the supply end of

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<sup>251</sup> *Ibid.*, 80.

<sup>252</sup> *Ibid.*, 81.

<sup>253</sup> *Ibid.*, 81.

<sup>254</sup> *Ibid.*, 82.

<sup>255</sup> *Ibid.*, 79.

<sup>256</sup> *Ibid.*, 79.

<sup>257</sup> *Ibid.*, 79.

<sup>258</sup> *Ibid.*, 79.

<sup>259</sup> *Ibid.*, 77.

<sup>260</sup> *Ibid.*, 78.

<sup>261</sup> *Ibid.*, 78.

the process in Latin America.<sup>262</sup> The program is a Spanish language program that educates migrants to recognize the signs of human trafficking and raises their awareness of the human trafficking issue.<sup>263</sup> Dr. Talbott stated that the main problem with the Blue Campaign is that it is primarily a Spanish language program that tries to “minimize the younger people from Latin America to be trafficked. But, we don’t do the same thing within the U.S. We have this great marketing campaign that works out of the U.S. or right on the U.S./Mexico border, and [it] is primarily to foreign nationals.”<sup>264</sup>

The second campaign is the “Truckers Against Trafficking” campaign and is one that is intended to influence behavior at the demand end of the supply and demand process.<sup>265</sup> Much of the human trafficking takes place along the highways and truckers are sometimes offered the chance to purchase sex from prostitutes at truck stops.<sup>266</sup> This campaign increases the trucker’s awareness of the issue of human trafficking so that they may realize many of these prostitutes are not acting willingly.<sup>267</sup> This program also educates the truckers about what they should do when they encounter these situations.<sup>268</sup>

When asked about empirical data relating to the ‘Blue Campaign,’ the ‘Truckers for Trafficking’ campaign, and the DARE program Dr. Talbott stated he recognizes that the effectiveness of these programs have been difficult to measure.<sup>269</sup> However, the Department of Homeland Security’s Blue Campaign has recently been assessed and the data from that assessment should be forthcoming sometime in the near future.<sup>270</sup> There has not been an assessment of the “Truckers Against Trafficking” campaign.<sup>271</sup> Dr. Talbott noted that the University of Dayton is putting

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<sup>262</sup> *Ibid.*, 82.

<sup>263</sup> *Ibid.*, 82.

<sup>264</sup> *Ibid.*, 82.

<sup>265</sup> *Ibid.*, 82.

<sup>266</sup> *Ibid.*, 82.

<sup>267</sup> *Ibid.*, 83.

<sup>268</sup> *Ibid.*, 83.

<sup>269</sup> *Ibid.*, 83.

<sup>270</sup> *Ibid.*, 83.

<sup>271</sup> *Ibid.*, 83.

together a Center for Human Advocacy study that will inform people of methods to assess these programs.<sup>272</sup>

Dr. Talbott agreed that the DARE program has not worked and said that he would like to take a closer look at the war on drugs and the lessons that were learned there to see how it could relate to human trafficking.<sup>273</sup> Dr. Talbott then stated that to better influence the teenagers in his school outreach program, he is going to use undergraduate students who are slightly older than the teenagers to speak to them.<sup>274</sup> Dr. Talbott believes this will change the dynamic.<sup>275</sup> In the limited places where he has already had the undergraduate students speak to the teenagers, the hope has been for the undergraduate students to empower the teenagers to make the changes themselves instead of just telling them to “say no” to trafficking.<sup>276</sup> Dr. Talbott stated he believes this sense of personal empowerment may inspire a change in the students.<sup>277</sup> Dr. Talbott also agreed that the role of consciousness is key to long-term trafficking prevention so men will decrease their demand for sex trafficking.<sup>278</sup> Several celebrity campaigns have attempted to accomplish this by promoting the message that real men don’t buy sex.<sup>279</sup> Additionally, the head of the State Attorney’s General Association publically promised not to purchase sex.<sup>280</sup> Dr. Talbott stated he hopes these actions will begin to change the attitudes of men and will decrease the demand for prostitutes.<sup>281</sup> The customer side for sex trafficking is almost completely driven by men.<sup>282</sup>

When asked what resources traffickers have available to them Dr. Talbott stated that this can vary dramatically.<sup>283</sup> There is a high level of organization within the human trafficking system.<sup>284</sup> There

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<sup>272</sup> Ibid., 103.

<sup>273</sup> Ibid., 83.

<sup>274</sup> Ibid., 80.

<sup>275</sup> Ibid., 80.

<sup>276</sup> Ibid., 100.

<sup>277</sup> Ibid., 100.

<sup>278</sup> Ibid., 100.

<sup>279</sup> Ibid., 100.

<sup>280</sup> Ibid., 100-101.

<sup>281</sup> Ibid., 100.

<sup>282</sup> Ibid., 101 .

<sup>283</sup> Ibid., 101.

<sup>284</sup> Ibid., 107.

is a highly organized international criminal syndicate that works in concert with others.<sup>285</sup> Victims are brought to the United States from abroad, and then they are filtered all the way down to local gangs in Dayton.<sup>286</sup> Dr. Talbott noted that the trafficking of people is made easier by our advanced highways.<sup>287</sup> As of yet, there hasn't been any organized resistance to any of the prevention efforts because there is a near endless supply of potential victims.<sup>288</sup> Dr. Talbott stated that the traffickers don't usually go after a freed victim unless they are worried about personal vengeance or they are concerned the victim may testify against them.<sup>289</sup>

## ***2. Testimony of Dr. Jeffrey Barrows, Vice President of Education and Advocacy Director of Abolition International Shelter Association***

Dr. Jeffrey Barrows stated in his testimony that he is an obstetrician/gynecologist who has been involved with the anti-trafficking movement since 2005.<sup>290</sup> He initially became involved with the movement through the state department's office to monitor and combat trafficking in persons.<sup>291</sup> Dr. Barrows began researching the health consequences of human trafficking for the state department in 2005 and he continued to issue an annual report on the health consequences of human trafficking until 2008.<sup>292</sup> Dr. Barrows then founded an organization in Ohio called Gracehaven.<sup>293</sup> This organization established a rehabilitative home for the victims of human trafficking.<sup>294</sup> Dr. Barrows is now involved in overseeing an association of aftercare facilities around the world.<sup>295</sup> He also served on the Ohio Commission to study human trafficking.<sup>296</sup> Additionally, Dr. Barrows has been involved with the education of healthcare professionals on the

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<sup>285</sup> Ibid., 108.

<sup>286</sup> Ibid., 108.

<sup>287</sup> Ibid., 108.

<sup>288</sup> Ibid., 109.

<sup>289</sup> Ibid., 109.

<sup>290</sup> Barrows Testimony, *Briefing Transcript*, p. 84.

<sup>291</sup> Ibid., 84.

<sup>292</sup> Ibid., 84.

<sup>293</sup> Ibid., 84.

<sup>294</sup> Ibid., 85.

<sup>295</sup> Ibid., 93.

<sup>296</sup> Ibid., 85.

issue of human trafficking since 2006.<sup>297</sup>

Dr. Barrows then noted that there is a great need to identify the victims of human trafficking in the United States. There are at least tens of thousands of victims of human trafficking in the country right now and most of these victims are unidentified.<sup>298</sup> “We have a huge gap of identified victims that need to be found . . . that is a problem facing all of . . . the anti-trafficking community; how do we find these hidden victims . . . that’s where medicine come into play.”<sup>299</sup>

When asked for a demographic breakdown by race and gender of individuals involved with sex trafficking, Dr. Barrows noted that the demographic breakdown in Ohio of human trafficking victims is: 70% of victims are African American and the majority are female.<sup>300</sup> Nationally the breakdown is 20% of victims are male, 80% are female, 70% of victims are African American, 20% of victims are white, and some are Asian.<sup>301</sup>

Dr. Barrows cited two studies that questioned former victims of human trafficking about their experience with healthcare providers while they were still being trafficked.<sup>302</sup> The first study was done in 2005 and showed that 28% of the victims questioned had encountered a healthcare professional and yet none of them were freed.<sup>303</sup> Another study was done in Los Angeles and showed that 50% of the victims interviewed had encountered a healthcare professional while they were being trafficked and yet none of them were freed.<sup>304</sup> “So, we have . . . data that shows between one in four and one in two victims of human trafficking encounter a healthcare professional while being trafficked, yet . . . none of them have been freed as a result of that encounter . . . the reason . . . has been clarified by . . . other research.”<sup>305</sup>

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<sup>297</sup> *Ibid.*, 85.

<sup>298</sup> *Ibid.*, 86.

<sup>299</sup> *Ibid.*, 86.

<sup>300</sup> *Ibid.*, 86.

<sup>301</sup> *Ibid.*, 86.

<sup>302</sup> *Ibid.*, 86.

<sup>303</sup> *Ibid.*, 86.

<sup>304</sup> *Ibid.*, 86.

<sup>305</sup> *Ibid.*, 87.

Dr. Barrows then discussed two studies where healthcare professionals were questioned.<sup>306</sup> Researchers in 2007 went to Los Angeles to two emergency rooms and surveyed the workers about their knowledge of human trafficking and their comfort level in identifying victims.<sup>307</sup> 75% of the workers knew what human trafficking was, only 22% of the workers felt they could medically treat a victim of human trafficking, 6% of the workers said they had thought they had treated a victim, only 13% of the workers thought they could identify a victim, and less than 3% of the workers had any formal training on identifying a victim.<sup>308</sup> The same researchers repeated this study in 2012 at four large emergency rooms in the Northeastern United States and the results were almost identical.<sup>309</sup> 2% of the workers had training on human trafficking, 75% of the workers knew what trafficking was but only 20% could define it, 6% of the workers thought they had treated a victim but sent them out the door because they did not know what to do.<sup>310</sup> However, after this second study, the professionals were engaged in a 20 minute training program.<sup>311</sup> After the training program, 90% of the workers were confident they could identify and define trafficking, 54% of the workers were confident they could identify a victim, 57% of the workers felt they could treat a victim, and 93% of the workers felt the training session was useful.<sup>312</sup>

Considering these studies, Dr. Barrows recommended that healthcare professionals be trained to recognize these victims when they come to the emergency room to seek care.<sup>313</sup> “We do not need to create curriculum to train, because there are several training sources currently” available that can assist with this training.<sup>314</sup> One group has created an in depth online curriculum specifically designed for healthcare professionals that is available at [www.cmda.org/tip](http://www.cmda.org/tip).<sup>315</sup> There are 11

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<sup>306</sup> Ibid., 87-88.

<sup>307</sup> Ibid., 87.

<sup>308</sup> Ibid., 87-88.

<sup>309</sup> Ibid., 88.

<sup>310</sup> Ibid., 88.

<sup>311</sup> Ibid., 88.

<sup>312</sup> Ibid., 88-89.

<sup>313</sup> Ibid., 86.

<sup>314</sup> Ibid., 89.

<sup>315</sup> Ibid., 89-90.

modules available and professionals can receive continuing medical education by taking the modules.<sup>316</sup>

Dr. Barrows later stated that he would like to see protocol changed in hospitals.<sup>317</sup> “In addition to just educating people on the issue of human trafficking, believe when we engage the hospital, we need to also engage them in developing protocols on how to respond to victims that may show up in their outpatient clinics or their emergency rooms. Almost every hospital in the country . . . has a protocol on how to deal with a child that’s being sexually abused or a woman that comes in suffering from domestic abuse, but I know of no hospital that currently has a protocol in place on how to deal with a victim of human trafficking, and the need to set these protocols up.”<sup>318</sup>

Dr. Barrows emphasized the importance of involving local law enforcement to advise workers on when they should intervene and when they should not intervene with a human trafficking victim.<sup>319</sup> It is very important for healthcare providers to touch base with law enforcement that is familiar with the issue locally because of the connection between organized crime and human trafficking.<sup>320</sup> In fact, Dr. Barrows stated he is now telling hospitals not to intervene to free a victim unless a worker has already made a connection with law enforcement.<sup>321</sup> Instead, the professional should make a report because he is a mandated reporter and not a mandated intervener.<sup>322</sup>

Dr. Barrows then noted that healthcare professionals should be trained at various times during their medical education.<sup>323</sup> “We need to get [these training] materials into the hands of the healthcare professionals that are regularly encountering these problems.”<sup>324</sup> Dr. Barrows recommends that we engage both state and national medical associations since these organizations define what qualifies as continuing medical education.<sup>325</sup> Dr. Barrows also recommends that we engage state medical boards since the medical boards are responsible for making sure that all of the licensed

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<sup>316</sup> *Ibid.*, 90.

<sup>317</sup> *Ibid.*, 111.

<sup>318</sup> *Ibid.*, 93.

<sup>319</sup> *Ibid.*, 90.

<sup>320</sup> *Ibid.*, 90.

<sup>321</sup> *Ibid.*, 90.

<sup>322</sup> *Ibid.*, 90.

<sup>323</sup> *Ibid.*, 90-91.

<sup>324</sup> *Ibid.*, 90.

<sup>325</sup> *Ibid.*, 90.

physicians within the state receive their continuing education.<sup>326</sup> He also recommends engaging national and state medical colleges since these colleges are also involved in the definition of what constitutes continuing medical education.<sup>327</sup> Lastly, Dr. Barrows noted the need to engage the hospitals themselves since they put on grand rounds for their staff and these grand round topics can include continuing medical education on the issue of human trafficking.<sup>328</sup>

The Committee asked about political undertones of requiring health providers to do continuing education in human trafficking. Dr. Barrows stated that he didn't think it would be political. He thinks that the continuing medical education would be the best way to get these health providers educated on the issue of human trafficking.<sup>329</sup> At the medical school level or at grand rounds in hospitals getting a topic like human trafficking to be covered may be difficult because there are so many topics they already need to cover.<sup>330</sup> Dr. Barrows also stated he didn't see any political barriers at the continuing medical education level, only possibly at the medical school level or the hospital level.<sup>331</sup> Dr. Barrows stated that at the continuing medical education level, the biggest thing is to just get the issue out there and push it so people can see that it is important.<sup>332</sup>

Dr. Barrows identified two issues with the way victim rehabilitation services are currently structured.<sup>333</sup> The number of beds available is vastly inadequate to handle the number of victims currently estimated to be in the United States and the facilities need to be specialized to rehabilitate victims of human trafficking.<sup>334</sup> Dr. Barrows then noted two reasons for the lack of beds.<sup>335</sup> The first reason is lack of funding.<sup>336</sup> Dr. Barrows stated that more funding should be diverted to pay for additional shelters because any money that is used to establish a specialized shelter will be

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<sup>326</sup> *Ibid.*, 91.

<sup>327</sup> *Ibid.*, 91.

<sup>328</sup> *Ibid.*, 92.

<sup>329</sup> *Ibid.*, 92.

<sup>330</sup> *Ibid.*, 92.

<sup>331</sup> *Ibid.*, 105.

<sup>332</sup> *Ibid.*, 104.

<sup>333</sup> *Ibid.*, 93-94.

<sup>334</sup> *Ibid.*, 96.

<sup>335</sup> *Ibid.*, 96.

<sup>336</sup> *Ibid.*, 96.

more than gained back by the amount society will save.<sup>337</sup> Dr. Barrows noted that when these girls are rehabilitated, money will be saved that would have been spent on their jail costs, court costs, and criminal costs.<sup>338</sup> The second reason for a lack of beds that Dr. Barrows identified is that these facilities need more assistance in the process of licensing.<sup>339</sup> Most of these organizations are grass roots organizations who don't know a great deal about how to license and how to get assistance from the state government on how to go about getting ready for the licensing process.<sup>340</sup> Additionally,

Dr. Barrows highlighted the need to have specialized facilities for the victims of human trafficking.<sup>341</sup> Dr. Barrows stated that the victims of human trafficking are the most traumatized people in our society.<sup>342</sup> These victims have high rates of post-traumatic stress disorder and dissociative identity disorder.<sup>343</sup> The treatment of these conditions requires special training.<sup>344</sup> Dr. Barrows testified that the victims of human trafficking need to feel safe before they can be rehabilitated.<sup>345</sup> "They need to feel safe. They will not get better until they feel safe, and the definition of safe is up to them, not what we feel is safe, it's what they feel is safe."<sup>346</sup> They won't talk about their experiences until they feel they are free from judgment and they are in the right environment.<sup>347</sup> The victims should be in a place where every other person in that home is either a victim of human trafficking or understands the issue of commercial sex.<sup>348</sup>

When asked if victims of sex trafficking would qualify as disabled in terms of Post-traumatic stress syndrome and all of the traumas they have suffered, Dr. Barrows stated that he thinks it's possible that the victims of human trafficking would qualify as disabled for these purposes but he doesn't

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<sup>337</sup> Ibid., 96.

<sup>338</sup> Ibid., 96.

<sup>339</sup> Ibid., 96.

<sup>340</sup> Ibid., 96.

<sup>341</sup> Ibid., 94.

<sup>342</sup> Ibid., 96.

<sup>343</sup> Ibid., 94-95.

<sup>344</sup> Ibid., 95.

<sup>345</sup> Ibid., 95.

<sup>346</sup> Ibid., 95.

<sup>347</sup> Ibid., 95.

<sup>348</sup> Ibid., 95.

know what the exact criteria is psychologically to say that someone is disabled.<sup>349</sup> He again noted that he would think the victims qualify as disabled, but this disability is curable and not a lifelong disability.<sup>350</sup>

### C. Panel Three Presentations

#### 1. *Testimony of James Hardie, F.B.I. Agent, Coordinator of the Northwest Ohio Violent Crime s Against Children Task Force*

Mr. Hardie began by discussing his task force. Currently Mr. Hardie's task force is focused on domestic minor sex trafficking.<sup>351</sup> "The main goal of our task force is to identify and recover juvenile victims of sex trafficking."<sup>352</sup> Mr. Hardie's task force consists of a "good cross-section of federal, state, and local officials."<sup>353</sup> The task force "is one of 44 task forces nationwide that operate under the Innocence Lost National Initiative which started in 2003. The task force is a partnership between the Department of Justice, child exploitation and obscenity section, the FBI, and the National Center for Missing and Exploited Children."<sup>354</sup> The task force that Mr. Hardie leads is located in Toledo, a relatively small city compared to other task force locations.<sup>355</sup>

Despite the location, Ohio, specifically Toledo is a major harbor for human trafficking. According to Mr. Hardie the issue began in 2006 while he was doing "investigation called Operation Precious Cargo. During that investigation there were numerous adults and children that were trafficked for sex at truck stops located in Harrisburg, Pennsylvania."<sup>356</sup> The investigation uncovered that "17 of the 18 pimps . . . convicted were from Toledo."<sup>357</sup> This was an indication that Toledo was a "significant origin city for sex trafficking."<sup>358</sup> Mr. Hardie explained that an origin city is where "pimps come from our city, the victims, child victims and adult victims are recruited from our city,

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<sup>349</sup> Ibid., 106.

<sup>350</sup> Ibid., 95.

<sup>351</sup> Hardie Testimony, *Briefing Transcript*, p. 113.

<sup>352</sup> Ibid., 116.

<sup>353</sup> Ibid., 116.

<sup>354</sup> Ibid., 114.

<sup>355</sup> Ibid., 114.

<sup>356</sup> Ibid., 114.

<sup>357</sup> Ibid., 114.

<sup>358</sup> Ibid., 115.

and they're sent often times elsewhere” to destination cities.<sup>359</sup> Destination cities are cities where the pimps know it is profitable to send their victims.<sup>360</sup> “When I speak of the victim, I speak of girls, females. The majority of the victims that we see through our task force are female victims.”<sup>361</sup>

Mr. Hardie then explained the two statutes that he uses in his investigations. The main statute is Title 18, Section 1591 that sets mandatory minimum prison sentences for trafficking of children by fraud, force, or coercion. There are two mandatory minimum sentences; one is a 10-year mandatory minimum and the other is a 15-year 17 mandatory minimum. The 15-year mandatory minimum is for cases that involve both children and adult victims of sex trafficking where there's fraud, force, or coercion used. Mr. Hardie explained that this statute is particularly successful because “there is a presumption for detention once the pimp is arrested.”<sup>362</sup>

The second statute Mr. Hardie uses is Section 1591, Subsection D, which addresses the obstruction of a sex trafficking investigation.”<sup>363</sup> Mr. Hardie uses this statute “to deal with the intimidation that comes with these types of prosecutions.”<sup>364</sup> The intimidation comes from the control a pimp has over his victims. According to Mr. Hardie there is a significant issue with the reluctance of witnesses to testify.<sup>365</sup> To enable a witness to testify Mr. Hardie attempts to recover the victim first “trying to put that victim in a good place. And then the prosecution comes with that victim being able to be strong enough to go before her attacker and testify.”<sup>366</sup>

When asked if there were structural impediments of the statute that create challenges for conviction Mr. Hardie answered, “The most significant issue is the reluctance of a witness to testify.”<sup>367</sup> “It is amazing the amount of pressure that these victims are under once the pimp is exposed, because [the pimp] knows that at that point the only thing standing between them and freedom is that victim.”<sup>368</sup> That is why it is important to “make sure that [the] victim has everything that victim’s

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<sup>359</sup> *Ibid.*, 115.

<sup>360</sup> *Ibid.*, 115.

<sup>361</sup> *Ibid.*, 115.

<sup>362</sup> *Ibid.*, 117.

<sup>363</sup> *Ibid.*, 118.

<sup>364</sup> *Ibid.*, 118.

<sup>365</sup> *Ibid.*, 123.

<sup>366</sup> *Ibid.*, 123.

<sup>367</sup> *Ibid.*, 123.

<sup>368</sup> *Ibid.*, 145.

going to need and law enforcement has everything they need . . . to be able to make it through the process.”<sup>369</sup> Mr. Hardie continued that it is a powerful moment for a victim “the first time in their lives they have stood up to somebody that has done horrific wrongs to them.”<sup>370</sup>

Mr. Hardie was then asked, should the elements of “fraud, force, coercion . . . in a statute” be abolished with respect to age?<sup>371</sup> Mr. Hardie was unable to advocate either way.

Next, Mr. Hardie addressed where a trafficker goes to recruit women. Mr. Hardie stated that a prime recruiting place, a place where pimps will send their women in to recruit other prostitutes, is the battered women's shelter. There are particularly vulnerable women victims in that shelter that the pimp could easily recruit to come work for him. So the people that are in those shelters, the people that run those shelters, need to be aware when they have a trafficking victim that comes under their care.<sup>372</sup>

When asked at what point a victim becomes a recruiter and accessory to the trafficking, Mr. Hardie responded that a “bottom or a bottom bitch” who has typically “been with the pimp the longest, the person that he trusts the most” may also control victims.<sup>373</sup> In general the bottom will handle all of the money, delegate the money, beat other women and “recruit other girls into the pimp’s stable.”<sup>374</sup> Mr. Hardie admitted it is difficult to handle a bottom. “We realize that they're a victim, they are a victim, but they cross that line to where they become the victimizer.”<sup>375</sup> Mr. Hardie has dealt with two cases where he charged a bottom. Mr. Hardie acknowledged once a bottom has “crossed that line to traffic a juvenile, we do understand where they're coming from. We take into consideration the victimization, but you do have that dynamic where the victim becomes the victimizer.”<sup>376</sup>

Mr. Hardie stated, “these types of investigations pose many challenges for us as investigators. The number one challenge is with the victims themselves.”<sup>377</sup> Mr. Hardie explained that it is hard to

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<sup>369</sup> Ibid., 145.

<sup>370</sup> Ibid., 123.

<sup>371</sup> Ibid., 124.

<sup>372</sup> Ibid., 129.

<sup>373</sup> Ibid., 129.

<sup>374</sup> Ibid., 141.

<sup>375</sup> Ibid.

<sup>376</sup> Ibid.

<sup>377</sup> Ibid., 117.

find the victims because they play a role or participate in their own victimization. “You have to really think about the compliant victimization when you are dealing with the victims. Pimps are master manipulators . . . they will manipulate their victims through fraud, force, and coercion. This can be indirect and direct.”<sup>378</sup>

The Committee then asked if these girls see themselves as victims, and if not how do you explain to them that they are being abused.<sup>379</sup> Mr. Hardie responded that this is the dynamic of a compliant victim.<sup>380</sup> Mr. Hardie stated that it is a process, if a victim is with a pimp “they’re in the lifestyle heavy, they won’t see themselves as victims. And that’s why the expert witness, our expertise is important in doing these investigations, because we understand this process. We understand how it works and the victim.”<sup>381</sup> “It’s breaking that pimp control and providing specialized services that . . . this victim population needs are a very important aspect of the whole thing.”<sup>382</sup>

Mr. Hardie was then asked if there is a disproportionate population that is not properly being served. Mr. Hardie responded that in general “the victim groups that a pimp preys on are people that really don’t report things to the police to begin with.”<sup>383</sup> Mr. Hardie elaborated that an individual from any “race, ethnicity, [and] socioeconomic background” can become a victim. “We’ve had police officer’s children become victims . . . . It does not matter. If that pimp sees that that particular victim is able to be manipulated they will do their best to do that.”<sup>384</sup>

Mr. Hardie stated that a pimp and trafficker are “interchangeable words.”<sup>385</sup> He further stated that pimps also come from all racial, ethnic and socioeconomic backgrounds. Mr. Hardie testified that the particular problem in Toledo is due to a “sort of generational nexus to the pimps and the victims.”<sup>386</sup> Mr. Hardie stated it can begin with the dad who “was a pimp, passes it down to the son, uncle was a pimp, passes it down to the nephew, mom was involved in prostitution, passes it down or the daughter will get involved. We see an awful lot of mothers that end up turning out

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<sup>378</sup> Ibid., 116.

<sup>379</sup> Ibid., 147.

<sup>380</sup> Ibid.

<sup>381</sup> Ibid., 148.

<sup>382</sup> Ibid., 130.

<sup>383</sup> Ibid., 126.

<sup>384</sup> Ibid.

<sup>385</sup> Ibid., 132.

<sup>386</sup> Ibid., 127.

their children, prostituting their children.”<sup>387</sup> In one case a girl was prostituted by her mother at age 12 for crack.

The Committee asked if there are any efforts, when a task force comes in contact with a victim, to find their ‘Johns.’ Mr. Hardie responded that victims in general do not remember the “Johns. They don't remember the details. They're trying to go to a different place.”<sup>388</sup> According to Mr. Hardie if the victim can remember the Johns and have their testimony corroborated then there is a potential statutory charge against them. Mr. Hardie stated that his task force does do reverse stings to go after the Johns, but they have to use a diversion to charge them.<sup>389</sup> However, Mr. Hardie clarified, “We focus our efforts on recovering children . . . We’re not going to get to where we need to be and get those recoveries if we’re charging Johns. We do target Johns . . . every time we target a John . . . we get intelligence from them . . . we prosecute them under the laws that exist . . . we do what we can with the limited resources that we have to try to recover the juvenile victims. That’s our main focus.”<sup>390</sup>

The Committee then asked if there are less reactive ways to decrease demand, despite state law changes. Mr. Hardie admitted that his line of work is all reactive. “We do very little proactive work.”<sup>391</sup> Mr. Hardie testified that his work involves dealing with leads. “We get a ton of leads.”<sup>392</sup> With respect to statutes, Ms. Hardie stated “they are what they are. We continue to work within them . . . the most important thing to understand as the committee, and really relate to everyone, is that this dynamic of a compliant victim is . . . very important.”<sup>393</sup>

When asked what happens to the victim in the end, Mr. Hardie stated the “average life expectancy for a person in the prostitution lifestyle is seven years.”<sup>394</sup> Mr. Hardie continued that this is the unfortunate reality, one cannot imagine “the horrific abuse and things that . . . these victims endure.”<sup>395</sup>

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<sup>387</sup> Ibid., 127.

<sup>388</sup> Ibid.

<sup>389</sup> Ibid., 137.

<sup>390</sup> Ibid., 138.

<sup>391</sup> Ibid., 144.

<sup>392</sup> Ibid., 144.

<sup>393</sup> Ibid., 145.

<sup>394</sup> Ibid., 135.

<sup>395</sup> Ibid.

Mr. Hardie concluded that for everyone on his task force it is a passion. “We can’t just work eight hours a day . . . it’s a 24/7 job. We get calls at all hours of the night . . . it’s a constant duty for us to try to combat this significant threat.”<sup>396</sup> “For us it all centers around the victim. I think the reason our task force is as successful as it is, is that we focus everything about the victim . . . or we’ve tried to put those victims in a good place and we take them down the path to getting justice.”<sup>397</sup>

## ***2. Testimony of Peter Swartz, Detective for the Toledo Police Department assigned to the Northwest Ohio Violent Crimes Against Children Task Force***

Over the last seven years Mr. Swartz has “been involved in dozens of sex trafficking investigations involving both adults and minors, the youngest being 13 years old that was trafficked by her own mother.”<sup>398</sup> Mr. Swartz has been “recovering minors in sex trafficking in hotels, motels, and in the streets of Toledo. These victims are often exploited through various websites such as Backpage.com and various social networking sites such as Facebook and Tagged.com.”<sup>399</sup>

From years of trial and error Mr. Swartz stated his “task force has been able to put together a plan or a protocol that” he uses “for the City of Toledo in dealing with victims and investigating sex trafficking cases.”<sup>400</sup> “It is now a model for task forces across the country and includes a victim-centered approach.”<sup>401</sup> Mr. Swartz’s task force has a guardian ad litem established by the clerk of courts. He recommends that every juvenile court “have a dedicated guardian ad litem for victims of sex trafficking, the same guardian ad litem for each sex trafficking victim.”<sup>402</sup> Mr. Swartz emphasized the guardian is “trained to deal with the population and understands that we as law enforcement officers have concerns for victims’ interests.”<sup>403</sup>

Not only does Mr. Swartz have a task force, but he elaborated on his liaisons and two recovery agencies. According to Mr. Swartz the liaisons have been made and built through training governmental systems. These systems include “members of the juvenile justice system, judges, intake officers, administrators, Children Services, the health department, nongovernment agencies,

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<sup>396</sup> Ibid., 118.

<sup>397</sup> Ibid., 146.

<sup>398</sup> Swartz Testimony, *Briefing Transcript*, p. 119.

<sup>399</sup> Ibid., 119.

<sup>400</sup> Ibid., 120.

<sup>401</sup> Ibid., 120.

<sup>402</sup> Ibid., 121.

<sup>403</sup> Ibid., 121.

[and] law enforcement officers across the state.”<sup>404</sup> Mr. Swartz acknowledged these programs are “a much needed part of the puzzle in providing victim services.”<sup>405</sup> Mr. Swartz stated that “these programs can only exist through the support of generous donors and fundraising.”<sup>406</sup> The continued support will ensure the programs “can continue working and assisting victims of sex trafficking.”<sup>407</sup>

Mr. Swartz was then asked if there is a disproportionate population that is not properly being served. While he couldn’t expand on that too much Mr. Swartz did say that the pimps know who to pick on, who to prey on. “Victims [come] from all walks of life, white, black, Hispanic, whoever’s vulnerable.”<sup>408</sup>

When asked, should the elements of fraud, force, coercion . . . in a statute be abolished with respect to age? Mr. Swartz stated that “we still have a significant penalty at the federal level, so at the federal level we kind of mitigate the force, fraud, or coercion.”<sup>409</sup>

When ask about prosecuting the Johns Mr. Swartz stated, that the demand is out there. “When we run stings and we place an undercover female on . . . the internet, the phones ring and ring and ring.”<sup>410</sup> Mr. Swartz added, “in the City of Toledo if the Johns solicit somebody, it’s a misdemeanor third degree.”<sup>411</sup> With respect to federal law, Mr. Swartz admitted there are no “teeth” in it, but the new state law has “teeth,” with a human trafficking crime having a 10 year-penalty.<sup>412</sup>

The Committee then asked as more services for the victims of human trafficking become available is there any special attention given to these shelters or counseling facilities by Law Enforcement for the safety of these woman?<sup>413</sup> Mr. Swartz added that when he began working with the Daughter Project location was an issue. After consultation, Mr. Swartz, Mr. Hardie and the Daughter Project

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<sup>404</sup> Ibid.

<sup>405</sup> Ibid.

<sup>406</sup> Ibid., 121.

<sup>407</sup> Ibid.

<sup>408</sup> Ibid., 128.

<sup>409</sup> Ibid., 125.

<sup>410</sup> Ibid., 146.

<sup>411</sup> Ibid., 137.

<sup>412</sup> Ibid., 138.

<sup>413</sup> Ibid., 129.

determined that the home for the victims would be in a residential area, where it would not necessarily be quiet, but advertisement of the location would be at a minimum.<sup>414</sup> Mr. Swartz has experienced no active problems with recruiting at these shelters.<sup>415</sup>

When asked when victims become free Mr. Swartz responded that a victim becomes free through different avenues. “Prostitution has moved . . . off the streets on to the internet, into advertising . . . [on] internet websites [like] Backpage.com”<sup>416</sup> The task force regularly conducts stings.<sup>417</sup> Mr. Swartz explained that his task force will get tips through the National Center for Missing and Exploited Children.<sup>418</sup> Part of Mr. Swartz’s daily chores is to sift through advertisements “and see if there are new faces, new pictures of people who look young.”<sup>419</sup> Mr. Swartz targets girls that look young, after she has been identified Mr. Swartz’s task force sets up a sting. Mr. Swartz stated that his task force works “through different tips”, “good police work” and “people working on the street.”<sup>420</sup>

## D. Panel Four Presentations

### *I. Testimony of Lee Campbell, Human Trafficking Survivor, Advocate Leader, Member, Second Chance, Street Outreach Program*

Lee Campbell, a human trafficking survivor and advocate leader, testified about her personal experience with human trafficking and prostitution.<sup>421</sup> She also called for a new approach to the way society perceives and treats human trafficking victims and women in prostitution.<sup>422</sup> She

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<sup>414</sup> Ibid., 131.

<sup>415</sup> Ibid.

<sup>416</sup> Ibid., 133.

<sup>417</sup> Ibid., 133.

<sup>418</sup> Ibid.

<sup>419</sup> Ibid.

<sup>420</sup> Ibid., 134.

<sup>421</sup> Lee Campbell, testimony, *Ohio Advisory Committee to the U.S. Commission on Civil Rights: Human Trafficking in Ohio*, June 6, 2013, p. 4-11

<sup>422</sup> Ibid., 4-11.

indicated that human trafficking and prostitution are not two separate worlds.<sup>423</sup> She advocated for more programs to assist these victims; more people reaching out and aiding these women.<sup>424</sup>

Ms. Campbell testified that she was trafficked and then became an adult prostitute.<sup>425</sup> She explained that she, like a lot of women in prostitution, became a prostitute after being trafficked and sexually abused as a child because it was the only thing she knew.<sup>426</sup> She emphasized these women are still those children on the inside.<sup>427</sup> She contended that these women are not making a choice; they are doing the only thing that they know.<sup>428</sup> “Once you are victimized and trauma happens to you . . . you remain that child until somebody stops and says hello, and that’s [what] society doesn’t do . . . I wasn’t an adult woman because I was still that broken child . . . so how could I make a positive choice if I [didn’t] know any different.”<sup>429</sup> Their choice is really no choice at all.<sup>430</sup> “Yes, they are making an adult choice, I made adult choices, yes. But was there anything different in my life, no. I didn’t know anything else. All I knew was what I was taught.”<sup>431</sup>

When asked what intervened in her life to aid her in escaping her life as a trafficking victim Ms. Campbell explained she was fortunate. She was able to escape her situation because someone lent a helping hand.<sup>432</sup> CSB came and took her children away from her and gave her the help she needed.<sup>433</sup> She had someone there to help her out of her situation.<sup>434</sup> Ms. Campbell also felt she was fortunate because she was able to get mental health services and help from Second Chance, which helps adult women prostitutes and traffic victims.<sup>435</sup> “They walked with me because they

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<sup>423</sup> Ibid., 11.

<sup>424</sup> Ibid.

<sup>425</sup> Ibid., 4.

<sup>426</sup> Ibid., 6.

<sup>427</sup> Ibid., 7, 9.

<sup>428</sup> Ibid., 8.

<sup>429</sup> Ibid., 6.

<sup>430</sup> Ibid.

<sup>431</sup> Ibid., 9.

<sup>432</sup> Ibid., 5.

<sup>433</sup> Ibid.

<sup>434</sup> Ibid.

<sup>435</sup> Ibid., 12.

understood that I was not a 31-year-old bad mother. I was a six-year-old girl that was victimized her whole childhood, and I had to start at being six. So they all played a part in that.”<sup>436</sup>

Ms. Campbell then testified, “I believe that women within the trafficking realm are more abused within the system than really helping . . . Too often . . . society goes in to help these victims and they end up being lost within that.”<sup>437</sup> Ms. Campbell was then asked to clarify what was integral in the aid she received from the system and what she felt would need to change.<sup>438</sup> Ms. Campbell responded that “having an agency that paid for the mental health . . . housing . . . [and] for a place for me to sit down and become whole again, that was a huge piece . . . [The] biggest piece out of all of it was somebody stepping up and being financially responsible.”<sup>439</sup> Ms. Campbell testified that if the women have children, then the state will step in and cover some, if not all the cost for mental health services, housing, and other things.<sup>440</sup> Ms. Campbell explained that several of the women she worked with did not have children, had lost their children or were grandparents and did not qualify for financial aid from the government.<sup>441</sup> She argued that these women deserve the financial aid regardless of whether or not they have children.<sup>442</sup> She explained that a big part of the problem is that there is little financial aid for adult services, because there are no children involved.<sup>443</sup> Ms. Campbell then stated that adult woman, regardless of whether they have children or not “deserve to have these finances . . . covered.”<sup>444</sup>

The Committee then asked Ms. Campbell what eventually persuades women to walk away from a life in prostitution and human trafficking.<sup>445</sup> Ms. Campbell explained that it is really about building a relationship with those women and being consistent in their lives.<sup>446</sup> Building the relationship

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<sup>436</sup> *Ibid.*, 12.

<sup>437</sup> *Ibid.*, 4.

<sup>438</sup> *Id.* at 14.

<sup>439</sup> *Ibid.*, 14.

<sup>440</sup> *Id.*

<sup>441</sup> *Id.* at 15.

<sup>442</sup> *Id.*

<sup>443</sup> *Id.*

<sup>444</sup> *Ibid.*, 15.

<sup>445</sup> *Id.* at 16.

<sup>446</sup> *Id.*

and being there for those women allows the people at Second Chance to guide the women in the right direction.<sup>447</sup>

Ms. Campbell was then asked why those trafficking victims cannot seem to escape the lifestyle and what could be done to help them recover.<sup>448</sup> Ms. Campbell stated that the lifestyle “is beat into them to the point of no return.”<sup>449</sup> They need a relationship to build into a healthy relationship where they can dream, think on their own, and just be.<sup>450</sup> “It is really about them being saved not only from the trafficker . . . the pimp, [or] the drug dealer,” it’s about them being saved from “not being safe to be themselves.”<sup>451</sup>

The Committee then asked what might be done to help child victims understand that there are systems that can help.<sup>452</sup> Ms. Campbell noted that it is in the education of the adults and professionals around those children.<sup>453</sup> She argued that children are not bad; they make bad choices.<sup>454</sup> She acknowledged that not all children are trafficked.<sup>455</sup> But these professionals need to know and recognize the signs. “Why is that [child] always running away from home? Why doesn’t that child want to be home?”<sup>456</sup> “Professionals have got to see how important it is to understand these children. Quit calling them bad children. Quit calling them runaways. They’re children that were victimized somewhere along the line.”<sup>457</sup> Ms. Campbell also noted that society needs to recognize children who are victims, instead of bad kids.<sup>458</sup> “Every population that works with these kids, everybody should be educated on this.”<sup>459</sup> By being able to recognize these children as victims, they can become survivors; if they become survivors, they can gain control of

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<sup>447</sup> Id. at 17.

<sup>448</sup> Id. at 18.

<sup>449</sup> Id. at 19.

<sup>450</sup> Id. at 20, 21.

<sup>451</sup> Ibid., 19.

<sup>452</sup> Id. at 37.

<sup>453</sup> Ibid., 37.

<sup>454</sup> Ibid., 37.

<sup>455</sup> Ibid., 37.

<sup>456</sup> Ibid., 37.

<sup>457</sup> Ibid., 38.

<sup>458</sup> Ibid., 38.

<sup>459</sup> Ibid., 39.

their lives.<sup>460</sup> The victim characteristics need to be recognized and addressed.<sup>461</sup> Ms. Campbell also noted that the victims need to be educated as well.<sup>462</sup> She advocated that you cannot simply tell the victims what they need to do; they need to be given resources and they need to be educated.<sup>463</sup>

The Committee asked if the services and support provided by Ms. Campbell's organization differs depending on whether the women were trafficked.<sup>464</sup> Ms. Campbell noted that the services provided are equal.<sup>465</sup> It is always about building the relationship.<sup>466</sup>

The Committee then asked what the committee could do to provide assistance to Ms. Campbell's organization. Ms. Campbell explained that a big part for the committee to play would be to get the word out about the relationship between the human trafficking victims and the adult prostitutes.<sup>467</sup> The human trafficking victims that do not get the helping hand they need become those prostituted women.<sup>468</sup> "The trafficked child and the prostituted woman are the same."<sup>469</sup>

Ms. Campbell was then asked how drugs are introduced into the women's lives and the role of addiction in those situations.<sup>470</sup> Ms. Campbell noted that drugs go hand in hand with prostitution and human trafficking.<sup>471</sup> She explained that the drug use is an escape for these women.<sup>472</sup> The drug is a coping mechanism.<sup>473</sup> The drugs become the last door out of a bad situation.<sup>474</sup> "The

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<sup>460</sup> Ibid.

<sup>461</sup> Ibid., 39.

<sup>462</sup> Ibid., 40.

<sup>463</sup> Ibid.

<sup>464</sup> Ibid., 26.

<sup>465</sup> Ibid.

<sup>466</sup> Ibid., 27.

<sup>467</sup> Ibid.

<sup>468</sup> Ibid.

<sup>469</sup> Ibid., 13.

<sup>470</sup> Ibid., 22.

<sup>471</sup> Ibid.

<sup>472</sup> Ibid., 22.

<sup>473</sup> Ibid., 22.

<sup>474</sup> Ibid., 23.

perfect solution was the drug addiction, which went hand in hand with prostitution, because that's what I knew. So, it made all my problems disappear, no problems with parenting, no problems with not having a job, because everything was simple because I only had one issue."<sup>475</sup> "That's what society doesn't understand that these things go hand in hand. It's not two different things...."<sup>476</sup> Ms. Campbell stated that the only reason she became addicted to the drugs was because of the trafficking when she was a child. It wasn't that she turned 18 and suddenly she was a prostitute and drug addict. Ms. Campbell stated that it's important to "go all the way back, [and] listen to [the victim's] whole story."<sup>477</sup>

Ms. Campbell was then asked who supplied the drugs to the women.<sup>478</sup> Ms. Campbell explained that the drugs are introduced by other women prostitutes.<sup>479</sup> She noted that drugs would not be introduced by pimps because it would be bad for their business and they would be losing money to the dealers.<sup>480</sup>

The Committee asked if human trafficking victims could be placed in a protected class under disability due to the severe trauma they suffer.<sup>481</sup> Ms. Campbell agreed that they could be and noted that she believes that is the way to attack human trafficking.<sup>482</sup> There needs to be mental health services available to these women because they are suffering from trauma or PTSD.<sup>483</sup> She explained that she has no memory of half her childhood because of the trauma.<sup>484</sup> She explained that such trauma can emotionally cripple a person.<sup>485</sup> A follow up question asked if there was a counseling program for recovering trafficking victims.<sup>486</sup> Ms. Campbell explained that building a

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<sup>475</sup> Ibid., 8.

<sup>476</sup> Ibid., 9.

<sup>477</sup> Ibid., 9.

<sup>478</sup> Ibid., 27.

<sup>479</sup> Ibid., 28.

<sup>480</sup> Ibid., 27-28.

<sup>481</sup> Ibid., 24-25.

<sup>482</sup> Ibid., 25.

<sup>483</sup> Ibid.

<sup>484</sup> Ibid.

<sup>485</sup> Ibid.

<sup>486</sup> Ibid., 33.

relationship with these women is a big part of the rehabilitation.<sup>487</sup> Ms. Campbell noted that because there is no funding for mental health rehabilitation, there needs to be a relationship built with these women to help them return to mental health.<sup>488</sup>

Ms. Campbell stated that the public perception of these women needs to change.<sup>489</sup> She explained that when these women are under the age of 18, they are seen as the human trafficking victim; however, when they turn 18 years old, they are suddenly viewed as, “a predator, a prostitute, an addict.”<sup>490</sup> Society sees these women as making a choice.<sup>491</sup> She argued these women are so traumatized that they are still that trafficking victim; they are still that young child.<sup>492</sup> Ms. Campbell argued that the women are not actually making a choice; they are doing the only thing they know.<sup>493</sup> She advocated for increased rehabilitation efforts for the trafficking victims and adult prostitutes.<sup>494</sup>

Ms. Campbell then asked some strong questions. “How was I trafficked and still went to school? How was I abused and still was in society and nobody seen me?”<sup>495</sup> Ms. Campbell then stated, “Nobody seen me because everybody chose not to see me. Nobody seen me because everybody closed their eyes.”<sup>496</sup>

When asked how to make the public more aware of trafficking victims, Ms. Campbell advocated for more and better education regarding trafficking and prostitution.<sup>497</sup> She called for education of the community as a whole.<sup>498</sup> She advocated for the education of children, training for counselors,

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<sup>487</sup> *Ibid.*, 34.

<sup>488</sup> *Ibid.*

<sup>489</sup> *Ibid.*, 9.

<sup>490</sup> *Ibid.*, 4.

<sup>491</sup> *Ibid.*, 8.

<sup>492</sup> *Ibid.*, 6.

<sup>493</sup> *Ibid.*, 8.

<sup>494</sup> *Ibid.*, 11.

<sup>495</sup> *Ibid.*, 5.

<sup>496</sup> *Ibid.*, 5.

<sup>497</sup> *Ibid.*, 30.

<sup>498</sup> *Ibid.*, 31.

principals, nurses, doctors, etc., so they can recognize the victims.<sup>499</sup> She noted that we have to go to these women; we have to be out there and get our hands dirty to be able to make these relationships.<sup>500</sup>

Ms. Campbell concluded by saying, “You have to see the whole picture. You can’t just work on half the problem. You have to work on the whole piece . . . A lot of people never get somebody to hold their hand, and that’s a job we all have to play a part in . . . there has to be more programs, more people out there doing things, more people out there reaching out to these women.”<sup>501</sup>

## E. Panel Five Presentations

### 1. *Testimony of Megan Mattimoe, Legal Advocacy Director, AO*

Megan Mattimoe, Legal Advocacy Director at AO (Advocating Opportunity), testified about her organization AO.<sup>502</sup> She identified that AO works with the Second Chance program.<sup>503</sup> The organization works with survivors and families affected by human trafficking and prostitution.<sup>504</sup> As part of the legal advocacy program AO pairs each legal advocate (either a guardian ad litem for minors or an attorneys for adult victims) with a caseworker or social advocate from Second Chance.<sup>505</sup> The cases are never closed and the two advocates will stay on the case until the victim is stable.<sup>506</sup> “Whatever is stable for that victim. Whether that’s finishing a GED . . . going to college . . . getting services of some sort, counselling, benefits. Every person is different. Success is different for each victim. We try to stay with them.”<sup>507</sup> “We usually never close a case, because a lot of times (even though a victim may run away) they’ll come back, especially if they learn to form any kind of trust or bond with anyone.”<sup>508</sup>

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<sup>499</sup> Ibid.

<sup>500</sup> Ibid.

<sup>501</sup> Ibid., 10-11.

<sup>502</sup> Mattimoe Testimony, *Briefing Transcript*, p. 41.

<sup>503</sup> Ibid., 41.

<sup>504</sup> Ibid.

<sup>505</sup> Ibid.

<sup>506</sup> Ibid., 42.

<sup>507</sup> Ibid., 42.

<sup>508</sup> Ibid., 42.

Ms. Mattimoe testified that the advocates need to gain the trust of the victims and form bonds with them.<sup>509</sup> “The more resources we can pour into helping kids . . . and adults form bonds with people who are able to help them . . . the more likely they’ll get pulled out of that world they’ve been sucked into.”<sup>510</sup> Gaining the victim’s trust and forming any kind of bond takes time.<sup>511</sup> “It takes 18 months of consistent time with someone before they really start to open up.”<sup>512</sup> Sometimes the victims will open up a little quicker, “but even then they’ll only tell me so much . . . It takes a while for them to open up, and once they do, then they’ll tell you everything.”<sup>513</sup>

Ms. Mattimoe stated that the victims should work with the same people over and over.<sup>514</sup> Some victims have worked with several professionals, doctors, lawyers, judges, psychologists, and psychiatrists.<sup>515</sup> Having all these professionals to deal with can be extremely confusing.<sup>516</sup> It is also difficult for the victim to trust anyone in the legal profession because usually, they have been told not to trust someone in the legal field.<sup>517</sup>

Another problem that Ms. Mattimoe mentioned is that not many people really understand the legal system.<sup>518</sup> She stated that no one understands why the process is so lengthy or what the legal process is really.<sup>519</sup> She testified that the legal advocates need to simply explain the process to the client and victim.<sup>520</sup> “They’re not afraid of the legal system . . . as much when they understand what’s happening, someone takes the time to just sit down with them for 15 minutes and explain this is how . . . this works.”<sup>521</sup> Ms. Mattimoe advocated that people should understand the legal

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<sup>509</sup> Ibid.

<sup>510</sup> Ibid., 43.

<sup>511</sup> Ibid., 42-43.

<sup>512</sup> Ibid., 51.

<sup>513</sup> Ibid., 51.

<sup>514</sup> Ibid., 45.

<sup>515</sup> Ibid., 45-46.

<sup>516</sup> Ibid., 46.

<sup>517</sup> Ibid., 43.

<sup>518</sup> Ibid., 44.

<sup>519</sup> Ibid., 44.

<sup>520</sup> Ibid., 44-45.

<sup>521</sup> Ibid., 44.

system and process.<sup>522</sup> She explained that she finds when her clients and the victims understand the legal process, it is helpful to everyone.<sup>523</sup> She explained that sometimes lawyers forget to explain this process and then it can throw the client and victim into a panic because they don't know what is going on.<sup>524</sup>

Ms. Mattimoe also stated that many social workers are overburdened; so are the public defenders' offices and the prosecutors' offices.<sup>525</sup> She noted that any nonprofit legal help is overburdened.<sup>526</sup> To emphasize how big the problem is Ms. Mattimoe testified that in the last year she has had 30-40 girls appointed to her from the juvenile court alone.<sup>527</sup> "But there are a whole host of girls that aren't in Juvenile Court; they're not going to come to the table. [Second Chance] recovered over 110 victims in the last two years."<sup>528</sup> She further stated that funding is also an issue.<sup>529</sup> Ms. Mattimoe noted that the more resources that can be utilized into helping the victims the better the outcome for those victims will be.<sup>530</sup>

The Committee asked where funding for the programs came from. Ms. Mattimoe explained that her organization receives funding from Second Chance.<sup>531</sup> The organization also receives a little money from the Attorney General's office.<sup>532</sup> It is also receiving some funds from the Toledo Community Foundation.<sup>533</sup> Ms. Mattimoe explained that they really try to utilize resources in the community, but funding is still unfortunately the problem.<sup>534</sup>

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<sup>522</sup> Ibid.

<sup>523</sup> Ibid., 44.

<sup>524</sup> Ibid., 45.

<sup>525</sup> Ibid., 43.

<sup>526</sup> Ibid., 43.

<sup>527</sup> Ibid., 49.

<sup>528</sup> Ibid., 50.

<sup>529</sup> Ibid.

<sup>530</sup> Ibid.

<sup>531</sup> Ibid., 77.

<sup>532</sup> Ibid., 77.

<sup>533</sup> Ibid., 77.

<sup>534</sup> Ibid., 77-78.

The Committee then asked what role volunteers could take and if there has been any help from the Bar or other legal groups. Ms. Mattimoe explained that her program has partnered with ABLE, LAWO, and the Toledo Bar Associations pro bono program.<sup>535</sup> There are attorneys trained in trafficking.<sup>536</sup> There are guardians ad litem, prosecutors, and probation officers being trained.<sup>537</sup> Volunteers are welcome and will receive training if needed.<sup>538</sup>

When asked how to better communicate to trafficking victims an understanding of how they can get help, Ms. Mattimoe noted that her organization works hard to build relationships between law enforcement, the court, and the legal community.<sup>539</sup> She noted that those relationships are key.<sup>540</sup>

Ms. Mattimoe testified that there have been close to 30 federal convictions made by the task force in two years.<sup>541</sup> She explained that it may not sound like many, but when each case takes close to a year, sometimes almost two to investigate, 30 convictions is a substantial amount.<sup>542</sup> Ms. Mattimoe testified that the work is “very time intensive. It’s very labor intensive. It can be very emotionally intense and difficult to work with, so you need someone that is experienced in criminal law, family law, and trauma, informed care.”<sup>543</sup>

Ms. Mattimoe testified that the victims of trafficking have a similar level of trauma as torture victims.<sup>544</sup> The Victims will also develop Stockholm syndrome where they build a bond with the torturer. “That’s part of how torture works . . . you build a little bond with the person, you get them to trust you a little, and then you take it away, you give it and you take it away. You make sure that you are the only one that gives them anything worthwhile or kind or good, and then the [victim] start to trust you.”<sup>545</sup> Ms. Mattimoe then explained how a trafficker will look for whatever

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<sup>535</sup> *Ibid.*, 73.

<sup>536</sup> *Ibid.*, 73.

<sup>537</sup> *Ibid.*, 73.

<sup>538</sup> *Ibid.*, 74.

<sup>539</sup> *Ibid.*, 82-83.

<sup>540</sup> *Ibid.*, 85.

<sup>541</sup> *Ibid.*, 50.

<sup>542</sup> *Ibid.*, 50.

<sup>543</sup> *Ibid.*, 50-51.

<sup>544</sup> *Ibid.*, 46.

<sup>545</sup> *Ibid.*, 47.

is missing in these young girls' lives and then use that to manipulate them. "It's easy for [these young girls] to get roped in."<sup>546</sup>

Ms. Mattimoe also testified that there are foreign born victims as well.<sup>547</sup> There are remedies for foreign victims as well; they can possibly qualify for a trafficking visa, and if not, due to attorney client privilege, the attorney cannot report them as illegal aliens.<sup>548</sup>

When asked whether there are any other courts in Ohio like the CATCH court, Ms. Mattimoe testified that the organization needs funds.<sup>549</sup> The resources at the Municipal Court are limited.<sup>550</sup> Ms. Mattimoe testified about the possibility of a CATCH court.<sup>551</sup> She noted that the interest in a CATCH court is high, but the resources to implement one are limited.<sup>552</sup> Ms. Mattimoe also noted that the drug court was exclusively in Family Court.<sup>553</sup> The CATCH court addresses both women that have children and women who don't have children.<sup>554</sup> She argued that it was important for those cases to have their own docket.<sup>555</sup>

When the Committee asked about communication among the different organizations involved Ms. Mattimoe praised the local human trafficking task force. "They are fantastic. They are open to working with us."<sup>556</sup> Ms. Mattimoe testified that as of four years ago "We had the fourth-most arrests and convictions and recoveries in the country of any of the task forces . . . and I know we've increased that at least double, maybe more since then."<sup>557</sup> Ms. Mattimoe testified that these relationships are absolutely crucial. "Relationships between law enforcement and the court and attorneys and social services are key, because a lot of time they don't trust each other and bicker

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<sup>546</sup> Ibid., 49.

<sup>547</sup> Ibid., 53.

<sup>548</sup> Ibid., 53-54.

<sup>549</sup> Ibid., 69.

<sup>550</sup> Ibid., 69.

<sup>551</sup> Ibid., 69-70.

<sup>552</sup> Ibid., 69-70.

<sup>553</sup> Ibid., 71.

<sup>554</sup> Ibid., 71.

<sup>555</sup> Ibid., 71.

<sup>556</sup> Ibid., 83.

<sup>557</sup> Ibid., 83.

with each other over what's best, and you've got . . . to drop your end of the rope and see if you can stop playing tug of war with everyone and try to work together."<sup>558</sup>

## 2. *Testimony of Mary Schmidbauer, Program Director, Second Chance, Toledo Area Ministries*

Mary Schmidbauer, Program Director of Second Chance, testified about her program: what it is; what it does; and how it works.<sup>559</sup> Miss Schmidbauer noted that the program was started in the 90's as a pilot program to work with women in drug trafficking and prostitution.<sup>560</sup> The basic model for the program is to reach out to these women and spend time identifying their strengths, build a goal plan, and to aid in the pursuance of the plan.<sup>561</sup> "All of our programming is designed and built by the individuals themselves."<sup>562</sup> The program also works with the victims by building self-esteem, building support mechanisms, sometimes being that support mechanism, and working toward a better future for these women.<sup>563</sup>

Miss Schmidbauer explained that on an average year, Second Chance provides services to around 80 people.<sup>564</sup> About one-quarter of those individuals are minors, and the remaining three-quarters are adults that have been involved in commercial sexual exploitation in some way.<sup>565</sup> Miss Schmidbauer stated that Second Chance does not focus on only trafficking victims, but adult prostitutes and the like.<sup>566</sup>

Miss Schmidbauer acknowledged the history of trafficking within Toledo.<sup>567</sup> She noted that Toledo really became known as a trafficking recruitment center because of the Harrisburg, Pennsylvania

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<sup>558</sup> Ibid., 85.

<sup>559</sup> Schmidbauer Testimony, *Briefing Transcript*, p. 55.

<sup>560</sup> Ibid., 55.

<sup>561</sup> Ibid., 55.

<sup>562</sup> Ibid., 57.

<sup>563</sup> Ibid., 56.

<sup>564</sup> Ibid.

<sup>565</sup> Ibid..

<sup>566</sup> Ibid., 56-57.

<sup>567</sup> Ibid., 56.

sting.<sup>568</sup> 78 of the 151 victims and 17 of the 18 traffickers were from the Toledo area.<sup>569</sup> Miss Schmidbauer explained that the history of trafficking goes back generations.<sup>570</sup> The problem is based on the geography, economic status, educational system, and a weakness in the community.<sup>571</sup> She explained that Second Chance receives referrals from Child Services, Juvenile Court, the Federal Innocence Lost Task Force, self-referrals, and family referrals.<sup>572</sup>

Miss Schmidbauer noted that building a relationship with the victims is crucial.<sup>573</sup> Building those relationships takes time and effort.<sup>574</sup> Miss Schmidbauer stated that Second Chance began a prevention-oriented program as well.<sup>575</sup> The program recognizes that runaways and homeless youths are the most vulnerable to be trafficked.<sup>576</sup> There are estimates that runaways are approached within 48 hours by a trafficker or someone involved in a sexual exploitation situation.<sup>577</sup> Second Chance offers the victims whatever support they can by: providing comprehensive case management services, mentoring supports, and support groups.<sup>578</sup>

Miss Schmidbauer testified that mental health care is a critical component in supporting these victims.<sup>579</sup> She explained, however, that the mental health care of the victims is not really being addressed.<sup>580</sup> These victims are not really getting the mental health care that they need.<sup>581</sup> Miss Schmidbauer stated that when a child is acting out, those providing the service must recognize the

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<sup>568</sup> *Ibid.*, 56.

<sup>569</sup> *Ibid.*, 56.

<sup>570</sup> *Ibid.*, 56.

<sup>571</sup> *Ibid.*, 56.

<sup>572</sup> *Ibid.* at 57.

<sup>573</sup> *Ibid.*, 57.

<sup>574</sup> *Ibid.* at 57.

<sup>575</sup> *Ibid.*, 57.

<sup>576</sup> *Ibid.* at 57.

<sup>577</sup> *Ibid.*, 57.

<sup>578</sup> *Ibid.*, 58.

<sup>579</sup> *Ibid.*, 58.

<sup>580</sup> *Ibid.*, 58.

<sup>581</sup> *Ibid.*, 58-59.

issue and help the victim assess it.<sup>582</sup> Because these victims have been through trauma, they cannot always express the issue and assess it.<sup>583</sup> Miss Schmidbauer explained that these victims have gone through a great deal of trauma and it takes a great deal of specialty and expertise to recognize the problems.<sup>584</sup> “Most often youth that were engaged have an extreme amount of trauma gauging back from either abuse, sexual, physical or neglect within their childhood, as well as violence on the streets, as well as the violence of the sex trade in and of itself, and those are things that require a great deal of specialty and expertise in recognizing.”<sup>585</sup> Miss Schmidbauer stated that funding for mental health care for the youths should come from child welfare.<sup>586</sup>

When the Committee asked whether the adults she works with were either abused or trafficked as children,<sup>587</sup> Miss Schmidbauer testified that every youth that Second Chance works with has been involved in some way with physical or sexual abuse or neglect.<sup>588</sup> Miss Schmidbauer stated that this is ongoing. “Trafficking is a symptom of a complete system failure where child welfare is concerned, because we’ve missed so many children who have such severe needs.”<sup>589</sup> “Children who run away are running from abusive situations, very challenging situations . . . the manipulations of fact that they engage in are survival skills.”<sup>590</sup>

Miss Schmidbauer testified that Second Chance offers the victims the ability to gain legal standing, through AO.<sup>591</sup> The program gives the victims power and gives them answers as to what will happen in the legal process.<sup>592</sup> “We explain “a mysterious confusing system to people who have never experienced it before. Giving them answers, talking with them about what’s going to happen, building the process, providing predictability for someone who’s going into this scary situation eases trauma, eases traumatic responses, and provides them with a sense of their own power and

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<sup>582</sup> Ibid., 59.

<sup>583</sup> Ibid., 59-60.

<sup>584</sup> Ibid., 59.

<sup>585</sup> Ibid., 59.

<sup>586</sup> Ibid., 61.

<sup>587</sup> Ibid., 78.

<sup>588</sup> Ibid., 79.

<sup>589</sup> Ibid., 79.

<sup>590</sup> Ibid., 79-80.

<sup>591</sup> Ibid., 60.

<sup>592</sup> Ibid., 60.

their own ability to advocate for themselves.”<sup>593</sup> Miss Schmidbauer explained that Second Chance is working to educate the victims in emotional experience and emotional literacy to help them come forward.<sup>594</sup> The ultimate goal is to give the individuals the capacity to advocate for themselves.<sup>595</sup>

When asked where the funding for Second Chance programs came from, Miss Schmidbauer testified that her program is underfunded.<sup>596</sup> She noted that Second Chance is funded through grants, most recently a federal reward.<sup>597</sup> She also noted that Second Chance is also funded through Child Services; reclaim dollars, private donations, and community sponsored monies.<sup>598</sup> She noted, however, that the resources in Northwest Ohio are few; so getting funding is very difficult.<sup>599</sup>

The Committee asked if the drug courts could be modified to include the issues of trafficking victims rather than setting up an entirely new system. Miss Schmidbauer noted that many of the individuals in commercial sexual exploitation are involved in the drug court.<sup>600</sup> She also noted that the drug court is involved and provides services and support for individuals, but that is just in Family Court.<sup>601</sup>

The Committee final question was why human trafficking is such a large problem in Toledo versus other large cities like Cincinnati or Portland, Oregon. Ms. Schmidbauer stated that it was partly because of the work that Dr. Williamson did in the 90’s that originally saw women as victims. “We have been working in this community since then to make that paradigm shift . . . and we have worked to be collaborative and partnership-oriented and victim-centered all the way through the process . . . So, the issue is not so much that we have a bigger problem, it’s just that we have paid

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<sup>593</sup> Ibid., 60-61.

<sup>594</sup> Ibid., 60.

<sup>595</sup> Ibid., 61.

<sup>596</sup> Ibid., 75.

<sup>597</sup> Ibid., 75.

<sup>598</sup> Ibid., 76.

<sup>599</sup> Ibid., 76.

<sup>600</sup> Ibid., 70-71.

<sup>601</sup> Ibid., 71.

much more attention to it and never denied it and never kept it a secret, much to the chagrin of people sometimes.”<sup>602</sup>

### 3. *Testimony of Jessica Dallas, Program Director, Executive, DOMA*

Jessica Dallas, the program director of DOMA, testified that her program works with women in their mid, to late 30’s who are adult trafficking survivors in the Columbus area.<sup>603</sup> Ms. Dallas testified that she has been a social worker for many years and has worked with the human trafficking population for many years.<sup>604</sup>

The women that DOMA deals with have been referred to them by the CATCH court, (Changing Actions to Change Habits), which is “one of the primary court systems in place to treat this identified section of our population that so desperately needs our help.”<sup>605</sup> All participants of the program, upon assessment by the CATCH court, must be over 18 years of age, have to be charged with a misdemeanor of solicitation, and request entrance into the 2-year program.<sup>606</sup> Ms. Dallas testified that there is generally a six-month waiting list to get into the program.<sup>607</sup> Also to participate in the program, the women cannot be in contact with any of their former associates.<sup>608</sup> “So these are women that really . . . want the change.”<sup>609</sup>

Ms. Dallas discussed the possibility of these women falling under disability services.<sup>610</sup> She indicated that these people cannot operate under a normal system for employment, services, benefits, or simple life discoveries, thus implying that they would need additional help under disability services.<sup>611</sup>

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<sup>602</sup> Ibid., 85-86.

<sup>603</sup> Dallas Testimony, *Briefing Transcript*, p. 62.

<sup>604</sup> Ibid., 62.

<sup>605</sup> Ibid., 63.

<sup>606</sup> Ibid., 63.

<sup>607</sup> Ibid., 63-64.

<sup>608</sup> Ibid., 66.

<sup>609</sup> Ibid., 64.

<sup>610</sup> Ibid., 64.

<sup>611</sup> Ibid., 64.

Ms. Dallas then testified about some statistics of the women that enter the program; 100 percent have been victims of violent crimes; 100 percent have been raped an average of six times; 100 percent have served convictions of nonviolent crimes; 95 percent enter the sex trade as a minor; 93 percent have been trafficked; 90 percent have PTSD; 90 percent were orphaned, abandoned, or exploited by their mothers; 77 percent have traumatic brain injuries; 73 percent were juvenile runaways; they were arrested an average of 6 times per year, served 101 nights in jail, and had an average of a tenth grade education.<sup>612</sup>

Ms. Dallas stated that her program provides chemical dependency services for these women.<sup>613</sup> The program also reunites women with their children, if the children are under 18 and they are in protective services.<sup>614</sup> DOMA helps these women by finding volunteers, getting them active in the community, and finding them peer support groups.<sup>615</sup>

Ms. Dallas explained that one problem the program runs into is vocational rehabilitation.<sup>616</sup> She testified that these women graduate from the program and have expenses to maintain, but have the problems of the brain injuries, complex PTSD, children to pay for, making minimum wage, etc.<sup>617</sup> In order to help remedy this kind of situation, DOMA started a social enterprise, Freedom a la Cart.<sup>618</sup> Ms. Dallas testified that Freedom a la Cart is a food cart business they take around the city that teaches these women how to be employed as food service workers and gives them something close to a living wage.<sup>619</sup> The program graduates an average of ten women per year.<sup>620</sup> “One of the most important things that DOMA does as an organization is we allow those women to be seen for who they are as human beings, not for what they’ve been through, and that is so incredibly powerful.”<sup>621</sup>

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<sup>612</sup> Ibid., 64-65.

<sup>613</sup> Ibid., 65.

<sup>614</sup> Ibid., 65.

<sup>615</sup> Ibid., 65.

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<sup>617</sup> Ibid., 65.

<sup>618</sup> Ibid., 66.

<sup>619</sup> Ibid., 66.

<sup>620</sup> Ibid., 67.

<sup>621</sup> Ibid., 67-68.

Ms. Dallas explained that the program also works with the mental health therapists and substance abuse counselors as well as the court system.<sup>622</sup> Ms. Dallas noted that the program is teaching these women life skills.<sup>623</sup> Skills like how to chop vegetables and to deal with peers and coworkers in an adult manner.<sup>624</sup> She explained that these women haven't had the experience with jobs other than those in the trafficking realm, and so they do not have the life skills and experiences that are associated with those found on a normal job such as in a restaurant or in retail.<sup>625</sup> Ms. Dallas testified that the recidivism rate for DOMA was 10 percent.<sup>626</sup> The national average was 80 percent, so that means that 90 percent of DOMA participants are working outside of human trafficking.<sup>627</sup> Ms. Dallas explained other successes of the program. In 2012 "four of our ten women obtained driver's licenses. Ten of them opened bank accounts . . . four prepared for jobs outside the food cart business including going back to college, going back for their GEDs. All four have been successful at their new jobs. And we executed all of these outcomes within severe budgetary constraints and virtually no administrative costs."<sup>628</sup>

When asked where the funding for the panel members' programs came from,<sup>629</sup> Ms. Dallas explained that her program receives funds from the city of Columbus, private entities, and charitable foundations.<sup>630</sup> "We have a lot of diocese [and] church organizations [as] private funders as well."<sup>631</sup> The Freedom a la Cart program is self-sustaining.<sup>632</sup>

The Committee asked if the drug courts could be modified to include the issues of trafficking victims rather than setting up an entirely new system.<sup>633</sup> Ms. Dallas noted that going into other existing courts outside of CATCH court, is somewhat of a problem because the other courts are

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<sup>622</sup> Ibid., 67.

<sup>623</sup> Ibid., 67.

<sup>624</sup> Ibid., 67.

<sup>625</sup> Ibid., 67.

<sup>626</sup> Ibid., 68.

<sup>627</sup> Ibid., 68.

<sup>628</sup> Ibid., 67-68.

<sup>629</sup> Ibid., 75.

<sup>630</sup> Ibid., 76-77.

<sup>631</sup> Ibid., 77.

<sup>632</sup> Ibid., 77.

<sup>633</sup> Ibid., 70.

not molded to the particular issues of human trafficking.<sup>634</sup> “The problem that we run into when we start to mold into existing courts that are not explicit to this issue is that we have a lot of folks that are interested in the theater of it and not so much interested in the solution.”<sup>635</sup>

## F. Panel Six Presentations

### 1. *Testimony of Brett Bogan, Director of Investigations, Care Champion, Reed Elsevier*

Brett Bogan is the director of investigations at Reed Elsevier in Dayton, Ohio. Reed Elsevier and its subsidiaries include LexisNexis, Elsevier, Reed Elsevier Technology Services, and Reed Business. Mr. Bogan testified about Reed Elsevier’s corporate responsibility program, RE Cares.<sup>636</sup> He noted that he serves as a Cares Champion, an employee that volunteers his time to the corporate responsibility program.<sup>637</sup>

RE Cares focusses on universal access to information, advancement of science and health, the protection of society, the rule of law and access to justice.<sup>638</sup> He noted that combatting human trafficking through the rule of law is a consistent pillar of the corporate responsibility programs.<sup>639</sup> He explained that Reed Elsevier and its subsidiaries have done many things to combat human trafficking.<sup>640</sup> He noted that in 2007 Reed Elsevier formed a task force to help establish the Somaly Mam Foundation. They also donated technology and analytical services to the Nation Center for Missing and Exploited Children.<sup>641</sup> In 2008, the company, along with Priority Films, distributed the film *Holly*. They also partnered with Polaris Project to develop a web-based system to track the national hotline calls.<sup>642</sup> In 2010, the company screened the movie *Red Light* globally in order

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<sup>634</sup> Ibid., 72.

<sup>635</sup> Ibid., 72.

<sup>636</sup> Bogan Testimony, *Briefing Transcript*, p. 87.

<sup>637</sup> Ibid., 88.

<sup>638</sup> Ibid., 88.

<sup>639</sup> Ibid., 89.

<sup>640</sup> Ibid., 89-90.

<sup>641</sup> Ibid., 89.

<sup>642</sup> Ibid., 89.

to raise awareness about human trafficking.<sup>643</sup> In 2012, LexisNexis International approved funding for 12 seed projects, which were defined to advance the rule of law and combat human trafficking.<sup>644</sup> He also noted that the company formed the Human Trafficking Awareness Index, which is an online website that tracks and analyzes news articles concerning human trafficking.<sup>645</sup>

When the Committee asked if his organization could commit their services in conjunction with law enforcement to determine where the traffickers are coming from,<sup>646</sup> Mr. Bogan noted that Reed Elsevier has been working on and developing products for targeting the issue of human trafficking.<sup>647</sup> They have released a product to law enforcement that allows investigators to do searches specific to traffickers and victims.<sup>648</sup> “When the Superbowl was in Indianapolis a couple of years ago . . . we released a product to allow law enforcement to do searches that were specific to . . . looking for . . . the traffickers and victims and missing individuals.”<sup>649</sup>

Mr. Bogan testified that one of the company’s goals is to raise awareness about human trafficking and “to educate and engage our employees to become aware and hopefully become active themselves in the fight against trafficking.”<sup>650</sup> The company uses its resources to combat human trafficking through donations of technology information and like resources, providing expertise in product development to promote rule of law, and partner with other organizations to focus on specific areas like pro bono work.<sup>651</sup> Also, the company formed the Global Business Coalition Against Human Trafficking, or Global BCAT, with multi-national companies.<sup>652</sup> Mr. Bogan explained that one of the company’s goals was to educate and engage their employees to becoming aware and become active in the fight against human trafficking.<sup>653</sup> Mr. Bogan testified that the company asked Theresa Flores, a human trafficking survivor and founder of Theresa’s SOAP

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<sup>643</sup> *Ibid.*, 89.

<sup>644</sup> *Ibid.*, 89.

<sup>645</sup> *Ibid.*, 89-90.

<sup>646</sup> *Ibid.*, 118.

<sup>647</sup> *Ibid.*, 118.

<sup>648</sup> *Ibid.*, 119.

<sup>649</sup> *Ibid.*, 119.

<sup>650</sup> *Ibid.*, 90.

<sup>651</sup> *Ibid.*, 90.

<sup>652</sup> *Ibid.*, 90.

<sup>653</sup> *Ibid.*, 90.

outreach program, to come to the main campus in Dayton and tell her story.<sup>654</sup> Many of their employees attended Ms. Flores' presentation and then aided in labeling 80,000 bars of soap for Teresa's SOAP outreach program.<sup>655</sup> "Since Theresa was on campus . . . we have had many employees ask us . . . how can we do more, how can we help?"<sup>656</sup>

When asked what the SOAP program was, Mr. Bogan stated that Teresa realized from her experience being trafficked that one area she got some privacy when she was being trafficked was in the bathrooms of hotels and motels.<sup>657</sup> Theresa's program involves taking bars of soap and putting stickers on them with the human trafficking hotline on it.<sup>658</sup> She then distributes the bars of soap to low end hotels and motels free of charge. At the same time she also will give pamphlets to the motel operators that have pictures of missing children in them and she tells them that if they see any of these children, call the number and contact law enforcement.

The Committee followed up by asking if the hotels and motels are cooperative with Theresa Flores when she passes out information about missing or runaway children as well as the soaps.<sup>659</sup> Mr. Bogan noted that, from talking with Theresa, the motels rarely turn down the soap because it is being given to them for free and the hotel operators do not want the negative attention that comes from renting out their rooms by the hour.<sup>660</sup>

Mr. Bogan explained that several dozen employees volunteer with an organization known as Oasis House at a building that is being rehabbed in Dayton that will eventually house trafficking survivors.<sup>661</sup> He also noted that on Human Trafficking Awareness Day, the company offered a screening of the film *Not My Life*; the film was looped all day so that employees on different shifts could watch the movie.<sup>662</sup>

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<sup>654</sup> Ibid., 91.

<sup>655</sup> Ibid., 91.

<sup>656</sup> Ibid., 93.

<sup>657</sup> Ibid., 120.

<sup>658</sup> Ibid., 120.

<sup>659</sup> Ibid., 121-122.

<sup>660</sup> Ibid., 122.

<sup>661</sup> Ibid., 91.

<sup>662</sup> Ibid., 91.

Mr. Bogan explained that LexisNexis was working with several organizations in a pro bono legal clinic to provide legal expertise and guidance to organizations involved in combatting human trafficking.<sup>663</sup> He noted that they are looking to implement a human trafficking 101 course to their employees through an organization known as BeFree Dayton.<sup>664</sup> Mr. Bogan explained the need to establish an online training module as an option to offer their employees.<sup>665</sup> He also noted that the company sponsors a minor league baseball team in Dayton, and they use ad space to raise awareness of human trafficking in the community.<sup>666</sup> Mr. Bogan noted that they were bringing in a new speaker to their campus to highlight and bring new perspective on rehabilitating human trafficking survivors.<sup>667</sup> Mr. Bogan explained that they will continue to investigate ways to educate their employees and encourage them to raise awareness of human trafficking in the community.<sup>668</sup> “When somebody finds out that slavery still exists, and when you can provide that call to action and give them some tangible ways that they can make a difference, I believe they really want to be involved . . . by providing these opportunities to employees to be exposed to different organizations, employees locally . . . and all over the world are finding ways that they can contribute.”<sup>669</sup>

The Committee then asked Mr. Bogan if there was something that could encourage more active efforts to search for runaways, similarly to the way we search for missing children.<sup>670</sup> Mr. Bogan noted that he believes that runaways and abductees should not be separated, but to look at the issue in the same way; that awareness needs to be raised and the same attention should be brought to the public about the victims, not one or the other.<sup>671</sup>

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<sup>663</sup> *Ibid.*, 91.

<sup>664</sup> *Ibid.*, 91-92.

<sup>665</sup> *Ibid.*, 92.

<sup>666</sup> *Ibid.*, 92-93.

<sup>667</sup> *Ibid.*, 93.

<sup>668</sup> *Ibid.*, 93.

<sup>669</sup> *Ibid.*, 93.

<sup>670</sup> *Ibid.*, 121.

<sup>671</sup> *Ibid.*, 122.

## 2. *Testimony of Teresa Fedor, 47th House District Representative*

Teresa Fedor, Ohio's 47th House district representative, testified about the human trafficking problem in Ohio and the legislation that she has worked on to address the human trafficking problem.<sup>672</sup>

Representative Fedor also talked about her own background.<sup>673</sup> She noted that she was a teacher, served in the military, became a mom, and then she got involved in politics.<sup>674</sup> "I left the classroom to make a difference in education."<sup>675</sup> Representative Fedor called for a strengthening of public education because she feels that we have trouble with education.<sup>676</sup> Representative Fedor explained that she believes that it is our moral responsibility to end human trafficking because she believes every child's life depends on us to end trafficking.<sup>677</sup> "In a country where we cherish our children's future, we must be diligent in making a way for them to grow up in an environment where it is possible to live the American dream."<sup>678</sup>

The Committee asked if schools were required to report that children were not in school, or missing school.<sup>679</sup> Representative Fedor noted that she is sure the schools are required to report, but it is a loose system and in a poor neighborhood children may move 10 times in one year, so it is hard to track the children.<sup>680</sup> She advocated that all school boards should pass levies to include truancy to better keep track of the children that are not showing up to school.<sup>681</sup> Representative Fedor noted that runaways should be part of a strong truancy program to help keep track of what's going on with the children, especially those in foster care or those involved in the court system.<sup>682</sup>

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<sup>672</sup> Fedor Testimony, *Briefing Transcript*, p. 95.

<sup>673</sup> *Ibid.*, 95-100.

<sup>674</sup> *Ibid.*, 96-97.

<sup>675</sup> *Ibid.*, 99.

<sup>676</sup> *Ibid.*, 96.

<sup>677</sup> *Ibid.*, 100.

<sup>678</sup> *Ibid.*, 96.

<sup>679</sup> *Ibid.*, 125-126.

<sup>680</sup> *Ibid.*, 126.

<sup>681</sup> *Ibid.*, 127.

<sup>682</sup> *Ibid.*, 123.

Representative Fedor noted that eight years ago, the FBI recognized Toledo as a significant origin city for human trafficking.<sup>683</sup> This means that traffickers come to Toledo to recruit children into the sex trade and transport them to other locations.<sup>684</sup> She explained that Ohio has become a hub for human trafficking because of its close proximity to Canada, the extensive highway system, number of truck stops, the large immigrant communities, and the number of colleges and universities.<sup>685</sup>

Representative Fedor also discussed the Domestic Sex Trafficking in Ohio Research and Analysis Subcommittee Report done by Dr. Celia Williamson.<sup>686</sup> The findings in the report revealed that individuals that were commercially sexually exploited before the age of 18 were likely to have suffered from child abuse and neglect.<sup>687</sup> She noted that report discovered that these victims has also suffered depression, had been raped, ran away from home, had difficulty in school, had interacted with the police, spent time in juvenile detention, had been in proximity to those sold, bought or exposed others to sex. In addition, before being trafficked these girls were likely to have much older boyfriends.<sup>688</sup> “Despite these childhood problems, only 19 percent of the individuals in the study were ever in Child Protective Services.”<sup>689</sup> Representative Fedor then called for more trauma treatment for children who are sexually abused.<sup>690</sup> She explained that we are in great need of long-term trauma treatment and better foster care homes for child victims.<sup>691</sup>

Representative Fedor noted some statistics regarding the purchasers of sex.<sup>692</sup> The top purchasers of sex are first, law enforcement; second, businessmen, drug dealers, truckers, lawyers, managers, semi-professionals; and third are politicians.<sup>693</sup> She noted that she has interviewed survivors that

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<sup>683</sup> *Ibid.*, 100.

<sup>684</sup> *Ibid.*, 100.

<sup>685</sup> *Ibid.*, 101.

<sup>686</sup> *Ibid.*, 103-106.

<sup>687</sup> *Ibid.*, 104.

<sup>688</sup> *Ibid.*, 106.

<sup>689</sup> *Ibid.*, 106.

<sup>690</sup> *Ibid.*, 105.

<sup>691</sup> *Ibid.*, 105.

<sup>692</sup> *Ibid.*, 107.

<sup>693</sup> *Ibid.*, 107.

can attest to the figures.<sup>694</sup> “When you understand this concept and how you put the blinders on, it’s the people who are supposed to trust and protect and prevent this from happening . . . they’re the buyers, purchasers of rape.”<sup>695</sup> She also noted from statistics that the top concerns of victims in several cities in Ohio are rape, a family member with mental illness, and what to eat and where to sleep.<sup>696</sup>

Representative Fedor stated, “These horrific facts ignited some of my colleagues, along with myself, to see if anything needed to be done to strengthen the laws in the State of Ohio . . . [I discovered through my research] there wasn’t anything in the Ohio Revised Code against slavery, so that’s why for years these pimps . . . [have] been walking away from the halls of justice. Johns [received] a slap on the hand . . . It was not an easy task . . . but I never gave up, because, I saw this as the worst crime we have in America. I figured . . . it’s through this horrific human rights violation that I can finally get the attention of my . . . colleagues [and] city council members.”<sup>697</sup>

Representative Fedor noted that she has had two bills passed.<sup>698</sup> She stated that the first was a standalone felony in the Ohio Revised Code.<sup>699</sup> Representative Fedor noted that she advocated for the Safe Harbor Act, which allows children to not be jailed, whether they are pimp controlled or not.<sup>700</sup> The Act allows for trafficking victims to receive awards from the victims of crime fund; it also increases the penalties for trafficking in persons in certain instances.<sup>701</sup> The Act also increased the felony from a second degree felony to a first degree felony.<sup>702</sup> The Act requires that those convict of promoting prostitution to register as a sex offender.<sup>703</sup> The Safe Harbor Act also allows a trafficking victim to sue their traffickers, allowing them to get restitution.<sup>704</sup> The Act also allows for obstruction of justice charges to be brought against any family members who try to intimidate

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<sup>694</sup> Ibid., 108.

<sup>695</sup> Ibid., 109.

<sup>696</sup> Ibid., 110-111.

<sup>697</sup> Ibid., 102.

<sup>698</sup> Ibid., 112.

<sup>699</sup> Ibid., 112.

<sup>700</sup> Ibid., 112.

<sup>701</sup> Ibid., 112.

<sup>702</sup> Ibid., 112.

<sup>703</sup> Ibid., 112-113.

<sup>704</sup> Ibid., 113.

a victim.<sup>705</sup> It allows for the assets of pimps to be seized when they are arrested and those assets go to victim services.<sup>706</sup>

Representative Fedor also put together the End Demand Act. She noted that human trafficking works on the market system and that the act works to decrease the demand for human trafficking, which in turn will aid to end trafficking itself.<sup>707</sup> Under the End Demand Act, law enforcement got more training.<sup>708</sup> The Act is designed to reduce or eliminate demand, including eliminating force, fraud, and coercion; it also increased the penalty for solicitation of a minor from a misdemeanor to a third degree felony, and the offender must register as a sex offender.<sup>709</sup> The Act also makes “advertisement for sexual activity for hire . . . including through electronic means . . . a felony.”<sup>710</sup> The Act also allows for the termination of parental rights to those parents involved in the trafficking.<sup>711</sup> The Act also increased the statute of limitation to 20 years and applies rape shield laws to trafficking victims.<sup>712</sup>

The Committee asked if Representative Fedor’s proposed legislation would leave any legislative gaps in Ohio and what provisions or laws should be looked at for best practices.<sup>713</sup> Representative Fedor felt that state law should look toward Shared Hope, which has a victim-centered approach to trafficking.<sup>714</sup> “Everything we did was to mirror the federal government’s legislation . . . It’s all victim-centered, protection, prosecution, and prevention.”<sup>715</sup> She also noted that law enforcement in Cincinnati proposed increased penalties for solicitation.<sup>716</sup>

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<sup>705</sup> Ibid., 113.

<sup>706</sup> Ibid., 113.

<sup>707</sup> Ibid., 113-114.

<sup>708</sup> Ibid., 114.

<sup>709</sup> Ibid., 115.

<sup>710</sup> Ibid., 115.

<sup>711</sup> Ibid., 115.

<sup>712</sup> Ibid., 115-116.

<sup>713</sup> Ibid., 124.

<sup>714</sup> Ibid., 124.

<sup>715</sup> Ibid., 112.

<sup>716</sup> Ibid., 124.

Representative Fedor announced that the governor of Ohio put together a human trafficking task force. The main goal of the task force was to amend Medicaid eligibility and state housing funds. The task force also looked at ways to improve training foster care, training child welfare, and protocols for treatment.<sup>717</sup> Representative Fedor also noted that there needs to be trained therapists and access to benefits for trafficking victims.<sup>718</sup> She concluded by stating that the Attorney General's website provides standards for service to trafficking victims for victim services.<sup>719</sup>

Representative Fedor stated that, "in the matter of finding and eliminating the scores of human trafficking in our country, every citizen, every policy maker, and every political official . . . they need to care about ending this"<sup>720</sup> "I want Ohio to be the rescue State of the nation . . . that is my intent, that's my vision."<sup>721</sup>

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<sup>717</sup> *Ibid.*, 116.

<sup>718</sup> *Ibid.*, 116.

<sup>719</sup> *Ibid.*, 116.

<sup>720</sup> *Ibid.*, 100.

<sup>721</sup> *Ibid.*, 108.

## VI. APPENDIX

### Resources in the State of Ohio

According to Ohio Mental Health and Addiction Services “Human trafficking – the illegal trade of human beings for commercial sexual exploitation and forced labor – is one of the fastest growing criminal enterprises worldwide. Every year, an estimated 1,078 Ohio children are victims of human trafficking, and another 3,016 Ohio children are at-risk of being victims of human trafficking. The most common age in Ohio for youth to become victims of child sex trafficking is thirteen. Children and adults are vulnerable to predators that give them the impression that they are safe. Victims are then manipulated, threatened and abused.”<sup>722</sup>

Ohio has passed landmark legislation with House Bill 262. This bill was created to address the crime of modern day slavery within the State’s borders. In 2014 the Polaris Project recognized the state as one of the four most improved states in anti-trafficking laws.<sup>723</sup> This legislation was a crucial piece of a broad effort to end human trafficking in Ohio. The following information discusses the different state and private organizations that have been, and are still involved in these efforts.

### Ohio Human Trafficking Task Force

Governor John R. Kasich recognized the growing impact Human Trafficking had on Ohio citizens, both adults and children. He created the Ohio Human Trafficking Task Force by Executive Order on March 29, 2012 to “coordinate statewide efforts to identify and rescue victims, create a coordinated law enforcement system to investigate and prosecute these crimes, and to provide the services and treatment necessary for victims to regain control of their lives.”<sup>724</sup> The task force works hand-in-hand with Attorney General Mike DeWine’s Human Trafficking Commission and is comprised of several state agencies, including the Governor’s Office of Health Transformation, Dept. of Job and Family Services, Dept. of Agriculture, Dept. of Mental Health and Addiction Services, Dept. of Education, Dept. of Medicaid, Dept. of Youth Services, Dept. of Public Safety,

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<sup>722</sup> *Ohio Battles Human Trafficking and Helps Victims Recover*, online October 21, 2014, <http://mha.ohio.gov/Default.aspx?tabid=143>.

<sup>723</sup> *Ohio Laws*, online October, 21, 2014, <https://polarisproject.org/sites/default/files/2014-State-Ratings.pdf>.

<sup>724</sup> *Ohio Battles Human Trafficking and Helps Victims Recover*, online October 21, 2014, <http://mha.ohio.gov/Default.aspx?tabid=143>.

Dept. of Health, and the Ohio Board of Cosmetology.<sup>725</sup> In June 2012 the Task Force presented to Governor Kasich the *Ohio Human Trafficking Task Force Recommendations to Governor John R. Kasich*.<sup>726</sup> This report outlined 26 ways the state can better identify and treat victims of trafficking, and provide training to those who may encounter human trafficking.

### **Ohio Human Trafficking Commission**

Attorney General Mike DeWine reconvened the Human Trafficking Commission in August of 2011. This built upon the former work of the Trafficking in Persons Study Commission created under previous Attorney General Richard Cordray, which released a report and recommendations for how to combat this crime. The Commission includes elected and appointed officials, members of local, state, and federal law enforcement, public and private social agencies, religious groups, and schools who meet regularly to understand the extent of the problem in Ohio, find ways to help victims, and discover how to investigate and prosecute traffickers. Most recently, the Human Trafficking Commission helped pass, House Bill 262, also known as the Safe Harbor Law. This law focuses on human trafficking and will increase the penalties for traffickers and improve care for victims.<sup>727</sup> The new law will:

- Create new procedures for a diversion program for juvenile trafficking victims
- Allow records of adult human trafficking victims to be expunged
- Change a human trafficking charge to a first degree felony with a mandatory prison term of at least ten years in prison
- Require convicted human traffickers to register as sex offenders

In addition to helping pass House Bill 262 the Human Trafficking Commission created the *Standards for Services to Trafficked Persons in 2010* (the Standards).<sup>728</sup> The Standards were

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<sup>725</sup> *The Ohio Human Trafficking Taskforce*, online October 23, 2014, <http://humantrafficking.ohio.gov/about.html>.

<sup>726</sup> *Ohio Human Trafficking Task Force Recommendations to Governor John R. Kasich*, online, October 23, 2014, <http://humantrafficking.ohio.gov/links/TaskForcepressrelease62712.pdf>.

<sup>727</sup> *Ohio Human Trafficking Commission, House Bill 262*, online October 21, 2014, <http://www.ohioattorneygeneral.gov/humantrafficking.aspx>.

<sup>728</sup> *Ohio Human Trafficking Commission Standards for Services to Trafficking Persons*, Online, October 23, 2014, <http://humantrafficking.ohio.gov/links/Service-Standards.pdf>.

developed by anti-trafficking advocates as a tool to assist communities in developing an effective network of services for victims of human trafficking. “The purpose of the standards is to encourage continuous quality improvement in trafficking-specific services, foster sharing of effective practices and ensure that trafficking survivors have access to effective services to help them heal from trauma and rebuild their lives.”<sup>729</sup> The Standards were reviewed and updated by the Victim Services Committee and the Ohio Network of Anti-Trafficking Coalitions in 2012.<sup>730</sup>

This set of standards is similar to HHS’s *Rescue & Restore* coalition recognition standards and guidelines. The Standards states, “For each standard, the definition, goal, activities, qualifications for staff/volunteers and standards for provider organizations are outlined. The purpose is to help committees identify the services needed by trafficking survivors and offer a guide to help them select the best qualified service providers.”<sup>731</sup> The Committee “shares these standards in the hopes that Ohio communities will build their capacity to identify and help survivors of trafficking. Anti-human trafficking advocates are encouraged to use these standards to select partners to participate in their service networks and to help organizations provide the best services possible.”<sup>732</sup>

### **The Ohio Network of Anti-Trafficking Coalitions**

The Ohio Trafficking in Persons Study Commission recognized the need for coalition development in its 2010 report on Ohio’s gaps in services for trafficked persons.<sup>733</sup> According to the Standards, as of December 2012, eleven anti-human trafficking coalitions have been developed across Ohio.<sup>734</sup> In late 2010 the Ohio coalitions developed the Network of Anti-Trafficking Coalitions “to facilitate communication and collaboration, share best practices, collect common performance measures and enhance anti-trafficking work in Ohio communities.”<sup>735</sup> The image below illustrates the counties that each of these coalitions cover.

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<sup>729</sup> Ibid., 1.

<sup>730</sup> Ibid., 2.

<sup>731</sup> Ibid.

<sup>732</sup> Ibid.

<sup>733</sup> Ibid., 3.

<sup>734</sup> As of the time of this report, there were now twenty-two coalitions in Ohio.

<sup>735</sup> Ibid., 3. *Note*, According to the Ohio Human Trafficking Task Force’s Website, as of October 23, 2014 there were 14 Coalitions. Updated map available at: <http://humantrafficking.ohio.gov/coalitions.html>.



**Anti-Human Trafficking Coalitions within Ohio**

Abolition Ohio

Central Ohio Rescue and Restore Coalition

Collaborative Initiative to End Human Trafficking

End Slavery Cincinnati

Human Trafficking Collaborative of Lorain County

Lucas County Human Trafficking Coalition

Mid-East Rescue and Restore Coalition

Northeast Ohio Coalition on Rescue and Restore (NEOCORR)

Northern Coalition Against Human Trafficking

Northwest Ohio Rescue and Restore Coalition

Southeast Ohio Human Trafficking Coalition

Stark County Committee Against Human trafficking

Summit County Collaborative Against Human Trafficking

The Task Force's Website also includes a list of additional resources listed by county.<sup>737</sup> The Index contains a county-by-county list of Human Trafficking Service Providers and Coalitions in Ohio compiled from the information on this website. The Index also contains a county-by-county list of Human Trafficking Advocacy and Research organizations in Ohio compiled from the information on this website.

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<sup>737</sup> Ibid.

## INDEX MATERIAL

### Resources by County - Providers & Coalitions

#### Allen County

- Crime Victim Services  
<http://www.crimevictimservices.org>
- Kids Clinic: Child advocacy Center of West Central Ohio
- Northwest Ohio Rescue and Restore Coalition  
<https://www.facebook.com/NorthwestOhioRescueRestoreCoalition>
- Safe Harbor  
<http://www.safeharbor4youth.org/>
- SAFY Behavioral Health  
<http://www.safy.org/>

#### Athens County

- Athens County Child Advocacy Center  
<http://www.athenscac.org/>

#### Belmont County

- Harmony House, Child Advocacy Center (CAC)  
<http://harmonyhousecacwv.org/>
- Tri-County Help Center, Inc.  
<http://www.tricountyhelp.org/>

#### Clark County

- Clark County Advocacy Center  
<http://www.clarkcac.org/>

#### Columbiana County

- Christina House/Catholic Charities Regional Agency  
<http://ccdoy.org/locations/catholiccharities-regional-agency/>

#### Cuyahoga County

- Catholic Charities of Cleveland  
<http://clevelandcatholiccharities.org>
- Cleveland Rape Crisis Center  
<http://www.clevelandrapecrisis.org/>
- International Services Center  
<http://internationalservicescenter.org/anti-trafficking>
- FrontLine Service (Formerly: Mental Health Services for Homeless Persons, Inc.)  
<http://www.mhs-inc.org/>
- Northern Coalition Against Human Trafficking
- Renee Jones Empowerment Center  
<http://rjecempower.org/>

#### Erie County

- Michael's House of Erie County

#### Fairfield County

- Harcum House/Child Advocacy Center of Fairfield County  
<http://www.cacfc.com/>

### **Franklin County**

- ASHA Ray of Hope  
<http://www.asharayofhope.org>
- Central Ohio Rescue and Restore Coalition  
<http://www.centralohiorescueandrestore.org/>
- The Center for Family Safety and Healing  
<http://familysafetyandhealing.org/>
- Community Refugee and Immigration Services (CRIS)  
<http://www.cris-ohio.com>
- Doma International  
<http://freedomalacart.org/>
- Gladden Community House  
<http://gladdenhouse.org/>
- Goodwill Columbus  
<http://www.goodwillcolumbus.org/>
- Gracehaven  
<http://gracehaven.me/>
- Legal Aid Society Columbus  
<http://www.columbuslegalaid.org>
- Lower Lights Ministry  
<https://www.lowerlights.org/>
- NIRSE, Inc. – Rahab’s Highway  
<http://rahabshideaway.org/>

- The Salvation Army of Central Ohio  
<http://co.salvationarmy.org/CentralOhio/>
- Sexual Assault Response Network of Central Ohio  
<http://www.ohiohealth.com>

### **Greene County**

- Michael’s House Child Advocacy Center  
<http://www.michaelshousecac.org/about.php>

### **Guernsey County**

- Children’s Advocacy of Guernsey County  
<https://www.facebook.com/pages/The-Childrens-Advocacy-Center-of-Guernsey-County/654117854607874>

### **Hamilton County**

- Catholic Social Services of Southwestern Ohio  
<http://www.catholiccharitiesswo.org>
- End Slavery Cincinnati  
<http://www.endslaverycincinnati.org/>
- Mayerson Center for Safe and Healthy Children at Cincinnati Children’s  
<http://www.cincinnatichildrens.org/service/m/mayerson-center/default/>
- Salvation Army of Southwest Ohio & Northeast Kentucky

<http://www.salvationarmycincinnati.org>

- Woman Helping Woman  
<http://www.womenhelpingwomen.org/>
- YWCA of Greater Cincinnati  
[http://www.ywca.org/site/pp.asp?c=a\\_gLGKXNOE&b=61485](http://www.ywca.org/site/pp.asp?c=a_gLGKXNOE&b=61485)

#### **Hancock County**

- Hancock Co. Center for Safe and Healthy Children

#### **Henry County**

- Center for Child and family Advocacy, Inc.

#### **Jefferson County**

- A Caring Place Child Advocacy Center  
<http://acaringplacecac.org/>

#### **Knox County**

- New Directions  
<http://newdirectionsshelter.org/>

#### **Licking County**

- Catholic Social Services  
<http://www.colscss.org>
- Child Advocacy Center of Licking County  
<http://www.cacoflc.org/>

#### **Lorain County**

- Human Trafficking Collaborative of Lorain County

<http://www.itcouldbemelorain.com/>

- The Nord Center  
<https://www.nordcenter.org/>  
**Lucas County**
- Lucas County Human Trafficking Coalition  
<http://lchtc.org/>
- Family and Child Abuse Prevention Center  
<http://www.fcapc.org/fcapc/>
- Second Chance Toledo  
<http://www.secondchancetoledo.org>
- Toledo Area Ministries Second Chance Program  
<http://www.tamohio.org/j25/>
- YWCA HOPE Center  
[http://www.ywcanwo.org/site/c.9rK\\_QI9MJcIWE/b.7962473/k.6E97/HOPE\\_Center\\_Rape\\_Crisis.htm](http://www.ywcanwo.org/site/c.9rK_QI9MJcIWE/b.7962473/k.6E97/HOPE_Center_Rape_Crisis.htm)

#### **Manhoning County**

- Child Advocacy Center

#### **Marion County**

- Turning Point  
<http://turningpoint6.org/>

#### **Medina County**

- Children's Center of Medina County  
<http://www.medinacountychildrenscenter.org/>

#### **Montgomery County**

- Abolition Ohio

[https://www.udayton.edu/artsscience/humanrights/abolition\\_ohio/index.php](https://www.udayton.edu/artsscience/humanrights/abolition_ohio/index.php)

- Artemis Center  
<http://www.artemiscenter.org/>
- Asian American Community Services  
<http://www.aacsohio.org>
- CARE House  
<http://www.thecarehouse.org/>
- Catholic Social Services  
<http://www.colscss.org>
- Daybreak  
<http://www.daybreakdayton.org/>
- Oasis House  
<http://www.oasisforwomen.org/>
- South Community Behavioral Healthcare  
<http://www.southcommunity.com/>
- Traffick Free  
<http://www.traffickfree.com>
- YWCA Dayton  
<http://www.ywca.org/site/pp.asp?c=eILVJiP8H&b=59159>

#### **Muskingum County**

- Catholic Social Services  
<http://www.colscss.org>
- Mid-East Rescue and Restore Coalition

<http://www.merrcohio.org/>

#### **Portage County**

- The Children's Advocacy Center of Portage County, Inc.  
<http://childadvocacyportage.org/>

#### **Putnam County**

- Crime Victim Services  
<http://www.crimevictimservices.org>

#### **Ross County**

- The Child Protection Center of Ross County  
<http://www.thechildprotectioncenter.org/>

#### **Scotio County**

- Catholic Social Services  
<http://www.colscss.org>

#### **Stark County**

- Children's Network Child Advocacy Center of Stark County  
<http://www.weadvocateforkids.org/home.php>
- Partner's Against Trafficking of Humans Stark  
<http://pathstark.webs.com/>

#### **Summit County**

- Summit County Collaborative Against Human Trafficking  
<http://www.endslaverysummitcounty.org/>
- Summit County CAC

<https://co.summitoh.net/prosecutor/index.php/child-advocacy-center>

- Victim Assistance Program  
<http://www.victimassistanceprogram.org/>

#### **Trumbull County**

- Northeast Ohio Coalition on Rescue and Restore (NEOCORR)  
<http://neocorr.org/>

#### **Tuscarawas County**

- Tuscarawas County Child Advocacy Center  
<http://www.tusccac.org/index.html>

#### **Warren County**

- Warren County Child Advocacy Center  
<http://www.cacwarrencounty.org/home/index.htm>

#### **Wayne County**

- Wayne County children's Advocacy Center, Inc.  
<http://www.waynecac.org/>

#### **Wood**

- The Cocoon Shelter  
<http://www.cocoonshelter.org/>
- The Daughter Project  
<http://www.thedaughterproject.org/>
- The SAAFE Center  
<http://www.victimsservices.org/>

## **Resources by County - Advocacy and Research Groups**

#### **Allen County**

- Northwest Ohio Rescue and Restore Coalition  
<https://www.facebook.com/NorthwestOhioRescueRestoreCoalition>

#### **Athens County**

- OU-ESM  
<https://www.facebook.com/pages/Ohio-University-End-Slavery-Movement/488017981257658>

#### **Cuyahoga County**

- Northern Coalition Against Human Trafficking
- West Shores Allies Against Human Trafficking  
<http://www.wsuuc.org/service-justice/waht.php>

#### **Delaware County**

- Compassion to Act-Ohio  
<http://compassiontoactohio.org/main/>
- The CORE Center/Pregnancy Resources of Delaware Co.  
<http://www.thecorecenter.org/>

#### **Franklin County**

- Central Ohio Rescue and Restore Coalition  
<http://www.centralohiorescueandrestore.org/>

- Ohio Department of Education  
<http://education.ohio.gov/Topics/Other-Resources/School-Safety/Safe-and-Supportive-Learning/Human-Trafficking-Prevention>

- Ohio Right to Life  
<http://www.ohiolife.org/>

- Sexual Assault Response network of Central Ohio (SARNO)  
<https://www.ohiohealth.com/sexualassaultresponsenetwork/>

- Unchained Fashion  
<http://unchainedfashionshow.com/>

- Unplugging Society: Women of Color Think Tank  
<http://unpluggingsociety.wordpress.com/>

#### **Hamilton County**

- End Slavery Cincinnati  
<http://www.endslaverycincinnati.org/>

- National Underground Railroad Freedom Center  
<http://freedomcenter.org/>

#### **Licking County**

- Climate of Change

#### **Lorain County**

- Human Trafficking Collaborative of Lorain County  
<http://www.itcouldbemelorain.com/>

#### **Lucas County**

- Lucas County Human Trafficking Coalition  
<http://lchtc.org/>
- Trafficking Education Network  
<http://www.traffickingeducation.com>

#### **Miami County**

- YWCA Piqua, Ohio  
<https://www.facebook.com/pages/YWCA-Piqua/119259394757480?fref=ts>

#### **Montgomery County**

- Abolition Ohio  
[https://www.udayton.edu/artsscience/humanrights/abolition\\_ohio/index.php](https://www.udayton.edu/artsscience/humanrights/abolition_ohio/index.php)
- BE FREE Dayton  
<http://befreedayton.org/>

#### **Muskingum County**

- Mid-East Rescue and Restore Coalition  
<http://www.merrcoho.org/>

#### **Summit County**

- Summit County Collaborative Against Human Trafficking  
<http://www.endslaverysummitcounty.org/>

#### **Trumbull County**

- Northeast Ohio Coalition on Rescue and Restore (NEOCORR)  
<http://neocorr.org/>

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**Ohio Advisory Committee to the  
United States Commission on Civil Rights**



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**U. S. Commission on Civil Rights Contact**

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