

GOVERNOR'S TASK FORCE ON HUMAN TRAFFICKING



JULY 1, 2015

REPORT
AND
RECOMMENDATIONS

TASK FORCE FINDINGS & FINAL RECOMMENDATIONS

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Executive Summary

Introduction

On December 9, 2014, Governor Phil Bryant issued Executive Order NO.1349 establishing the Task Force on Human Trafficking (Task Force). The Governor charged the Task Force to carry out the following:

- “Review Mississippi laws, administrative practices and law enforcement training pertaining to human trafficking;
- Take testimony from subject matter experts who have experience managing the impacts of human trafficking;
- Examine existing research, and/or to commission new research on the topic of human trafficking;
- Identify opportunities to strengthen Mississippi human trafficking statutes; and,
- Make recommendations to the Governor for any changes in law, administrative practice or law enforcement training that will reduce human trafficking in Mississippi and improve ways to identify and assist the victims of human trafficking.”

The Governor selected two co-chairs, Lynne Myers and Everett Barnes, to lead the Task Force. Mrs. Myers is an assistant to the Governor’s Office where she works in Constituent Services. Mr. Barnes serves as the Executive Director of the Mississippi Office of Homeland Security.

Additionally, the Governor appointed the following members to serve on the Task Force (in alphabetical order):

Drake Bassett	Palmer Home for Children
Paula Broome	Mississippi Attorney General’s Office
Doug Davis	Mississippi Secretary of State’s Office
The Honorable Sally Doty	Mississippi State Senate
Commissioner Marshall Fisher	Mississippi Department of Corrections
Shuana Fletcher	Mississippi Department of Mental Health
The Honorable Andy Gipson	Mississippi House of Representatives
District Attorney Michael Guest	Office of the District Attorney for Madison and Rankin Counties

(Task Force members continued)

Bradley Hentschel	Federal Bureau of Investigation
Chief Willie Huff	Mississippi Department of Transportation
Dr. Tamara Hurst	University of Southern Mississippi
Hollie Jeffery	Mississippi Department of Human Services
Ashlee Lucas	Mississippi Office of Homeland Security
Sandy Middleton	Center for Violence Prevention
Landi Phillips	Harrison County Sheriff's Office
The Honorable Samac Richardson	Retired Circuit Judge; Judicial Outreach Liaison
Mike Roach	MNM Enterprises
The Honorable William Skinner	Hinds County Youth Court
Barry Tang	United States Department of Homeland Security
Dr. Armerita Tell	Mississippi Department of Education
Chief Richard Veazy	City of Tunica Police Department
Heather Wagner	Mississippi Department of Health

The Task Force met for a total of 8 meetings, 6 of which took place at the Mississippi Office of Homeland Security and 2 meetings which took place at the Mississippi Emergency Management Agency's headquarters. Meeting minutes from all meetings are attached to this report.

In accordance with Governor Phil Bryant's Executive Order, the members of the Task Force on Human Trafficking are pleased to submit this report with findings and final recommendations to the Governor.

Summary of the Issue

Human trafficking, as defined by the U.S. Department of State, is the act of recruiting, harboring, transporting, providing or obtaining a person for labor, services, or commercial sex acts by means of force, fraud or coercion for the purpose of exploitation, involuntary servitude, peonage, debt bondage or slavery, or any commercial sex act involving a minor. Trafficking is modern-day slavery that victimizes vulnerable populations including women, children and impoverished individuals.

Human trafficking is the fastest growing criminal industry in the world.¹ Internationally, human trafficking is the second largest criminal enterprise, second only to drug trafficking.² While drugs can be sold only once, a human being can be sold multiple times each day for many years. Some organizations expect human trafficking to surpass drug trafficking and become the number one criminal enterprise within a decade.³

In 2000, U.S. Congress passed the Trafficking Victims Protection Act (TVPA) to make human trafficking a federal crime with severe penalties. The law is three-pronged, with approaches for protection, prosecution, and prevention. All three of these areas have been strengthened with the Trafficking Victims Protection Reauthorization Act of 2003, 2005 and 2008. The State of Mississippi criminalized trafficking of persons in 2006 with the enactment of House Bill NO. 381 and amended in 2013 with House Bill NO. 673.

¹ U.S. Dep't of Health & Human Services, Fact Sheet, *HHS Fights to Stem Human Trafficking* (Aug. 15, 2006). See also FBI.gov, Podcasts and Radio, Inside the FBI, *Human Trafficking*, Podcast transcript (Jan. 30, 2015), located at www.fbi.gov/news/podcasts/inside/human-trafficking.mp3/view; Laura Riley, *Human Trafficking: Global Threat to Fundamental Human Rights*, Global Peace Convention, www.globalpeaceconvention.org/component/content/article/47-global-peace-convention/238-human-trafficking-global-threat-to-fundamental-human-rights.html (Dec. 1, 2012).

² Dep't of Homeland Security, Blue Campaign, *What is Human Trafficking*, www.dhs.gov/blue-campaign/what-human-trafficking (last accessed Feb. 19, 2015); Sean Reyes, *Protecting children from modern day slavery*, WASHINGTON EXAMINER (Jan. 30, 2015).

³ See Amy Garcia, *3 Things Everybody Needs to Know about Sex Trafficking*, The Exodus Road (Aug. 3, 2013); Laura Riley, *Human Trafficking: Global Threat to Fundamental Human Rights*, www.globalpeaceconvention.org/component/content/article/47-global-peace-convention/238-human-trafficking-global-threat-to-fundamental-human-rights.html (Dec. 1, 2012); Elizabeth M. Wheaton, et al., *Economics of Human Trafficking*, INT'L MIGRATION (2010).

Human Trafficking Administrative Subcommittee

Chair Dr. Tamara Hurst	University of Southern Mississippi
Glynn Babb	Mississippi Institutions of Higher Learning
Shuana Fletcher	Mississippi Department of Mental Health
Dr. Armerita Tell	Mississippi Department of Education
Karla Tye	Children's Advocacy Centers of Mississippi

Administrative Subcommittee Tasks

- Identify hotlines within the state and examine their effectiveness strengths and weaknesses in working with victims of Human Trafficking.
- Research national and state hotlines and consider one hotline for the state for recommendations in victim protocol.
- Examine statewide protocols for initial contact, referral protocol, and statewide referral practices.
- Research best practices deemed successful in neighboring states.
- Develop recommendations for governor concerning hotlines and victim protocols.

Administrative Subcommittee Report and Recommendations

Numerous agencies in Mississippi provide hotline services for issues involving domestic violence, child abuse, mental health crises, and crime. Subcommittee members have either met or spoken with administrators of these hotlines. At this time, there is currently no one hotline that can address multiple forms of human trafficking (e.g., child, adult, labor, sex, domestic, international). After evaluating their cost, training, data collection capabilities, and coverage we recommend using Polaris Project's National Human Trafficking Resource Center (NHTRC).

Recommendation: Utilize the toll-free hotline operated by Polaris Project's National Human Trafficking Resource Center as Mississippi's primary reporting/referral source.

Created in 2002, Polaris Project is a non-profit, non-governmental agency that works exclusively on the issue of human trafficking. In 2007, Polaris Project expanded its operations and created NHTRC which operates a web-page, email reporting, and a hotline. Their toll-free hotline operates 24 hours a day, 7 days a week, and has the capability to provide responses to callers in over 200 languages.

In addition to these benefits the subcommittee recognized the following key points for using the NHTRC hotline:

- Their toll-free number can be used by victims seeking assistance, persons who witness or suspect trafficking activity, and persons seeking general information about trafficking.
- NHTRC utilizes texting capabilities for victims of trafficking. Victims can text "BeFree" or "233733" and will be connected to call specialists who will assist them.
- Once a call has been received by NHTRC, call specialists will contact designated authorities in our state such as the Mississippi Department of Human Services and/or law enforcement.
- NHTRC is utilized by multiple states surrounding Mississippi as well as other states throughout the nation. Many states use NHTRC exclusively and mandate publishing their toll-free number in a variety of settings including hotels, emergency rooms, restaurants, airports, bus stations, truck stops, and schools.
- There is no cost to use this service.
- NHTRC will collect data on the type and location of calls received.

- NHTRC will assist with calls related to sex trafficking and labor trafficking. As well, they can take calls that involve adults or youth, and domestic or international victims.

Recommendation: Use National Center for Missing and Exploited Children (NCMEC) as a secondary resource for reports of runaway/missing children (especially for those in our foster care system) and for law enforcement investigations.

- Many members of law enforcement have mentioned their interest in utilizing a hotline run by NCMEC.
- This agency is designed to assist with law enforcement investigations.
- NCMEC is widely respected for their work, but according to one of their representatives they are not trained to address calls concerning adult trafficking victims or labor trafficking victims.
- NCMEC refers calls from victims to NHTRC.

Recommendation: Establish a protocol committee to create a Mississippi Minimum Standards Protocol that addresses collaboration and investigative best practices for all child maltreatment and human trafficking allegations.

The Administrative Practices Subcommittee noted one challenge faced by Mississippi agencies in addressing human trafficking is the absence of a statewide protocol that provides guidance on agency cooperation and collaboration, and assists with implementing best practices. Examples of such a protocol can be found in many southeastern states. After reviewing these protocols and speaking with members of various state human trafficking committees, the Administrative Subcommittee provides the following additional recommendations:

- Establish a protocol committee to write and establish a *Mississippi Minimum Standards Protocol* that outlines in detail procedures for screening, reporting, investigating, and prosecuting cases arising from alleged child and adult, labor and sex trafficking. This protocol must also include resources and treatment options for victims, families, and perpetrators (especially since some perpetrators of trafficking are minors).
- Consideration should be given to the use of rapid response teams, especially those that have training in traumatic victimization.
- A multidisciplinary approach to the identification and investigation of human trafficking must be undertaken with teams including professionals from the fields of law enforcement,

mental health, physical health, education, the judiciary, victim advocacy, and child welfare among others.

- A subsection of a *Mississippi Minimum -Standards Protocol* should specifically outline the use of multidisciplinary teams, especially when addressing the victimization of youth.
- Utilize the successful, expanding system of child advocacy centers and multidisciplinary teams to assist youth who are victimized by child maltreatment that Mississippi already has in place.
- Acts of child maltreatment (neglect, physical abuse, sexual abuse, and emotional abuse) and trafficking of youth are closely linked, and should not be investigated independently.

Human Trafficking Awareness Subcommittee

Chair Ashlee Lucas	Mississippi Office of Homeland Security
Beverly Farabee	Mississippi Attorney General's Office
Mike Roach	MNM Enterprises
Brent Johnston	Seven Day Media; The Omega Group
Dr. Robin Howard	University of Mississippi Dental School
Tina Tatum	R3; Associate Pastor Summit Church
Lauren Jones	Mississippi Analysis and Information Center
Mary Holt Mock	Student at Columbia High School, - Columbia, Mississippi

Awareness Subcommittee Tasks

- Identify existing local, regional and statewide efforts.
- Research effective awareness campaigns throughout the United States.
- Develop an accurate and concise message to be promoted throughout Mississippi.
- Create a list of awareness resources for communities to reference.

Awareness Subcommittee Report and Recommendations

The Awareness Subcommittee has developed a comprehensive marketing plan that requires funding to effectively reach desired goals. The efforts are focused on prevention and protection by means of training, development of an accurate and concise message for a media campaign, and utilizing existing resources when available.

The awareness campaign is underway and a total of twenty-three trainings and presentations will have been completed by July 29, 2015, to introduce the Governor's task force initiatives. These events are detailed in the appendices of this report.

Recommendation: A media campaign should be developed to bring awareness to Human Trafficking in Mississippi.

Seven Day Media services offered for the Anti-Human Trafficking Awareness Campaign will include media negotiation, media buying and placement, publicity to media outlets, consulting, graphic design, brand development, and brand management. In addition, Seven Day Media will monitor and track the placement of media logs, schedules and invoices to insure that media has properly run according to signed agreements. They will create a tool to measure the effectiveness of the message and application.

Consultation services allow access to Seven Day Media staff and proven marketing methods which cover the spectrum from traditional media to online media such as social networking sites.

Services include:

- Media negotiation
- Media purchasing
- Publicity
- Graphic design and brand management
- Script development
- Production of thirty second television Public Service Announcement (PSA)
- Production of radio PSA and radio commercials
- Printing

Recommendation: A Human Trafficking website should be developed.

The agency oversees and manages new website design and layout with *notokayms.org*. The new website will be designed with careful attention to detail and a sleek professional finish. Features of the new website include (but are not limited to) clear and clean representation, media sliders, videos, educational information, automated contact forms, resource information and connectivity to social media.

- Creation of domain (subdomain – notokayms.org)
- Development of graphic design/layout
- Content management
- Hosting setup
- Facebook page setup/branding for notokayms.org

Features include:

- Press Kit
 - Flyers
 - Web banners
 - Social media graphics
- Educational videos
- Statistics/metrics/facts
- HELP phone number hotline
- New coverage
- Upcoming events
- Resource links
- Volunteer information
- Social media integration
- Contact form

Recommendation: Training for Human Trafficking Awareness is essential but should not be limited to only certain professionals. The recommended professionals are:

- First responders-policemen, firemen and paramedics
- Emergency room staff
- Home health agencies
- Law enforcement-all
- District attorneys, assistant district attorneys, and investigators
- Judges, referees & guardian ad litem
- School administrators, teachers and counselors
- Hotel, casino and tourism staff

Recommendation: Utilize existing training resources.

- Mississippi Information Liaison Officers
- Mississippi State University extension services
- Mississippi Department of Transportation training officers

- Enforcement Collaboration on the Mississippi Department of Transportation Intranet
- HSIN Connect- Law enforcement access only portal -training video
- United States Department of Homeland Security
- United States Department of Transportation
- Amtrak
- Truckers Against Trafficking
- Love's Travel Stops
- Free International
- Klaas Kids
- National Center for Missing and Exploited Children
- End Child Prostitution/Pornography and Trafficking (ECPAT) International
- Prevention Project
- Shared Hope International

Human Trafficking Criminal Justice Subcommittee

Chair Ron Crew	Mississippi Law Enforcement Training Academy
Richard Veazy	City of Tunica Police Chief
Barry Tang	United States Department of Homeland Security
Louis Moran	Biloxi Police Department
Bradley Hentschel	Federal Bureau of Investigations
Landi Phillips	Harrison County Sheriff's Office
Marshall Fisher	Mississippi Department of Corrections
Harold Gray	Madison Rankin County District Attorney Office
Samac Richardson	Retired Circuit Judge; Judicial Outreach Liaison
Willie Huff	Mississippi Department of Transportation
Jason Pack	Federal Bureau of Investigations
John Ferguson	Deputy Director of Security for Choctaw Tribe
Marina Green	Mississippi Gaming Commission-Gaming Agent IV
Michelle Rhodes	Rankin County Sheriff Juvenile Administrator

Criminal Justice Subcommittee Tasks

- Identify existing training, participation requirements, and the availability of such training for law enforcement, judges and prosecutors in Mississippi with regard to Human Trafficking.
- Research and consult experts in the field of law enforcement training for Human Trafficking.
- Develop recommendations for the governor for content and frequency of training for local and state law enforcement and for judges and prosecutors.

Criminal Justice Subcommittee Report and Recommendations

Seven fundamental categories that must be considered when addressing Human Trafficking in Mississippi within the criminal justice realm are:

- Training
- Equipment
- Staffing/personnel needs
- Funding sources
- Technology
- Law/policy
- Operational

The problem of Human Trafficking from a law enforcement perspective must be addressed by every aspect of government and society. The three aspects to combatting Human Trafficking in Mississippi are:

- Prevention/awareness
- Protection
- Prosecution

Prevention/awareness efforts assist law enforcement officers to better protect citizens from the dangers of Human Trafficking. Non-Government Organizations (NGOs) should be cautioned to leave rescue and enforcement efforts to law enforcement personnel.

Training for law enforcement is critical. All agencies must learn what Human Trafficking is, and what it is not. Learning what questions to ask and who to contact for further assistance is critical. These questions can be answered in basic awareness training.

Advanced training is necessary for those who will be actively involved in investigating and prosecuting the crimes within the Human Trafficking statutes. Every officer and investigator must obtain the best quality training, intelligence, and equipment possible.

Recommendation: Chiefs, sheriffs, and agency heads should receive basic awareness training to understand the problem of Human Trafficking.

- Currently the committee has secured a two (2) hour block of instruction at the Mississippi Association of Chiefs of Police Conference June 2015.
- Federal Bureau of Investigations Command College Curriculum should be encouraged to include both awareness level and advanced investigative aspects of Human Trafficking into their training.
- The committee has secured inclusion into the 2015 Winter Conference for the Mississippi Sheriffs' Association for training.

Recommendation: All law enforcement officers in Mississippi receive job specific Human Trafficking training.

- Awareness Level – all Mississippi law enforcement.
- Operational Level – Each officer will need to understand his/her role, as well as the capabilities of his/her department and other agencies/organizations that can assist.
 - Patrol/First Responder
 - Investigator – Case documentation for successful prosecution.
- In-Service - Training should include basic Human Trafficking awareness.
- It is recommended that a minimum of 4 hours of Human Trafficking training be added to basic law enforcement curriculum.
- All interdiction officers should be trained at the advanced investigative level.
- Detention officers should have awareness level training at a minimum.
- Dispatcher/Telecommunications – Adopt curriculum detailing how dispatchers should handle Human Trafficking related calls.
- Juvenile detention officers. Adopt an intake protocol detailing how juvenile detention officers should handle victims.

Recommendation: Utilize existing training resources.

- National Center for Missing and Exploited Children (NCMEC) – offers free law enforcement training.
- Regional Organized Crime Investigation Center (ROCIC) has assets available to assist training and investigation.
- Texas Department of Public Safety – Conducts nationally recognized child trafficking training.
- Mississippi Analysis and Investigation Center (MSAIC) currently has the technology capability to host online training and provide investigative support.
- Recommend contacting peers in other states with Human Trafficking investigative experience.
- United States Department of Homeland Security has extended offers to assist in training in Human Trafficking for Mississippi officers. Their Blue Campaign offers online awareness resources.

Recommendation: Additional training and personnel requirements.

- More officers trained in computer/telephone forensic collection.
- Access to forensic interviewers on call 24/7 for juvenile cases.
- Basic Human Trafficking awareness instructors.
- Experienced investigative level instructors.
- Experienced adult and juvenile detention instructors.
- Experienced instructors in dispatch/telecommunications procedures.
- Formation of multi-jurisdictional MOU's to assist with equipment needs.

Recommendation: Locate funding sources for anti-Human Trafficking efforts.

- Mississippi's Human Trafficking statutes have a seizure capability. These funds will assist victim services and agencies needing equipment, training, and personnel in the future.
- The Mississippi Legislature will need to appropriate funding for law enforcement training, equipment and staffing needs specifically to combat Human Trafficking.
- Private funds including corporate donations.

Recommendation: Law enforcement must understand the benefits of technology and how it can be used as a tool in efforts to combat Human Trafficking.

Mississippi Analysis and Information Center (MSAIC) currently has technology to assist in investigative efforts but additional technology will be required to fully support federal, state, tribal and local law enforcement. MSAIC is cooperating with surrounding states to share resources and best practices.

Recommendation: Response teams and Operational Task Forces should be formed to cover the entire state.

Each team should be responsible for areas similar to Mississippi Highway Patrol (MHP) Troop Districts. Teams are needed to respond to current investigative and victim needs. Statistics developed will assist in justification for creating Operational Task Forces. Response teams will be the 'first responders' to trafficking cases and victims, with the Operational Task Force model having the manpower to conduct long term investigations. Task force model will be structured closely to Metro Narcotics task forces and staffed by local departments.

Funding for response teams and task forces will ideally come from seizures, grants and legislation. Entire task force overseen by the Mississippi Department of Public Safety.

Human Trafficking Legal Subcommittee

Co-Chair Paula Broome	Mississippi Attorney General's Office
Co-Chair Heather Wagner	Mississippi Department of Health
William Skinner	Hinds County Youth Court Judge
Doug Davis	Mississippi Secretary of State's Office
Michael Guest	Madison and Rankin County District Attorney's Office
Simpson Goodman	Simpson Goodman Law- Immigration and Nationality Law
Andy Gipson	Mississippi House of Representatives

Legal Subcommittee Tasks

- Review Mississippi Human Trafficking laws.
- Research and consult experts on Human Trafficking laws.
- Identify opportunities to strengthen Mississippi statutes.
- Develop recommendations for governor concerning state laws.

Legal Subcommittee Report and Recommendations

Trafficked victims are often overlooked or treated as criminals. Diversion programs provide an opportunity for victims to self-identify and receive assistance, and also provide victims with an alternative to criminal prosecution. Vacating low level offenses from a victim's record.

Under federal law, any child under the age of 18 who is engaged in commercial sex is a victim of Human Trafficking. Subject matter expert testimony indicates sex trafficked victims under 18 should be treated as victims of a crime in need of protection services. Those children should be granted immunity from prosecution or diverted from the juvenile delinquency process into child welfare services.

Recommendation: Enact legislation that would allow wiretapping in human trafficking cases.

- Currently, Mississippi law permits the use of wiretapping by the Mississippi Narcotics Bureau only in drug cases. Because of the nature of human trafficking and the sophistication of human trafficking rings, wiretapping would be an extraordinarily useful tool for law enforcement in the investigation of human trafficking cases. Research indicates that many other states permit wiretapping in human trafficking cases. If legislation is drafted, the legal subcommittee would recommend the following:
 - Permit only state-level law enforcement units/agencies to conduct wiretapping.
 - Identify which agency/units will have the authority to conduct wiretapping.
 - In identifying such agency/units, recognize that the inclusion of wiretapping in an investigation is costly and labor-intensive.
 - As such, money should be appropriated to the authorized agency/units to hire sufficient personnel, to adequately train said personnel, to purchase all necessary equipment, and to cover the labor-intensive cost of wiretapping.
 - The procedures to obtain court-authorization to conduct wiretapping and any procedures required for the actual wiretapping operation should closely track those procedures currently governing wiretapping in drug cases that are contained in M.C.A. § 41-29-501, *et seq.*

Recommendation: Clarify M.C.A. § 97-3-54.1(c), procuring sexual servitude of a minor.

- This subsection is extremely wordy and it is difficult to determine which language is being modified by which clauses. The subcommittee does not recommend changing the substantive elements but, rather, revising the language to clarify.

Recommendation: Enact legislation governing the reporting of missing children.

- Federal law mandates the activities of each state with regard to missing children reports and should inform the development of statewide policy.
 - The earlier a child is identified as missing and a search can begin for that child, the greater the likelihood that the child will be located and returned to safety.
 - Currently, other than the Amber Alert System, Mississippi has no statutory provisions for the reporting of missing children to law enforcement or procedures for law enforcement when following up on such reports. While the Amber Alert system, which is regulated by MS Department of Public Safety in policy, is an important part of the process for locating missing children, it is limited to circumstances that meet very specific criteria and is limited to cases in which the child is believed to have been abducted.
 - Without any provision for the reporting of missing kids in which abduction is not suspected, we lose an opportunity to perhaps locate those children and return them to safety – many law enforcement agencies currently (and mistakenly) believe that they cannot take a report of a missing person until twenty-four (24) hours has passed, thus losing precious time.
 - Federal law (42 U.S.C. 5779) requires each federal, state and local law enforcement agency report to the National Crime Information Center of the Department of Justice each case of a missing child under the age of 21 which is reported to such agency.
 - The term “missing child” is defined by federal law as “any individual less than 18 years of age whose whereabouts are unknown to such individual’s legal custodian...”
 - Federal law (42 USC 5780) provides further:
 - Each State reporting under the provisions of this section and section 5779 of this title shall—
 - (1) ensure that no law enforcement agency within the State establishes or maintains any policy that requires the observance of any waiting period before accepting a missing child or unidentified person report;
 - (2) ensure that no law enforcement agency within the State establishes or maintains any policy that requires the removal of a missing person entry from its State law enforcement system or the National Crime Information Center computer database based solely on the age of the person; and
 - (3) provide that each such report and all necessary and available information, which, with respect to each missing child report, shall include—

(A) the name, date of birth, sex, race, height, weight, and eye and hair color of the child;

(B) the date and location of the last known contact with the child; and

(C) the category under which the child is reported missing; is entered within 2 hours of receipt into the State law enforcement system and the National Crime Information Center computer networks and made available to the Missing Children Information Clearinghouse within the State or other agency designated within the State to receive such reports; and

(4) provide that after receiving reports as provided in paragraph (2), the law enforcement agency that entered the report into the National Crime Information Center shall—

(A) no later than 60 days after the original entry of the record into the State law enforcement system and National Crime Information Center computer networks, verify and update such record with any additional information, including, where available, medical and dental records;

(B) institute or assist with appropriate search and investigative procedures; and

(C) maintain close liaison with the National Center for Missing and Exploited Children for the exchange of information and technical assistance in the missing children cases.

- In drafting “missing children” legislation, it is recommended that such legislation:
 - include a requirement to report cases of “missing children” to law enforcement, that clarifies that such a report shall be made as soon as possible and without waiting period by the child’s parent, custodian, or guardian,
 - specifically identify the Mississippi Department of Human Services as an entity required to report if any child in custody of the agency is missing,
 - require the Mississippi Department of Public Safety to develop statewide regulations, which are consistent with federal laws, as well as guidelines which establish procedures for law enforcement agencies to follow in receiving and investigating such reports. Such regulations and guidelines should require:
 - automatic entry of such a report into NCIC by law enforcement,
 - the development of an Endangered Missing Advisory system which can receive the reports and broadcast such advisories to the public via media outlets or wireless emergency alerts, and
 - the provision of training to law enforcement agencies on the new regulations.

Recommendation: Amend the definition of an “abused child” as defined in M.C.A. § 43-21-105(m) to include children who are victims of human trafficking regardless of the relationship of the trafficker to the child.

- Currently, it is debatable whether a trafficked child, who is trafficked by a person other than a parent, guardian, custodian or person responsible for his care and support, falls within the purview of the Youth Court Act. It is believed that under the present language of the law, a trafficked child may be “screened-out” as an “abused child” during the screening process that follows a report of an abused child to the Department of Human Services. Because trafficked children are in need of the full range of services provided through the Department of Human Services, clarification of the law is necessary to insure that a trafficked child has full access to these services.

Recommendation: Enact legislation requiring a person convicted for procuring services of a prostitute or promoting prostitution under 97-29-51(1)(a) or (2)(a), respectively, to register as a sex offender in circumstances where the prostitution involves a minor child under the age of 18.

- In current law, a person convicted for procuring the sexual servitude of a minor under M.C.A. § 97-3-54.1(c) of the Human Trafficking Act is required to register as a sex offender. Because the act of procuring sexual servitude of a minor is factually similar to the acts of procuring or promoting prostitution of a minor and the crimes are equally egregious, it makes no sense to permit persons convicted under a prostitution statute instead of the Human Trafficking Act to avoid registration as a sex offender.

Recommendation: Enact legislation that mandates prompt and timely completion by the appropriate official of a “certificate of helpfulness” when presented by qualified victims of crime.

- Many, although not all, victims of various forms of human trafficking often are in need of immigration assistance due to the forms of force, fraud or coercion to which they were subjected. There is specific relief available under US Immigration laws which allows for the issuance of particular types of VISAs (T-Visa and U-Visa) for individuals who have been victims of crimes. To obtain these special VISAs, federal regulations require a “certification of helpfulness” be completed by law enforcement, prosecutor or judge, affirming that the individual has been a victim of qualifying criminal activity, has information that will be useful to law enforcement, and is cooperating in order to bring the perpetrator to justice.
 - The crimes that qualify are: Violent crimes: murder, manslaughter, vehicular homicide, robbery, felonious assault (what qualifies as felonious assault can

differ, but usually involves the use of a deadly weapon, and can include statutory rape and other offenses), domestic violence and stalking; Enslavement crimes: criminal restraint, kidnapping, abduction, being held hostage, forced labor, slavery, human trafficking, indentured or debt servitude, and false imprisonment; Sexual crimes: rape, incest, sexual trafficking, sexual assault and abusive sexual contact, prostitution, sexual exploitation, and female genital mutilation; Obstruction of justice crimes: perjury, witness tampering, withholding evidence; and Fraud in foreign labor contracting.

- Requiring prompt and timely completion of the certification will not only assist the victim, but will promote the effective investigation and prosecution of the crime by having a victim who is a present and an active participant.

Recommendation: It is recommended that the entity drafting any legislation involving a criminal act or legislation that could impact the prosecution of a crime consult with the Mississippi Prosecutors' Association during the drafting phase and all subsequent legislative committee hearings on said legislation.

Human Trafficking Victim Services Subcommittee

Chair Sandy Middleton	Center for Violence Prevention
Mike Duggar	Methodist Children's Home
The Honorable Sally Doty	Mississippi State Senate
Wendy Bradford	Beautiful One's Ministries, Inc.
Susie Calbert	Victim Assistant Coordinator 9th circuit court
Drake Bassett	Palmer Home for Children
Hollie Jeffery	Mississippi Department of Human Services
Shalotta Sharp	Mississippi Coalition Against Sexual Assault
John Damon	Mississippi Children's Home Services
Gabrielle Barrientos	Gulf Coast Women's Center for Nonviolence
Marge Whitmarsh	Federal Bureau of Investigations
Stephanie Evans	Mississippi Division of Medicaid
Mark Hagwood	Turning Point Counseling Services
David Foster	Palmer Home for Children

Victim Services Subcommittee Tasks

- Review existing services statewide serving this population.
- Research best practices in victim's services throughout the country.
- Identify gaps in services.
- Research models for domestic minor sex trafficking victims under 10.
- Research models for domestic minor sex trafficking victims 10-17.
- Research services for trafficking victims over 18.
- Research services and protocol for foreign victims.
- Develop recommendations for the governor addressing victim services.

Victims Services Report and Recommendations

The victim services subcommittee identified the needs for trafficking victims and the existing services available within Mississippi. The necessary services are divided into multiple tiers including:

- Immediate assistance
- Mental health assistance
- Income assistance
- Legal status
- Additional and needed services.

Recommendation: Services Needed.

It is abundantly clear that Mississippi has no strategic plan or competent service delivery for victims of labor and sex trafficking. Coordination of care with oversight from the domestic violence shelters approved by the state is recommended. It is of particular concern to this committee that competent and comprehensive trauma-informed services exist and that these agencies are subject to oversight and certification processes.

Recommendation: Utilize existing shelters for crisis stabilization and evaluation for child victims.

The recommendation for immediate need is to have a shelter located in 3 areas of the state (North, Central, and South) where victims of Commercial Sexual Exploitation of Children (CSEC) can be placed and provided immediate needs of food, clothing, shelter as well as evaluation of longer-term treatment needs. Mississippi Children's Home Services (MCHS) currently operates a 12-bed Diagnostic and Evaluation Shelter (South Mississippi Children's Center) in Hattiesburg that is ideally located to serve CSEC victims in Central and South Mississippi. MCHS is proposing to use this shelter as a temporary home for victims of CSEC (up to 45 days) during which a comprehensive assessment and longer-term plan for care can be developed. Utilizing an existing shelter allows for a rapid transition to the services exclusively for CSEC (i.e., within 60 days). MCHS has already adopted "trauma-informed care" throughout all programs, and the shelter counselor will be certified in Trauma-Informed Cognitive Behavior Therapy (there is agency-wide training for all clinicians on-going). While at the shelter the youth will be evaluated for recommendations for longer-term treatment and care.

Recommendation: Enhance existing child services with collaboration.

Placement may include existing children's homes across the state operated by Mississippi Children's Home Services, Methodist Children's Home, and others. These facilities are urged to

partner with other agencies to provide appropriate trauma-informed care, if they do not exist within the agency. For example, local children’s homes that may not have a trauma therapist on staff are encouraged to reach out to domestic violence and sexual assault victim services agencies to provide that all-important “missing piece” of care. Many of these agencies are grant-funded and may be able to offer some relief in the interim.

Recommendation: Develop long-term care options.

As noted, while at the shelter, the youth is evaluated and determination is made for long-term care. A seamless transition to a specially trained therapeutic foster care (TFC) home or a therapeutic group home (TGH) is critical for CSEC victims.

MCHS operates a continuum of services designed to assist youth in transitioning from one level of care to another – with the ultimate goal of living successfully in a loving home and community. To meet the longer-term needs of CSEC victims, MCHS proposes the development of both specialized therapeutic foster care homes and a specialized therapeutic group home. Given the significant costs required in the development and delivery of these specialized services, MCHS would need a mutually-agreeable reimbursement framework to ensure the long-term financial success of the proposed services.

Recommendation: Therapeutic Foster Care.

MCHS currently recruits, licenses and serves therapeutic foster care families and children. Recruiting and training additional families to work with CSEC victims could provide an alternative to group-home care for some youth in need of longer-term care. MCHS is currently recruiting state-wide for therapeutic foster homes, and licensing/training families (approximately 10) exclusively for CSEC victims would require up to six months.

Recommendation: Therapeutic Group Home.

The potential is there to develop therapeutic groups homes designed specifically for victims of sex trafficking where counseling services are readily available.

Recommendation: Aftercare/follow-up and out-patient treatment/community support.

As recovery happens and the youth is ready to step out of TFC/TGH, MCHS is also equipped state-wide to deliver out-patient services (therapy and medication monitoring) along with a very important component of community support. Community support can assist the youth in continuing skills learned while in therapeutic placement as well as assist with job skills and acquiring employment. Once a child is identified as a victim of trafficking it may be determined that he/she needs less intensive services rather than intensive services through TFC or TGH. This

need would be met through the Private Mental Health Center. Again, MCHS is providing this service currently in 6 locations across the state with 5 more clinics in development over the next twelve months.

Recommendation: Drop-in care for at-risk youth.

The Victim Services Committee also recommends Non-Governmental Organizations' (NGOs) involvement through churches, communities and non-profits through Drop-In care in urban settings where vulnerable youth are present. Caution mandates oversight for these facilities to ensure the safety of children in that setting. Certification processes should be in place to screen workers and ensure proper and effective treatment of those involved.

Recommendation: Use existing victim services agencies for adult cases.

It is recommended that programs for adult victims be housed within existing domestic violence victim services agencies, where expertise already exists in dealing with this population. Already under the umbrella of the Office Against Interpersonal Violence at the Department of Health, these agencies are accustomed to providing trauma-informed care, therapy, and extensive case management. Existing adult shelters are encouraged to seek additional funding through federal grants VOCA and VAWA, administered through the Office Against Interpersonal Violence, as well as additional federal transitional and human trafficking grants through the Department of Justice. It is encouraging to anticipate a sizeable increase in the amount of VOCA funding coming into the state, as a result of recent federal legislation. It is recommended that the state agency overseeing these additional funds (OAIIV or DPS) will prioritize funding for a comprehensive adult sex trafficking victim service program in the northern, central, and southern part of the state.

Recommendation: Encourage additional services for labor trafficked individuals.

This committee has not been able to identify any emergency or long-term services for victims of labor trafficking within the state. Homeless shelters exist but are already overcrowded, and most do not offer much-needed therapy and case management services. Therefore, it is recommended that the state encourage the formation of Non-Governmental Organizations (NGO's) to meet this need.

Recommendation: Rapid Response Teams.

Additionally, it is recommended that Rapid Response Teams be established, trained and funded to provide assistance to law enforcement, the judicial system and service providers. These state-funded teams will consist of a Sexual Assault Nurse Examiner (SANE), a trained investigator and a trainer/advocate and will be housed at either a victim services or law enforcement agency in the three parts of the state: northern, central and southern. This committee favors the placement and oversight of these teams at the Mississippi Law Enforcement Officers Training Academy (MLEOTA), as it is centrally located and houses the most up-to-date training efforts. Additionally, the MLEOTA is already the go-to destination for training and implementation of best practices for

investigation. Decisions for implementation could be based on population density, professional capacity in healthcare and community-based settings as well as, prevalence of identified cases.

“SANE programs offer quality medical care and forensic examination to victims of sexual assault, but, unfortunately, many victims living in rural communities find it difficult to access these programs. Rural areas have struggled to establish and sustain SANE programs mainly because of a lack of funding and difficulty in recruiting and maintaining the skill level of SANEs who are specially trained to be sensitive to the needs of sexual assault victims,” stated John W. Gillis, Director of the Office for Victims of Crime at the U.S. Department of Justice. This problem is multiplied in Mississippi, as the majority of the state is rural, and the only established program exists at the University of Mississippi Medical Center. Many hospitals fail to identify the need for a SANE program within their community, even though advocates routinely identify this gap in service. With only two certified SANEs in the state and the reality of a transportation problem for this vulnerable population, many sexual assault and human trafficking cases are going unreported and/or unidentified, leaving victims unserved and criminals free to walk the streets to reoffend.

Conclusion

The Governor's Task Force on Human Trafficking spent numerous hours studying the issue of Human Trafficking in order to meet its charge to identify how to strengthen Mississippi Human Trafficking statutes, administrative practices, awareness and law enforcement training. The final recommendations provided within this report illustrate a road for the state to address Human Trafficking, however, none of these objectives are possible without significant legislative funding.

The Governor's Task Force on Human Trafficking recognizes that the true work to curtail and eliminate Human Trafficking is just beginning. The Task Force is committed to being a part of the solution. Efforts to combat Human Trafficking within Mississippi must be sustained and planned with longevity as the primary focus.

APPENDICES

EXECUTIVE ORDER

STATE OF MISSISSIPPI

Office of the Governor



EXECUTIVE ORDER NO. 1349

WHEREAS, human trafficking is a modern-day form of slavery that preys upon and victimizes vulnerable populations including women, children and impoverished individuals; and

WHEREAS, both federal and state law prohibit human trafficking and provide for strong penalties for individuals who violate the law; and

WHEREAS, human trafficking includes causing another person to engage in prostitution or forced labor or services by enticing, recruiting, harboring, providing, transporting or otherwise obtaining another person by deception, coercion or force; and

WHEREAS, Mississippi policymakers have attempted to raise awareness of human trafficking and combat it through the adoption of laws prohibiting human trafficking and related activities; and

WHEREAS, the nature of human trafficking makes it difficult to identify victims, particularly victims of sex trafficking; and

WHEREAS, the problem of human trafficking in Mississippi persists, and more can and should be done to fight this terrible crime; and

WHEREAS, while the Mississippi Attorney General exercises primary state statutory authority to enforce the human trafficking laws, and the U.S. Department of Homeland Security exercises primary federal statutory authority, many other partners have offered assistance and collaborative support:

NOW, THEREFORE, I, Phil Bryant, Governor of the State of Mississippi, by the authority vested in me by the Constitution and laws of the State of Mississippi, do hereby order and direct as follows:

- (1) The Governor's Task Force on Human Trafficking (hereafter Task Force) is established. The Task Force shall consist of the following individuals appointed by the Governor:
 - (a) One member of the Mississippi State Senate;
 - (b) One member of the Mississippi State House of Representatives;
 - (c) The Attorney General of the State of Mississippi or his designee;
 - (d) The Executive Director of the Mississippi Office of Homeland Security or his designee;
 - (e) The Commissioner of the Mississippi Department of Corrections or his designee;
 - (f) One Circuit Court Judge;
 - (g) One County Court Judge who has experience handling youth court matters;
 - (h) One District Attorney;
 - (i) One Youth Court Prosecutor from a County Court;
 - (j) A Representative of the Mississippi Department of Education;

- (k) A Representative of the Mississippi Department of Human Services;
 - (l) A Representative of the Mississippi Department of Health;
 - (m) A Representative of the Mississippi Department of Mental Health;
 - (n) One representative each from the Mississippi Association of Chiefs of Police and the Mississippi Sheriffs Association with one member being from the Mississippi Gulf Coast and the second from the Southaven area;
 - (o) A Representative from a Non-Government Organization who has been involved in assisting victims of human trafficking;
 - (p) A business leader in Mississippi; and
 - (q) At the sole discretion of the Governor, additional members with relevant experience.
- (2) The Governor shall designate two Co-Chairpersons.
- (3) The Task Force shall meet to:
- (a) Examine existing research, and/or to commission new research on the topic of human trafficking;
 - (b) Review Mississippi laws, administrative practices and law enforcement training pertaining to human trafficking;
 - (c) Take testimony from subject matter experts who have experience managing the impacts of human trafficking;
 - (d) Identify opportunities to strengthen Mississippi human trafficking statutes; and
 - (e) Make recommendations to the Governor for any changes in law, administrative practice or law enforcement training that will reduce human trafficking in Mississippi and improve sways to identify and assist the victims of human trafficking.
- (4) To the extent necessary to focus on a particular facet of Human Trafficking, the Task Force shall be authorized to establish subcommittees comprised of persons with subject matter expertise pertaining to the focal point of the subcommittee. Each subcommittee shall be chaired by at least one member of the Task Force. The findings and recommendations from the subcommittees shall be reported to the Task Force by the chairperson(s) of each subcommittee.
- (5) The Mississippi Department of Public Safety shall provide appropriate staff and administrative support to assist the Task Force in carrying out its duties. Any other state agency represented on the Task Force is authorized to provide staff and administrative support, as necessary. The Task Force may consult with employees of appropriate state agencies to accomplish its responsibilities.
- (6) The Task Force shall prepare and submit a report to the Governor by July 1, 2015. The report shall include a summary of findings and final recommendations of the Task Force to the Governor.

- (7) The status of the Task Force shall be reviewed no later than September 1, 2015, to determine appropriate action for its continuance, modification or termination.



IN TESTIMONY WHEREOF, I have hereunto set my hand and caused the Great Seal of the State of Mississippi to be affixed.

DONE in the City of Jackson, on the 9th day of December, in the year of our Lord, two thousand and fourteen, and of the Independence of the United States of America, the two hundred and thirty-ninth.


PHIL BRYANT
GOVERNOR

BY THE GOVERNOR


C. DELBERT HOSEMAN, JR.
SECRETARY OF STATE

TASK FORCE MEETING MINUTES

Human Trafficking Task Force Meeting Minutes

Governor's Human Trafficking Task Force

First Meeting for Task Force

Date/Time: January 27, 2015 at 10:00 A.M.

Location: Mississippi Office of Homeland Security

Objectives:

- Define Human Trafficking- labor and sex trafficking.
- Discuss strategies for collaborative effort to address Human Trafficking.
- Develop subcommittees to identify, evaluate, and research best practices established in Human Trafficking throughout the U.S.

Presenters:

Director Rusty Barnes – Executive Director of Mississippi Office of Homeland Security

MOHS Staff

Bradley Hentschel – Federal Bureau of Investigation

Elizabeth Scaife- Shared Hope International

Schedule:

10:00-10:15 A.M.	Check-in
10:15-10:30 A.M.	Welcome and remarks- Director Barnes
10:30-10:45 A.M.	Labor trafficking- Federal Bureau of Investigation
10:45-11:00 A.M.	Sex trafficking- MS Office Homeland Security
11:00-11:30 A.M.	Shared Hope International- Elizabeth Scaife
11:30-11:45 A.M.	Lunch served; Comments and questions
11:45-until	Develop subcommittees and discuss objectives

Bradley Hentschel from the Federal Bureau of Investigation presented labor trafficking in Mississippi and in the United States. He defined labor trafficking. He explained the urgency of our state to address labor trafficking through awareness, law enforcement, first responder training and prosecution.

Mississippi Office of Homeland Security staff addressed sex trafficking, defined sex trafficking, gave statistics, discussed the types of sex trafficking.

Elizabeth Scaife added to the sex trafficking discussion. She answered questions and introduced Shared Hope International. She presented different ways our state can collaborate with Shared Hope.

Human Trafficking Task Force Meeting Minutes

Governor's Human Trafficking Task Force

Second Meeting for Task Force

Date/Time: February 19, 2015 at 10:00 A.M.

Location: Mississippi Office of Homeland Security

Objectives:

- Present Rapid Assessment and discussion.
- Survivor of Human Trafficking testimony.
- Subcommittee introduction and discussion.

Presenters:

Rebekah Nicole Allen- Student Belhaven University Social Work Department

Wendy Bradford –Executive Director Beautiful Ones Ministries, Inc.

Mississippi Office of Homeland Security

Schedule:

- 10:00-10:15 A.M. Check-in
- 10:15-10:20 A.M. Welcome and remarks- Director Barnes
- 10:20-10:25 A.M. Opening and guest introductions- MS Office of Homeland Security Staff
- 10:25-11:00 A.M. Rapid Assessment presentation and discussion- Rebekah Allen
- 11:00-11:15 A.M. Victim testimony
- 11:15-12:00 P.M. Subcommittee – introduction and assignments

Rebekah Allen from Belhaven College presented the Rapid Assessment. A copy of the key points is in the appendices. She took questions for discussion.

The survivor of sex trafficking shared her testimony.

MOHS staff closed with subcommittee introductions and planning strategy for the next meeting.

Human Trafficking Task Force Meeting Minutes

Governor's Human Trafficking Task Force

Third Meeting for Task Force

Date/Time: March 4, 2015 at 9:00 A.M.

Location: Mississippi Office of Homeland Security

Objectives:

- Subcommittee meeting to discuss their research for objectives.
- Subcommittee chairs present to the Task Force.
- Discussion about presentations.
- Strategy for next session.

Schedule:

- 9:00-11:00 A.M. Subcommittees meet and dismiss
- 11:00-11:15 A.M. Task Force break and lunch served
- 11:15-11:20 A.M. Welcome and remarks- Director Barnes
- 11:20-11:25 A.M. Introduce subcommittee chairs – MOHS Staff
- 11:25-12:15 P.M. Chair presentations
- 12:15-1:00 P.M. Discussion and closing

Chair presentations:

Awareness Subcommittee - Chair Ashlee Lucas and Brent Johnston presented.

- Notinmystate.org website development.
- It is our opinion this is a key link for all agencies in our state.
- We can have a law enforcement login with new investigative techniques etc. throughout the country.
- We would hope this would turn into a national model. Notinmystatefl.org etc. for states that would love to collaborate and communicate on a national effort.
- Notinmystatems.org – our state Human Trafficking site
- Development of a state website to combat Human Trafficking was presented.
- Purpose- Education, Awareness and Action
- This website will list protocols for reporting, training referrals, national victim's hotline, educational videos, news coverage and resource links, etc.
- These domains have already been purchased.
- April 16 event Broadmoor Church in Plain Sight Documentary Awareness event featuring Jenny Williamson from Courage Worldwide.
- Compiling Address list and discuss media campaign

Criminal Justice Subcommittee- Chair Ron Crew presented.

- Prosecutor and Judges training
- Intelligence Training
- Texas Ranger Training. They are getting cases and rescuing within a month after training. The officers are now talking about all of the ones they missed before now.
- Computer Forensics will need more
- Barry Tang (HSI) has cyber safety in schools that he can add trafficking component
- Language Translation software.
- Facial Recognition software
- Fingerprint and document recognition

Legal Subcommittee - Paula Broome and Heather Wagner presented.

- Wiretapping
- Definition of trafficking
- Immigration
- Training

Administrative Subcommittee – Chair Dr. Tamara Hurst

- 24 hour hotline number
- Protocols

Victims Services Subcommittee – Chair Sandy Middleton

- SANE Nurses in all counties
- If a children’s home does not have a Trauma Therapist collaborate with NGO that has VOCA money and can send training
- Gaps in Services- Adult males and Labor and Trauma Therapy

Human Trafficking Task Force Meeting Minutes

Governor's Human Trafficking Task Force
Fourth Meeting for Task Force
Date/Time: March 18, 2015 at 9:00 A.M.
Location: Mississippi Office of Homeland Security

Objectives:

- Subcommittee meeting to discuss their research for objectives.
- Subcommittee chairs present to the Task Force.
- Discussion about presentations.
- Strategy for next session.

Schedule:

9:00-11:00 A.M.	Subcommittees meet and dismiss
11:00-11:15 A.M.	Task Force break and lunch
11:15-11:20 A.M.	Welcome and remarks- Director Barnes
11:20-11:25 A.M.	Introduce chairs – MOHS Staff
11:25-12:15 P.M.	Chair presentations
12:15-1:00 P.M.	Discussion and closing

Chair presentations:

Awareness Subcommittee - Chair Ashlee Lucas presented

- Notinmystate.org website development-discussed funding ideas.
- Millsaps College - Two Awareness events details and invitation.
- April 16 event Broadmoor Church, In Plain Sight Documentary Awareness event featuring Jenny Williamson from Courage Worldwide.
- Compiling address list and discuss media campaign. Panel Developed. Questions for Panel Members.
- Discussed NCMEC (National Center for Missing and Exploited Children) training coming up.

Criminal Justice Subcommittee- Chair Ron Crew presented

- Prosecutor training set up with Mike Grant and judges training by AG office and Center for Violence Prevention.
- Intelligence Training-Fusion Center awareness training.
- Working on date and funding with Texas Ranger Derek Prestridge training.
- Met with Homeland about how to secure funding for software needed.

Legal Subcommittee - Paula Broome and Heather Wagner presented

- Update on laws.
- Training for legal professionals discussed.
- Is Safe Harbor law good if you do not have secure placement for children to keep them safe?

Administrative Subcommittee – Chair Dr. Tamara Hurst presented

- Hotline 24 Hour- Leaning toward Polaris Hotline initially. Discussed other states who are using it successfully. Probably good for us since we are having to do so much groundwork in so many areas.
- Still working on protocols first responders.

Victims Services Subcommittee – Chair Sandy Middleton presented

- SANE nurses and investigators mobile response teams for all Human Trafficking cases to insure proper handling and investigative techniques.
- Federal collaboration so important since most of our law enforcement have no training in Human Trafficking cases.

Human Trafficking Task Force Meeting Minutes

Governor's Human Trafficking Task Force

Sixth Meeting for Task Force

Date/Time: 04-15-2015 at 9:00 A.M.

Location: Mississippi Office of Homeland Security

Objectives:

- Subcommittee meeting to discuss their research for objectives.
- Subcommittee chairs present to the Task Force.
- Discussion about presentations.
- Strategy for next session.

Schedule:

9:00-11:00 A.M.	Subcommittees meet and dismiss
11:00-11:15 A.M.	Task Force break and lunch
11:15-11:20 A.M.	Welcome and remarks- Director Barnes
11:20-11:25 A.M.	Opening- MOHS Staff
11:25-12:15 P.M.	Chair presentations of their mid-term reports
12:15-1:00 P.M.	Discussion and closing

Human Trafficking Task Force Meeting Minutes

Governor's Human Trafficking Task Force

Seventh Meeting for Task Force

Date/Time: April 29, 2015 at 9:00 A.M.

Location: Mississippi Emergency Management Association

Objectives:

- Subcommittee meeting to discuss their research for objectives.
- National Center for Missing and Exploited Children webinar training.
- Strategy for next session.

Schedule:

9:00-11:00 A.M. Subcommittees training NCMEC and breakfast served

11:00-1:00 P.M. Subcommittees break and meet

Chair presentations not done this week.

Each subcommittee is working on their summaries and recommendations for the governor.

Human Trafficking Task Force Meeting Minutes

Governor's Human Trafficking Task Force

Eighth Meeting for Task Force

Date/Time: May 13, 2015, at 9:00 A.M.

Location: Mississippi Emergency Management Association

Objectives:

- Subcommittee meeting to discuss their research for objectives and report.
- Governor's Task Force meeting.
- Strategy for report.

Schedule:

9:00-11:00 A.M. Subcommittees meet

11:00-1:00 P.M. Task Force Meet – Lunch Served

Each subcommittee is working on summaries and recommendations.

Awareness Subcommittee- Chair Ashlee Lucas

- Truckers Against Trafficking event – Mississippi Department of Transportation; potential sponsors
- Possible booth at Mississippi Truck Drivers Association Conference in Florida
- Touch a Truck
- Posters in commercial driver’s license stations and driver’s license bureau; Possible video
- Discussed awareness contacts from Broadmoor new events and opportunities
- First responder training curriculum developed by Shared Hope in collaboration with Arizona State University
- Home health nurses
- Truancy officers
- School awareness materials
- Governor’s report and recommendations

Criminal Justice Subcommittee- Chair Ron Crew

- Chiefs and sheriffs buy-in
- Multidisciplinary team training- Derek Prestridge
- Texas Task Force

Legal Subcommittee - Paula Broome and Heather Wagner did not meet

Administrative Subcommittee – Chair Dr. Tamara Hurst

- Hotline 24 Hour- Leaning toward Polaris Hotline initially. Since NCMEC training they are now leaning toward NCMEC hotline because of investigative capabilities.
- Executive Director Barnes explained when he was working with Amber Alerts NCMEC always responded within a few minutes of an alert and were extremely helpful.
- Hollie Jeffery said CPS new protocol was to report missing foster kids to NCMEC as well.
- Working on all protocols for first responders.
- Reported there are seventy-seven MDTS already in MS that can be utilized and a part of that training Ron Crew suggested. That training is completely grant funded.

Victim Services Subcommittee – Chair Sandy Middleton

- Recommending one therapeutic group home for these children with therapeutic foster care to follow.
- A judge called and was frustrated with three teen victims of Sex Trafficking and nowhere to place them.
- Therapeutic Foster care system.
- Rapid Response team- One investigator; one advocate and one Sane nurse

RAPID ASSESSMENT OVERVIEW

Rapid Assessment Overview

Domestic Minor Sex Trafficking Assessment in Mississippi

Belhaven Social Work Department & Beautiful One's Ministries
under the auspices of Shared Hope International

Beginning last September, 2014, an assessment team was compiled to perform a Rapid Assessment developed by Shared Hope International to study the scope of Domestic Minor Sex Trafficking in central MS, which I'll be referring to as "DMST." This research was a collaboration between Belhaven and BOMI, under the auspices of Shared Hope. It was done as part of my senior research project and as a recommended feasibility study for a long-term residential home for adolescent victims in the area. This presentation is a sneak preview of the actual research report, because it is still undergoing the editing process and will be released by the end of this month.

The counties chosen for the assessment were Hinds, Rankin, Madison, and Warren counties because of their geographic location along the I-55 and I-20 corridor, which has been called a "hub" for sex trafficking in the southeastern United States.

Objectives:

- (1) to determine how and where DMST is occurring in the counties assessed;
- (2) to give first responders and the community an initial report about specific problems and needs in the area; and
- (3) to lay a foundation for the development of best practices in identifying and providing services to DMST victims in accordance with state and federal law.

Methodology:

The methodology used for this research was based on the 3 P Paradigm: Prevention, Prosecution, and Protection, which is used internationally in combatting trafficking, as well as the fourth P, Partnership, which was added by the US department of State in 2009. However, because of what this study uncovered in regards to the nature of DMST in the four counties, the research has been compiled according to key findings, which is what you have in front of you.

Quantitative and qualitative data was collected from September through December 2014 and every effort was made to make the data as comprehensive as possible. Members of law enforcement, prosecutors, public defenders, juvenile court judges, juvenile detention centers, government, and non-governmental organizations were all contacted in an effort to gain involvement from as many participants that encounter victims as possible. Despite these efforts, there were some barriers encountered. Some entities and individuals were unable to gain clearance for the interview process, some did not believe they had come in contact with DMST victims, some refused to be interviewed, and some had time constraints due to professional obligations. In the end, a total of 36 interviews were conducted. Anonymity was maintained when it was requested due to the security of interviewees and the victims on whose behalf they spoke.

Key Findings:

Following the collection of the quantitative and qualitative data, several findings stood out that encompass the major issues regarding DMST in the counties assessed. I will address the main points within the findings, but keep in mind that further information and references will be found within the report.

1. Poverty, education gaps, and family structures directly affect the vulnerability of children to trafficking.

Research showed that the nationally recognized risk factors for DMST are prevalent in MS. These risk factors include:

- Poverty;

- Lack of education;
- High rate of runaway and homeless youth
- Living in a vulnerable area (areas with police corruption, high rates of crime, high number of runaways, high demand for prostitution, etc.).

The rates and statistics of the prevalence of each factor can be found in the written report. Other background information is provided in the report as well, such as recent prevention efforts, cases prosecuted, and a review of all media and news articles pertaining to the issue.

Another factor that effects the vulnerability of youth in the assessed area was referred to as a “cultural norm” by interviewees. This is the normalization and glorification of commercial sex and the pimp culture.

Ranging from media output to common slang, society at large consumes and uses things that contribute to this normalization and glorification, which has led to the desensitization of youth to the dangers of commercial sex. The objectification of women is common; boys are praised for being “players”; the word “pimp” is used to refer to something that is cool; and music portrays “pimps” and “players” as successful, rich, and popular.

Young girls are led to believe escorting, stripping, and exotic dancing can lead to a glamorous lifestyle. To paraphrase one law enforcement officer interviewed, the local and high school students caught in commercial sex don’t feel that they’re doing anything wrong. When trying to get these kids to understand that it is against the law, he reports them saying things like ‘Everybody’s doing it’ and ‘I’m not hurting anybody.’”

Furthermore, negative conditioning of a victim’s mindset can stem from a history of sexual abuse. When a child has been a victim of sexual abuse, they tend to normalize the negative circumstances and have little concept of their own value, which traffickers then manipulate for exploitation.

2. DMST victims were identified in the four counties assessed.

An estimated 90 children were identified among interviewees as victims of DMST in recent years. Interviewees stated that the majority of these victims are local children and the most common form of trafficking is familial trafficking.

Familial trafficking occurs when family members allow children to be exploited for sex in exchange for something of value. Sources gave the example of mothers allowing live-in boyfriends to sexually exploit their children in exchange for paying the bills or providing drugs.

Another common form identified is pimp-controlled trafficking. This occurs when minor victims are coerced by a controlling individual to perform commercial sex acts. The control of a pimp can manifest itself in different ways such as physical, psychological, and/or emotional bondage. Pimps often present themselves as caring boyfriends or girlfriends, showering the victim with attention at first. Once trust is gained and the victim has a sense of loyalty to the pimp, trafficking begins.

Two pastors gave specific examples of how young girls are being recruited into this kind of trafficking in the area. They explained that older men circle middle schools and high schools looking for girls who “will take the bait they put out there.” They take the girls shopping, befriend them, and tell them they are beautiful. The girls then begin to “date” these men. The problem is so widespread that teenage boys have complained at church, saying they cannot date girls their age because the girls are all taken by older men. Interviewees stated that the girls do not see them as their pimps, instead they refer to them as their boyfriends.

Another type of trafficking identified was gang trafficking. According to Share Hope, “Gang trafficking differs from pimp-controlled in that the controller is not just a single pimp, but the entire gang ‘family.’” Hinds County Youth Court Judge Skinner has identified a serious gang problem in the Jackson area, having an estimated number of 400 kids self identify to gang involvement in the past two years. Judge Skinner said that girls get into gangs in one of two ways: they can “fight in” or “sex in.” He explained: “They can jump in like a boy and fight in, and if they do that, then the boys cannot pass them around and use them sexually; they are on the same equal footing as a guy. But if they ‘sex in’ they have to have sex with the guys anytime

they want to, anywhere. They can pass them around like that...not only do they pass them around amongst themselves, they will pass them out and pimp them out. They'll use them.”

Finally, some individuals enter trafficking as a means of survival. Youth involved in survival sex are often runaways, homeless, and victims of poverty. Victims may exchange sexual services for food, a cell phone, or a place to stay; it's not always money.

Another notable facet identified is that a common thread among all these types of trafficking is drugs. Examples were given of traffickers using drugs as a form of coercion, drugs being exchanged for sexual services, or victims using drugs as a coping mechanism.

3. Lack of education, training, and awareness among agencies involved results in misidentification of DMST victims.

In the assessed area, lack of training among all entities involved was identified as a problem by representatives from all sectors.

Two agencies reported that when looking back at intake sheets, there are cases where misidentification is suspected because of lack of education. The cases involved girls who began having sex at extremely young ages and were coming in for help with sexual issues. There were also cases of girls coming into group homes and recruiting other girls to run away to their pimp with them.

The lack of training has also shaped the attitude of law enforcement in the area and contributed to initial misidentification of victims. One social worker commented, “You have law enforcement saying ‘I realize they’re a victim but they’re breaking the law.’” Interviewees stated that most officers do not understand the coercion, brainwashing, and fear that goes into victims acting the way they do. Therefore, some law enforcement officers make the decision to arrest them, mainly on other crimes happening at the scene, such as disorderly conduct or possession on drugs, instead of arresting the pimps or johns who are trafficking of the minor. An example was cited of 13 or 14 year old girls getting arrested in hotel rooms with seven or eight guys, who

were all over the age of 20. The law enforcement officers arrested the girl because she was a runaway, and did not do anything to the guys.

Not only is training among all sectors needed, but also ongoing training. The face of prostitution and commercial sex is changing with technology. Many websites allow facilitators to advertise without ever walking the streets. Law enforcement agencies interviewed identified the Internet as the main source for locating victims.

4. Lack of coordination among agencies involved results in less than optimal means of identifying, rescuing, and protecting victims.

There are currently no DMST-specific protocols in place for processing victims through state systems. According to one service provider, “There is not a clear roadmap in our state as far as the process with these victims. The law says DHS is mandated to be involved, but our biggest problem is DHS workers don’t know what that means. A lot of them do not know . . . ‘do I follow the same procedure that I follow for the child abuse case?’”

Another need identified was for a specific, centralized hotline or designated first responder for these victims.

5. Current service providers are ill equipped to respond to DMST victims, and few services are targeted toward the specialized needs of DMST victims.

Current service providers such as foster homes and state-run group homes disclosed that they are unprepared to handle the population because of the needs of this specific complex trauma. Many victims are currently being held in juvenile detention because that is the only place they can be kept and kept safe. However, this is not ideal placement. Detention centers cause of re-victimization and have been shown to increase recidivism rates.

A public defender explained that she had two survivors in her care that wanted to get out of the trafficking life. However, she was not able to find a place for them to go. She had to send them back to their home which ended up putting them back on the street, a cycle that repeated several times. In the end, they lost hope of getting out of the cycle because she “could not find a place for them to go that was safe.”

Central MS needs services targeted to specifically to DMST in the form of:

- Emergency shelters
- Short-term shelters
- Long-term shelters
- Therapeutic foster care training specific to DMST

When asked what the greatest need is for this population in the area, interviewees repeatedly said long term residential care.

6. Entities responding to DMST victims lack funding.

Nearly every interviewee said the lack of funding is a major problem in providing services to DMST victims and there is no funding geared to victims at this time.

SUBCOMMITTEE MIDTERM REPORT

Awareness Subcommittee - Mid-term report presented.

- Regional Task Forces
 - Establishment of regional task forces was discussed.
 - At least one regional Human Trafficking Task Force per Congressional District.
 - One representative from the Governor’s Task Force on Human Trafficking will sit on each regional task force.
 - The regional task forces will meet monthly.

- Addressing Demand-Street Grace
 - “Not Buying It” is an anti-Human Trafficking campaign in Georgia.
 - Address demand side of Human Trafficking.
 - Stuart Griffin from Street Grace, Inc. in Atlanta conference call.
 - They are a nonprofit in Atlanta responsible for “Not Buying It” campaign to address the demand side of trafficking.
 - Arizona picked it up as well as Indiana.
 - Mississippi would purchase the \$5,000.00 licensing agreement which would include logo, style guide, billboard mock ups, and all of the fonts.
 - They are developing a web repository now that they would provide a link to our office and our PSA as well as whatever we are doing.
 - Mississippi would be responsible for filming our PSA and placement.

- Greater Orlando Human Trafficking Task Force-Buyers school
 - Sue Moore researched ineffectiveness of “John Schools” for offenders.
 - Developed new program based on Laaser and Carnes who are leading sexual addiction authorities in the United States.
 - Currently proposing legislation to require “John School” for buyers first offense.

- Human Trafficking awareness in schools
 - LifeBoat - Jill Cohen, the Vice Chair for the Greater Orlando Human Trafficking Task Force (GOHTTF), the Education and Prevention and the Housing and Shelter subcommittee chair, as well as the founder of the Lifeboat Project; the organizing principle of the assimilation video game program that educates school age children to be aware human trafficking scenarios. This will become a significant factor to educating the younger generation. Please see ACT on their website <http://thelifeboatproject.org/index.html>.
 - Born2Fly - Diana Scimone - Diana is the co-chair for the Education and Prevention subcommittee and is the founder of Born2Fly. The Born2Fly Project is a strategic 6-session community awareness campaign that educates at-risk children and their parents about the dangers of child trafficking. Diana's program is free and downloadable and in 65 different countries. Website address is <https://born2fly.org/>.
 - The PREVENTION PROJECT® program - Prevention Project is a 6-lesson academic curriculum designed for middle and high school students and for delivery in a class setting. The PREVENTION PROJECT curriculum exists to not only prevent human trafficking from occurring, but to create and equip student leaders to be a part of the solution, bringing lasting change for our communities and beyond.
 - Frederick Douglass Foundation - They offer a comprehensive sex trafficking prevention program and curriculum for secondary schools called the Trafficking-Free Community (TFC) initiative. This education can only be implemented in the classroom along with teacher training and community stakeholder coordination. Prevention education in schools is a proactive idea that is quickly gaining traction. As educators research their options for being proactive, it is important to take into account the complexities presented by human trafficking and the very real risk of education or intervention doing more harm than good. A critical consideration with any anti-trafficking initiative, especially those involving children, is whether or not it can be implemented safely, responsibly and effectively.

- Mississippi State University Extension Services-Awareness Help
 - They are in 81 Counties
 - Two agents per office
 - Six community development officers
 - Create content for online courses-age appropriate
 - Agents would present to schools
 - Agents would distribute posters to libraries of schools

- State Media Campaign-Awareness
 - Seven Day Media will create and develop a “Not In My State” website with the domain address: notinmystatems.org.
 - Human Trafficking website based on the recommendations from the Governor’s Task Force on Human Trafficking headed by the Mississippi Office of Homeland Security.
 - The “Not In My State” Human Trafficking website will be developed primarily for law enforcement and supporting state agencies and victim service providers, as well as concerned citizens from the private and public sector.
 - Seven Day Media will also design and implement a supporting “Not In My State” Human Trafficking Awareness Campaign, which will be used to reach individuals and organizations who seek to better understand, who desired to be more involved and who strive to take specific action in ending human trafficking in Mississippi. Each branded component of the “Not In My State” Awareness Campaign will point individuals to the “Not In My State” (notinmystatems.org) Human Trafficking website.
 - The “Not In My State” website and awareness campaign will serve to prevent all forms of human trafficking including sex trafficking and labor trafficking within the State of Mississippi.
 - The data, information, materials and resources included on the “Not In My State” Website will be victim-centered with the goal of educating law enforcement, governmental agencies, victim protection groups, individuals and organizations about trauma-informed care principles and best practices when addressing the individual needs of human trafficking victims.

- The website will also educate individuals and organizations about how to combat this form of modern-day form of slavery through partnerships with allied professionals, involved citizens and legislative efforts.
- The “Not In My State” website will house law enforcement training collateral and videos to support the investigation and prosecution of human trafficking cases at the local, state, tribal, and federal levels.
- Also, provide ongoing training for law enforcement focused on human trafficking victim identification, care and prevention. The website will contain public awareness materials for members of the Governor’s Task Force on Human Trafficking, victim protection groups and partnering agencies.
- The “Not In My State” website and awareness campaign will include branding consistency with the goal of educating the public about the reality of Human Trafficking in Mississippi.
- The awareness campaign will serve and support the four counties (Hinds, Rankin, Madison, Warren) researched by the Belhaven University Human Trafficking Rapid Assessment in association with Beautiful Ones Ministries and Shared Hope International. The “Not In My State” awareness campaign will brand across traditional forms of media, such as outdoor, radio, television and print.
- For every media dollar placement, Seven Day Media will require a 25% match in kind from media outlets. In addition to traditional media placement, Seven Day Media will integrate digital marketing and social media campaigns into the “Not In My State” awareness campaign.
- Digital marketing includes ads often seen on mobile sites and apps such as Pandora and the Top 100 Comscore sites for the four counties.
- The “Not In My State” website will serve as a central statewide portal to connect human trafficking victim advocates with the focus of leveraging community and statewide resources. The ultimate goal of the “Not In My State” website is to ensure that all trafficking victims in Mississippi gain every opportunity to be rescued from human trafficking perpetrators while increasing resources to victims after they are rescued.

Legal Subcommittee - Mid-term report presented.

The Legal Subcommittee is in the process of reviewing current state laws to determine the need for revisions to existing laws and/or the need for additional laws that impact the manner in which human trafficking cases are investigated and prosecuted in the State of Mississippi. The following represents the areas of the law we are reviewing at this time:

- M.C.A. § 97-3-54.1(1)(a) which sets out the elements for “human trafficking” does not delineate between sex trafficking and labor trafficking. The subcommittee is exploring whether the delineation is necessary for that particular subsection.
- Mississippi law currently allows wiretapping to be performed by MBN and only in relation to drug cases. Because wiretapping would be an extraordinarily useful tool for law enforcement in detecting and investigating human trafficking, the committee is exploring whether Mississippi law should be expanded to permit wiretapping in human trafficking investigations by state-level investigators. Early research has indicated that many states do permit wiretapping in human trafficking cases as well as other types of felony level crimes.
- Because human trafficking is often conducted through the use of computers and the internet, the committee will be reviewing the wire fraud statute and computer crimes statutes to determine the necessity of revisions to strengthen those laws.
- Amber Alerts are currently issued based on federal guidelines only as the state has no state statutory guidelines in place. Law enforcement personnel have indicated that there is a need for state statutory authority to set the parameters for Amber Alerts.
- Mississippi does not currently require sex offender registration for persons convicted of sex trafficking of an adult or for persons convicted for promoting prostitution. The subcommittee will be researching whether other states have expanded sex offender registration to include these crimes and determine whether Mississippi should also seek to expand sex offender registration.
- The definition of an abused or neglected child under the Youth Court Act does not currently recognize the trafficking of a child to be abuse or neglect unless the trafficker is a parent, guardian or person responsible for the care of that child. As such, cases that do not fit the child abuse/neglect definition would not be afforded the statutory protections of the Youth Court Act. This is a gap in the law of particular concern as it limits the ability of the Mississippi Department of Human Services to address reports of child trafficking that may be reported to the Child Abuse Hotline. A change in the child abuse/neglect definition or any of the Youth Court Act statutes to include child trafficking will also dictate the need for an overhaul of protocols under which the Mississippi Department of Human Services operates.

- The subcommittee is reviewing the human trafficking forfeiture statute and considering whether forfeiture should be permitted in felony level procuring or promoting prostitution crimes.
- Human trafficking often includes an immigration component. The subcommittee is exploring what problems pertaining to immigration issues are common in trafficking cases and considering whether state statutory changes are necessary to alleviate these problems.

In addition to changes in the laws, the legal subcommittee will be making recommendations for prosecutor training on litigating human trafficking cases. Upon recommendation of the legal subcommittee, the Prosecutors' Training Division of the Attorney General's Office has included a human trafficking session on the agenda for the upcoming 2015 Spring Mississippi Prosecutors Conference. The subcommittee is also in discussions with the Attorney General's Office to provide an intensive 8 to 12-hour "hands-on" workshop for prosecutors to learn from a national expert how to successfully prosecute human trafficking cases. The goal is that more human trafficking cases will be investigated and prosecuted under state trafficking laws. Currently, the majority of human trafficking cases occurring in Mississippi are handled by the U.S. Attorneys' Offices.

Criminal Justice Subcommittee - Mid-term report presented.

- Prosecutor training set up with Mike Grant and judges training by AG office and Center for Violence Prevention.
- Intelligence Training – Mississippi Analysis and Information Center awareness training.
- Met with Mississippi Homeland Security to discuss how to secure funding for software needed.
- Mississippi prosecutors and judges training.
- Training through Texas Rangers – Texas Rangers are getting cases and rescuing within a month after training. The officers are now talking about all of the ones they missed before now.
- More computer forensics training.
- Barry Tang (HSI) has cyber safety in schools that he can add trafficking component.
- Requested language translation software, facial recognition software and fingerprint and document recognition.
- Methodology
 - Identify problem areas
 - Gather information/resources
 - Develop plan for issues
 - Assets
 - Brainstorm potential solutions
 - Test plan
 - Decide best solutions
 - Implements plan/adjust as required
- Follow-up
 - Training (trainers, duration, frequency, content)
 - Chiefs, sheriffs, agency heads
 - Awareness level
 - Operational level
 - Basic academies
 - Reserve academies
 - Patrol/1st responder
 - Investigator training
 - In-service
 - Interdiction

- Explore ROCIC as training resource.
- Chief's Association contacted for 4 hour block in spring conference session. Training team being assembled.
- Bill Delaney (FBI) oversees Command College
- Robert Davis (BLEOST) – no reimbursement for in service, just credit for training.
- 7 full time academies in MS, fourteen part-time academies. Curriculum needed for both.
- Telecommunications Board reviews vendor curriculum, pilot program, then implementation.
- Juvenile training curriculum oversight by MS Office of Justice Programs
 - Juvenile Detention Inspections done by MAJDP monthly.
 - Need access to Juvenile Detention Conference & training curriculum revision

Victim Services Committee - Mid-term report presented.

- Facts and pending recommendations.
- Complete lack of services for child trafficking victims, according to identified best practices.
- Complete lack of services for labor trafficked individuals, both adult and child.
- Minimal coverage for adult female victims of sex trafficking through existing domestic violence service
- No screening protocol in existence for law enforcement officers or medical providers.
- Absence of training for law enforcement officers and other service providers, except for voluntary trainings through Mississippi Law Enforcement Training Academy and individual efforts.
- Developing immediate plan to serve minimal number of child victims through existing providers.
- Meeting with Mississippi Department of Human Services to identify possible solutions, but the group favors an implementation through private agencies.
- Seeking possible grant funding to assist with adult sex trafficking victims.
- Leaning toward the recommendation of mobile response teams to respond throughout the state to sex crimes in efforts to aid in screening, referral and prosecution of these cases.
- Believe this seamless approach will focus on the needs and recovery of victims.

Administrative Subcommittee - Mid-term report presented.

- The Administrative Practices Subcommittee is tasked with the following:
 - Identify hotlines within the state and examine their effectiveness and weaknesses.
 - Research national and state hotlines and consider one hotline for the state.
 - Examine statewide protocols for initial contact, referral protocol, and state wide referral practices.
 - Research best practices in neighboring states.

- Hotlines
 - There are multiple hotlines within the state, however none seem to be specifically designed to address the issue of human trafficking.
 - We have either met or spoken with many of the administrators of these hotlines and plan to gather more information over the next month.
 - There seems to be several issues related to agency capacity to respond to human trafficking. For example, the Mississippi Coalition Against Domestic Violence operates a toll-free statewide hotline, but capacity to address child sex trafficking and cross-reporting with MDHS does not exist at this time. The Schaffer Center is listed on national websites as a Mississippi agency that handles human trafficking cases. This agency works primarily with victims of domestic violence and its workers are not trained to work with human trafficking victims. Additionally, they only cover an eleven county area in this state.
 - The MS Department of Human Services Abuse Hotline is toll-free and available twenty-four hours a day, 7 days a week. MDHS is legislated to receive reports of child human trafficking, but their staff has not yet been trained to field such calls. Reportedly, state legislation was enacted without verifying that MDHS could actually fulfill its requirements. For example, MDHS activities outlined in their intake line contract do not include immediately contacting law enforcement once a report of human trafficking has been made. At this time callers would be instructed to hang up and call 911. MDHS intake protocols do not include asking a caller questions to determine whether or not a call involves allegations of human trafficking. Response time and immediate assistance for these calls are also

challenges for MDHS. They are not prepared at this time to investigate reports of child trafficking that involve an alleged perpetrator who lives outside of a child's home. They are not equipped to investigate reports of adult sex trafficking (unless the report is on a vulnerable adult). However, MDHS can investigate calls related to child labor.

- The MS Department of Mental Health (MDMH) operates a statewide 24/7 suicide hotline but is not prepared at this time to take reports of human trafficking. The Director of the MDMH hotline has agreed to meet with this subcommittee to share a cost estimate and to identify strengths and challenges with operating a hotline.
- 911 was a suggested option for taking reports of human trafficking. One challenge is that 911 operators are only trained to gather information and they would need training on human trafficking. A strength is that the call could be forwarded to the correct law enforcement jurisdiction. Another potential challenge could come with local law enforcement staffing, especially in rural areas. There is also a strong concern with using 911 in that victims or witnesses may be strongly opposed to directly contacting law enforcement.
- Many of our neighboring states (e.g., Louisiana, Alabama, and Florida) utilize a toll-free hotline through Polaris Project. Trained personnel at Polaris receive calls and will contact local law enforcement and state Departments of Human Services. Their phone line has texting capabilities. Some states such as Florida have legislation pending that mandates this hotline number be posted in a variety of settings such as airports, bus stations, truck stops, strip clubs, emergency rooms, and schools. In 2012, Alabama signed into law legislation that requires posting of this hotline number in liquor stores, hotels that have been cited as a nuisance, airports and other transportation hubs, and strip clubs.
- Tennessee and Georgia both host their own respective statewide hotlines. Tennessee's hotline involves a collaboration between DHS, Department of Health, Department of Mental Health, and the Tennessee Bureau of Investigation. Georgia's hotline was developed from their state human trafficking task force. They have developed a nonprofit agency that is a "one stop shop" for all state human trafficking concerns. This nonprofit can accept reports of trafficking, provide resources, collaborate with multidisciplinary teams, provide awareness materials, and conduct trainings, along with other activities.

- Protocols
 - There are a wide range of human trafficking protocols across the nation. Other states such as Georgia, provide model protocols that can be tailored for varying state jurisdictions. Georgia created a “Minimum Standards Protocol” that addresses all forms of child maltreatment including child sexual exploitation. Reporting, response, assessment, and treatment of victims of child maltreatment are addressed. This subcommittee is reviewing how such a protocol might work for Mississippi.

SUBCOMMITTEE SUPPORTING DOCUMENTATION

Awareness Subcommittee Supporting Documentation

Trainings and Presentations Schedule

1. 02-12-15 National Association of Social Workers Legislature Day- press conference and presentation.
2. 03-12-15 Mississippi Analytics and Information Center presentation
3. 03-25-15 Mississippi State Extension Center leaders presentation
4. 03-27-15 Millsaps College Friday forum presentation
5. 03-30-15 Meeting with Alabama Human Trafficking Task Force
6. 04-01-15 Millsaps College presentation- candlelight service to “End It”
7. 04-09-15 University of Mississippi - International Justice Committee
8. 04-10-15 Panel presentation Children’s Advocacy Center Conference
9. 04-11-15 Starkville- Presbyterian Women’s Conference
10. 04-16-15 Not in My City, Not in My State panel presentation Broadmoor Church
11. 04-23-15 Montgomery Leadership Program presentation Mississippi State University
12. 04-24-15 Prosecutor’s Conference-DOJ trial attorney
13. 04-27-15 Rankin County Republican Women
14. 05-30-15 Mississippi State University Extension Service Certification
15. 05-07-15 Children’s Mental Health Summit
16. 05-17-15 St. Richards Catholic Church
17. 06-06-15 Free International Conference -River of Life Church
18. 06-17-15 Mississippi Sheriffs’ Association- Human Trafficking Investigations
19. 06-24-15 Kiwanis Club - Rankin County
20. 07-20-15 Mississippi Department of Transportation field training officers and supervisors training- Klass Kids Foundation
21. 07-21-22 Mississippi Law Enforcement Training Academy- investigator training
Klaas Kids Foundation
22. 07-28-15 Mississippi Bail Agents
23. 07-29-15 Mississippi Information Liaison Officers (MILO’S) training

Victims Services Subcommittee Supporting Documentation

Current Services for children provided by State and Private Agencies

Challenges in identification, investigation and tracking of trafficked youth or youth at risk are listed as follows:

At this time, there are challenges in our state agencies in identifying victims, making reports to the Mississippi Department of Human Services and/law enforcement and investigating their cases. When victims are not identified, services cannot be provided.

Training for all state agencies, from senior management to frontline staff is needed for the timely and appropriate identification of risk factors so that cases can be reported to MDHS and law enforcement for investigation.

MDHS, however, is only legally authorized to investigate child abuse and neglect committed by a parent, guardian or legal caretaker. Pimp controlled and gang controlled cases would typically be referred to law enforcement and not investigated by MDHS because the alleged perpetrator is not the parent, guardian or caretaker. If there are allegations against the parent of some kind, such as neglect or abuse, MDHS would then assist in the investigation.

Cases not investigated by MDHS would rely on law enforcement and multidisciplinary teams or Child Advocacy Centers if they are involved, to assist victims in obtaining services. Therefore, it will be important these other agencies also receiving appropriate training and any services developed would be accessible to victims not in MDHS legal custody.

In determining what services are needed and where gaps in services exist, appropriately identifying and tracking victims will be needed. No consistent reliable data exists with any state agency on the prevalence of child sex trafficking in the state. Also, new federal legislation requires tracking of at-risk youth and trafficked youth in foster care. Collaborative efforts to develop and maintain data on this population is crucial to developing the best possible services for these victims. MDHS will be required by 2016 to report to the U. S. Department of Health and Human Services the number of at-risk youth and trafficked youth and services provided to them. Requirements on other state agencies are not currently known.

Other challenges with investigating these cases:

- Sexual assault exams are not often immediately available and must wait 1-7 days for an exam. Valuable evidence can be lost when children are not immediately taken for an exam.

- Working with other states when victims are intercepted in Mississippi: The state currently does not have sufficient policy in relation to helping children return to their home state after being rescued from trafficking in Mississippi. Local and federal law enforcement agencies have intercepted several children recently in Mississippi who were from Florida and North Carolina who were being trafficking across several states. These cases posed several challenges:
 - When the victims were intercepted, law enforcement contacted MDHS for assistance in providing services and getting the children back to their home state. One of the biggest challenges was transportation of the victim. Children who are not in MDHS custody cannot be transported in the private vehicle of an MDHS employee or in an agency provided vehicle – they cannot be transported by MDHS to a placement resource, medical or mental health service or anywhere else because the children are not in MDHS legal custody.
 - Parents are not always able to afford to come get their children, leaving the state of Mississippi responsible for paying for these expenses. There is a dispute as to who is responsible for the cost of returning the child home – law enforcement, MDHS, victim’s services, the county or another party.
 - To insure the ultimate safety of victims, before returning a child to their parents or guardian, background checks and home inspections need to be performed by the home state before returning a child home. In the North Carolina Case, the parent knew the child had been missing for 2 weeks but had not reported her missing. Child Welfare Services in North Carolina had an open case on the family. Transportation was then coordinated with that child welfare agency. However, because the child could not be transported by Mississippi Department of Human Services to North Carolina in their private vehicles, MDHS in Mississippi paid to have a MDHS worker accompany the victim by bus to North Carolina.
 - Children originating from other states that are rescued while being trafficked in our state are not available for placement in Mississippi foster homes without being in MDHS legal custody. Custody will be at the discretion of the Youth Court of that county. Many of these victims are being placed in detention centers as a result.
 - There are only two children’s shelters in MS who accept runaway youth. These shelters also house younger, vulnerable children in the custody of MDHS. Some trafficked victims are trained by their pimps and gangs to “recruit” other children into “the life.” If the victims placed in the regular children’s shelters are high flight

risks, then there is the potential they will “recruit” other children from the shelter to run away.

- Lastly, in cases involving out of state children, there is no legal authority to provide victims medical or mental health attention without the victim’s consent or the victim being placed into MDHS custody. Due to these complications, medical exams cannot be performed.

Challenges in Placement, Treatment and Aftercare Services for trafficked youth

Emergency Care

Mississippi has five (5) privately contracted shelters in the state for foster children. Two (2) of these shelters will take children who are runaways. Bed space for runaways is limited. Parents cannot privately place their children in these shelters or in the beds specified for runaways. Children placed in these shelters are mostly foster children. Some are sibling groups and can be children under the age of 5 or 10.

Placing trafficked children in regular emergency shelters is risky. At times, victims have been denied acceptance due to their behavior. Trafficked victims have a wide range of behaviors and do not always want to be rescued. Because of the coercion and manipulation by the trafficker, many victims may run away if given the opportunity. In some cases, they may convince another child to run away with them and go back to the trafficker.

Some are violent and aggressive towards others, property and themselves. Others have night terrors, post-traumatic stress disorder, cannot sleep at night and other trauma related symptoms. For some victims they have not been in school for a long time or attend irregularly. Statistics show that many are as far as 2 years behind in school. While out on the streets, they are staying up all night. In some cases they are not receiving regular meals and are physically abused.

Lastly, due to the *Olivia Y.* Modified Settlement Agreement, MDHS cannot place a child in an emergency shelter for longer than 45 days. The Modified Settlement Agreement also states that foster children must be enrolled in a school within 3 days.

All these things, along with the challenges of investigating these cases point to the need for immediate specialized short-term treatment programs that assess the immediate medical, emotional, educational and personal needs of these victims as soon as they are rescued or walk in off the street.

These short-term treatment centers need to be:

- a. Available to all youth – foster care, runaways, walk-ins, parent placed.
- b. Offer shelter, outpatient treatment, access to medical, educational and other personal needs.
- c. Available 24/7

Treatment

Nationally, it is being reported that treatment for trafficked victims can take as long as 18-24+ months. The right specialized treatment has seen full recovery for many of the victims. The key is that the services are individualized and specialized to specifically treat trafficking victims and the issues that are specific to them. Lessons learned from other states are that the issues trafficking victims face are unique, therefore treatment must be specialized to meet those needs. Programs that offer these unique services have much more success with these victims than those that do not. Appropriate treatment, while lengthy, is less costly overall as it prevents victims from re-entering the treatment world.

In Mississippi, while community-based and inpatient mental health treatment exists, it is not specialized for trafficking. What this has resulted in is victims bouncing from one treatment center to the next while in foster care or children being placed in foster care to get treatment that was not available in the community.

Case Example: “Mary”

“Mary,” age 15, has been in foster care since the age of 12, when she entered foster care pregnant. The reporting agency was the local health department who reported Mary also had several sexually transmitted diseases. It was reported that she was a promiscuous teen who was uncontrollable.

“Mary” was assessed by an adolescent acute psychiatric hospital. She was referred to long term psychiatric treatment in one of Mississippi’s long term psychiatric residential treatment facilities (PRTF). She was treated for approximately 9-12 months and released. Within three months of discharge, Mary was hospitalized again after repeated aggressive outbursts and running away. She was still never identified as a trafficked victim and was sent to another PRTF for 6 more months of treatment.

Currently “Mary” is in her third long term PRTF in three years. Since coming into foster care in August 2012, “Mary” has been hospitalized at least 3-5 times in acute psychiatric hospitals and has overall had 37 placements in various facilities, foster homes, detention centers and group homes. During that time “Mary” even ran away from one placement and was found “prostituting.” It was determined she did this voluntarily and it was never investigated further. Mary has never been officially recognized as a trafficking victim by

the Health Department, her MDHS case worker, law enforcement or the treatment facilities providing her treatment.

For almost three years, “Mary” has received Mississippi’s best intensive inpatient therapy from multiple facilities, yet upon discharge, “Mary” continues to run away from all placements, including extended family, foster homes, shelters and group homes. The average cost of PRTF treatment is \$400-\$450 per day, with federal dollars reimbursing up to 75% due to it being Medicaid funded.

However, “Mary’s” story is not unique. According to data from MDHS, this is the norm for many of the victims MDHS has identified. What is it about the treatment system that does not seem to be working?

Community Based Services

Mississippi has created policy that has produced a heavy dependence on the Community Mental Health Centers (CMHC). Most of the state’s private mental health practitioners cannot become Medicaid providers. Only Licensed Clinical Psychologist and Licensed Clinical Social Workers can privately bill Medicaid.

Licensed Professional Counselors and Licensed Marriage and Family Therapists cannot become Medicaid providers according to Medicaid policy. However, these same practitioners can provide therapy services through a Community Mental Health Center and the CMHC can be reimbursed by Medicaid for that practitioner’s services. This has not only created a double standard but has put stress on a community mental health system that is plagued with high caseloads and low salaries.

Community Mental Health Centers are plagued with high rates of turnover in therapists. National evidence-based programs point to therapeutic rapport between the victim and the therapist as being one of the leading factors in healing for the trafficked victim. High turnover rates in therapists leads to victims possibly having to see multiple therapists in short amounts of time. Trafficking victims cannot build rapport when their therapist changes regularly.

Another challenge is when victims bounce from place to place in foster care, it is hard to stay within the same mental health region. If victims move outside the mental health region, then they cannot see a therapist from that region.

Also many therapists at Community Mental Health Centers are young, with little experience or specializations in trauma therapy models. Although the Department of Mental Health is training more of these therapists in Trauma Focused Cognitive Behavioral Therapy, many of the therapists leave the CMHC shortly after receiving their certifications for better pay elsewhere.

More experienced therapists with specializations in trauma therapies are in private practice. Many of these more experienced therapists are not able to see Medicaid patients because they do not have the required credentials Medicaid requires or they may be unwilling to see Medicaid clients because of low Medicaid reimbursement rates for certain therapies.

Other community based Medicaid reimbursable services are in-home MYPAC services that can provide treatment in the victim's home. These are promising services that can aide certain victims who have supportive families. These services will need to be tailored for the trafficked victims and will need to provide wrap around support for the whole family. Agencies who provide these services need to show proof they can provide therapeutic interventions that are evidenced based in treating victims of human trafficking.

The Department of Mental Health, though its Community Mental Health Centers, does provide the Multidisciplinary Action Planning Teams (MAP Teams) to help provide wrap around support to children in the community with mental health issues. These teams have flex dollars to help families pay for non-Medicaid reimbursable needs, including respite services and tattoo removal if a victim has been "branded" with a tattoo by their pimp. Funds of this sort are limited though. Providing extra support to the MAP Team and their flex dollars and earmarking it specifically for trafficked victims would provide extra support to victims in the community.

The last community based Medicaid reimbursable program that is promising for victims to access is the Department of Mental Health's (DMH) NFusion program. NFusion is a community mental health center that is designed specifically for adolescents and young adults. Their services are tailored to the child and can assist in finding and maintaining employment, individual and group mental health services and mentoring. DMH has 4 NFusion sites in the state.

The NFusion sites are great resources for victims in the community and can possibly become a "walk-in" site for victims needing assistance. Other states have similar "walk-in" centers for youth victims that offer overnight shelter and other services for victims to voluntarily admit themselves into. These shelters can then help get the victims into longer term treatment if needed. However, the current NFusion sites do not offer shelter and they are not located in high human trafficking counties like Hinds, Harrison and Desoto. These areas that are known to have the most trafficking victims would benefit from having an NFusion site that is also tailored to offer services for trafficked youth.

Foster Care and Therapeutic Foster Care and Group Homes

When foster children are placed in relative homes and foster homes, the above listed community-based services are utilized. However, many of the victims that have been identified that are in foster care are bouncing through the system, unable to stabilize.

MDHS utilizes Medicaid to fund outpatient and inpatient mental health treatment. Inpatient Acute and long term PRTF's can cost \$350 - \$650+ per day, per child depending on the type of facility. Federal dollars assist in funding these Medicaid beds. However, these beds are time-limited (6-9 months) and must show medical necessity and go through Medicaid preauthorization to access them.

As stated earlier, nationally, treatment for these victims has shown to be around 18-24 months, much longer than the 6-9 months offered in our Medicaid inpatient programs.

Specialized programs for trafficking that are showing success in other states are structured like therapeutic group homes and can cost roughly \$165-\$300 per day, per child, much less than the PRTF Medicaid funded beds. They are not time-limited, therefore the victim can stay as long as progress is being made. Most of the programs specific to sex trafficking victims are two (2) year programs. They offer specialized educational services (schools on their campus) because the victims' educational needs vary greatly from one child to another and their educational needs should be tailored to them. These programs also offer many different types of therapy, including trauma based therapies, animal assisted therapy and others. In these settings, Medicaid would reimburse therapeutic services but not room and board.

While we do have therapeutic group homes in Mississippi, MDHS currently pays a rate of \$95.11 per day, per child for therapeutic foster and group homes. Compared to other states and the specialized programs, this rate of \$95.11 is not sufficient to provide the specialized services and staff needed by these victims in the current therapeutic group homes in Mississippi. This rate is also not Medicaid funded. Funding is needed to create specialized group homes that can be able to provide the specialized treatment these victims need.

Victims' treatment can go on for years. Once they have completed their inpatient treatment, victims also need highly trained and skilled foster homes to step down into. MDHS currently reimburses contract agencies \$95.11 per day per child for therapeutic foster care. However this rate is far below national averages and do not offer the reimbursement needed to provide all the support services, including respite for children with these issues. Having these types of foster homes may also be able to prevent the children from re-entering long-term inpatient facilities that would be more cost efficient in the long run.

Mississippi currently does not have specialized, emergency care, long term PRTF, therapeutic group home or foster homes for trafficked victims. Therefore, victims are being treated in the general population of children. This could be one reason why the victims seem to bounce from one treatment center and foster home to another. The services are not tailored to meet their unique needs. In order to stop this cycle, specialized treatment is needed in Mississippi.

In the meantime, Mississippi needs to expand outside the state to access the services outside the state. However, because of budget restraints within the MDHS and policies at Medicaid, accessing services outside the state are a nightmare for victims.

Case Example: “Jane”

“Jane,” age 16, has been in MDHS custody since January 2013. “Jane” has been in an out of multiple treatment centers, detention centers and foster homes. In fact, “Jane” has had 39 placements overall in that 2.5 year period. “Jane” ran away from treatment last fall and was picked up in Memphis with a pimp. She had been trafficked and rescued. Since being rescued in January 2015, “Jane” has been in 19 different placements.

Because of Medicaid policies that state Medicaid patients have to receive treatment in-state if it is available and Medicaid is going to pay for it, “Jane” cannot go outside the state to receive treatment in a sex trafficking specialized program. Medicaid currently has no out-of-state programs they reimburse that are specialized in treating sex trafficking. MDHS currently states that funding is too low for them to pay for the victim to be sent to a non-Medicaid facility.

Gaining access to appropriate treatment for child victims in Mississippi is difficult. While the state has resources, victims currently being served by those resources are not benefiting from them. This is causing victims to bounce through the foster care system, often ending up in detention centers because none of the treatment centers can handle the victim’s behaviors. Detention centers are not mental health facilities and utilizing them as such leaves the state and the county detention center open to scrutiny by the U.S. Department of Justice.

Specialized Services are needed; from specialized foster care all the way to specialized inpatient treatment. Emergency shelter services are needed. Training is needed. And most of all, flexible policies are needed so services can be accessed timely and appropriately. In-state and out-of-state options are needed. MDHS must have funding to contract out the therapeutic foster and group homes needed. Medicaid must open its doors to out of state providers. And all agencies across the state who serve children in any way must be trained to recognize the risk factors and make reports when they see them.

