

# Ohio Human Trafficking Task Force

Recommendations to  
Governor John R. Kasich

June 27, 2012



Figure 1: Image Source GetPhyt.org

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# Table of Contents

Executive Summary	4
Scope of the Problem	6
Ohio’s Trafficking Initiatives and Policies	10
Recommendations	11
Human Trafficking Task Force Membership	33
Acknowledgements	34
Executive Order	36



## Executive Summary

Human trafficking – the illegal trade of human beings for commercial sexual exploitation and forced labor – is one of the fastest growing criminal enterprises worldwide and is on pace to surpass the drug trade in less than five years. Ohio is not immune to this plague. Each year an estimated 1,078 Ohio children become victims of human trafficking and 3,016 more are at-risk. Governor John Kasich is committed to addressing this problem and on March 29<sup>th</sup>, 2012, he signed an executive order forming The Ohio Human Trafficking Task Force. This report is the result of the work of said task force.

The recommendations in this report are designed to work in conjunction with Ohio’s recently passed legislation – H.B. 262 The Ohio Human Trafficking Act of 2012– which uses a three-pronged approach to address the problem of human trafficking. H.B. 262 raised the penalty for committing the crime of human trafficking to a first-degree felony with a mandatory minimum sentence of 10-15 years. This penalty matches the federal statute and allows Ohio to effectively prosecute pimps and traffickers. The law created a diversion program whereby juvenile victims of human trafficking will receive the protection and treatment they need through the juvenile justice system. The law allows for adult victims of human trafficking with prior convictions of prostitution or solicitation to have their records expunged.

The task force was formed to marshal the resources of the state of Ohio to coordinate efforts to identify and rescue victims, to create a coordinated law enforcement system to investigate these crimes, and to provide the services and treatment necessary for victims to regain control of their lives. Eleven state agencies are members of the task force and have worked to identify service gaps and make recommendations for filling those gaps. The task force seeks to complement the work already being done to fight human trafficking around Ohio, and benefits from the expertise of members of Attorney General Mike DeWine’s Human Trafficking Commission in the creation of this report.

The first and most significant gap is the public knowledge of human trafficking is low. As data on the prevalence of human trafficking is fairly new, this lack of awareness mirrors the larger national situation. Human trafficking has been a viable policy issue on the federal level for the past 10 years, however much of that data is focused on the international human trafficking trade. Research on the U.S. domestic human trafficking trade is in its earliest stages. Ohio is fortunate to have several universities working to fully understand the pervasiveness of human trafficking within Ohio’s borders, but more analysis can be done. The task force recommends a public awareness campaign be launched and state employees receive training on human trafficking. Extensive training is recommended for employees who have a regulatory or investigatory role or who are in positions that come into contact with victims.

Services provided to victims are not specific to immediate needs or to long-term recovery. Violence, repeated rapes, threats, and other tactics used to “condition” a child to total reliance on the trafficker leave a victim of this cruel crime with many scars. A victim may receive treatment for a myriad of symptoms (drug addiction, health, and mental health related issues) before the core trauma is addressed. The task force recommends a victim-centered, trauma-informed approach to treatment that is both more effective and a better use of state resources. The task force includes several recommendations for this gap, including special training for foster parents and child welfare workers, protocol for the treatment of human trafficking victims, youth prevention services and identifying a statewide Ohio service provider network that would be an intensive case management partner for serving minor victims of human trafficking.

It should be noted that Medicaid eligibility and housing are two obstacles to providing effective treatment to human trafficking victims. The state will hire a human trafficking coordinator who will be responsible for implementing the enclosed recommendations and pursuing creative solutions to the remaining obstacles. To accomplish this goal, the human trafficking project manager will build on existing interagency, coalition, and local provider relationships. The recommendations do not require additional revenue funding and instead focus on leveraging the resources the state already has and aggressively pursuing federal grant opportunities.

We believe the enclosed recommendations are a comprehensive look at what state agencies can do to reach this population and prevent Ohio’s young people from being trafficked. The Task Force will remain in place to help implement the recommendations made here and to continue to find new ways to further our mandate.



Figure 2: Image Source-Tampa Bay Informer

## Scope of the Problem

As defined under U.S. federal law, human trafficking is a form of modern-day slavery where people profit from the control and exploitation of others. Victims of human trafficking include children involved in the sex trade, adults age 18 or over who are coerced or deceived into commercial sex acts, and anyone forced into different forms of "labor or services," such as domestic workers held in a home, or farm-workers forced into labor against their will. In each of these situations the elements of force, fraud, or coercion are used to control people.<sup>1</sup> In the most recent study, it is estimated that 1,078 Ohio children are victims of human sex trafficking every year, with thousands more who are at risk of becoming potential targets every year.<sup>2</sup> Due to limitations in available data, it is unknown the approximate number of men, women and children involved in labor servitude or the number of adults who are trafficked in the sex industry.<sup>3</sup>

Ohio is especially vulnerable to the human trafficking epidemic for two reasons. First, Ohio has both large urban centers and rural counties that encompass a large transient and immigrant population, which can make it more difficult for law enforcement and regulatory officers to

understand and combat the problem. Second, Ohio's five major highways are used as a tool for traffickers to transport and sell youth and adults among other states and the

Canadian border. Human trafficking has become a billion dollar enterprise. According to the Federal Bureau of Investigation and the National Center for Missing and Exploited Children, Toledo is the fourth largest recruitment site for human trafficking in the country because of the characteristics listed above. In central Ohio, it is estimated that 88 percent of human trafficking involves sex slavery, 75 percent are female and 84 percent are American born citizens.<sup>4</sup> Further, research

conducted by Dr. Celia Williamson, a national authority on the topic from the University of Toledo, found that 91 percent of

girls trafficked experienced some form of abuse in the home, 77 percent trafficked as a young girl continue to participate in adult prostitution unless rescued, 77 percent had been involved with county children services, and 64 percent were previously living in a home where one or both parents were abusing drugs.

***In Ohio, 88% of human trafficking involves sex slavery and 84% of victims in Ohio are American born.***

<sup>1</sup> Polaris Project. [www.PolarisProject.org](http://www.PolarisProject.org). Retrieved April 26<sup>th</sup>, 2012.

<sup>2</sup> "Ohio Trafficking In Persons Study Commission." Ohio Attorney General's Office. 2010.

<sup>3</sup> Dalton, Erin. "Human Trafficking in Ohio: Market, Responses, and Considerations." The Rand Corporation.

<sup>4</sup> Case averages served by Salvation Army covering central Ohio.

Victims are recruited from a myriad of locations such as malls, court houses/juvenile centers, schools, social media, and local hangout spots. Children, who have been sexually abused, often by a family member, family friend, or other acquaintance, are at higher risk for running away from home than other kids. Past sexual abuse makes children especially vulnerable to traffickers, who may first make them feel safe in exchange for sex but go on to abuse and traffic them. Teens involved in illegal activities are blackmailed by traffickers in an escalating spiral from which they do not know how to escape.

According to a study lead by Shared Hope International, children under 18 years old are the largest group of trafficking victims in the United States<sup>5</sup> and 90 percent of runaway children become involved with the commercial sex industry.<sup>6</sup> Knowledge of human trafficking situations usually begins with reports of a runaway child, arrests on the street, drug overdoses in emergency rooms, unsafe/unsanitary work/living conditions, or escort advertisements. Law enforcement officers, service providers and first responders need appropriate training and response tactics to identify victims. Without the proper training many youth and adults will face continued sexual and physical abuse at the hands of “pimps” and “jailers”. Human trafficking victims have been groomed to fear police and other first responders, hampering their ability to seek assistance. These victims see few visible options; they sell sex at the hands of an exploitative and abusive adult as a means of survival.<sup>7</sup> In the Rand Corporation’s Study of Human Trafficking in Ohio, of the Ohio cases reviewed, only one involved the victim’s liberation through the assistance of law enforcement personnel<sup>8</sup>.

Criminals have begun shifting from trafficking narcotics and weapons to trafficking humans; drugs and guns must be restocked in order to make a profit, whereas a person is seen a renewable asset that can be resold time and time again, multiple times in one night. Often, teenage girls are rotated amongst highway welcome centers, annual events, truck stops, hotels, convention centers, places where there is a large transitory populace and the buyers have anonymity. Ohio’s law enforcement, first responders, and agency service providers are key in the prevention and identification of human trafficking victims as the majority of victims are runaways, coming from abusive and substance abusing families, where in all likelihood the first people to have contact with them will be someone from the enforcement, regulation, and social service community.

Human trafficking is not just in the shady underworld. Modern day slaves are victimized daily in beauty salons, market places, construction sites, farms, factories, and in our hospitality industry. Human beings are coerced from homes, schools, and streets within our state and transported into Ohio from out of state and out of country to be enslaved by traffickers, who are

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<sup>5</sup> Shared Hope International, Demand: A Cooperative Examination of Sex Tourism and Trafficking in Jamaica and the United States (2008).

<sup>6</sup> Shared Hope International, Demand: A Cooperative Examination of Sex Tourism and Trafficking in Jamaica and the United States (2008).

<sup>7</sup> “Commercial Sexual Exploitation of Children: What Do We Know and What Do We Do About It?” National Institute of Justice (2007).

<sup>8</sup> Dalton, Erin. “Human Trafficking in Ohio: Market, Responses, and Considerations.” The Rand Corporation.

blinded by greed. This crime can be prevented by opening up the eyes of the public, by not just creating awareness that there is a problem, but what to do if one suspects someone is a victim or a perpetrator. Part of the problem is informing 11.5 million citizens of our state what could be happening before their very eyes and then engaging them to seek justice for the victim and for the furtherance of a society devoid of this scourge. Abuses of farm workers sometimes recruited by brokers and held involuntarily or in conditions amounting to forced labor, indentured servitude or debt bondage, are difficult to unearth when access to farms and work camps is limited.<sup>9</sup> Harassment in the agricultural and labor workplace is fostered by a severe imbalance of power between employers and supervisors and their low-wage, immigrant and non-immigrant workers. Victims face systemic barriers—exacerbated by their status as farmworkers or often as unauthorized workers—to reporting these abuses and bringing perpetrators to justice.<sup>10</sup>

In working with newly identified and rescued victims of trafficking, one of the primary challenges faced by advocates is finding safe, trauma-sensitive, stable shelter or housing for the victim.<sup>11</sup> Advocates make use of homeless shelters, domestic violence shelters, hotels, foster care and private homes to house victims. However, many barriers exist in accessing these services. These settings may not have capacity to house the victim on short notice, or they may lack the training they need to provide trauma-sensitive care. Trafficking victims often present drug and alcohol addiction issues.<sup>12</sup> Traffickers will use drugs as a control technique with victims, and victims may also voluntarily use drugs to escape the trauma of their daily lives. Once rescued, many victims will require drug and alcohol treatment in order to stabilize and restore their lives. While drug and alcohol treatment programs exist in Ohio, nearly all have a waiting list and require weeks or months of waiting before a victim can enter. Without safe, therapeutic housing options, victims are at risk of running or returning to the trafficker during this time.



Due to the repeated trauma victims of trafficking endure, they often experience severe, lasting mental health issues such as post-traumatic stress disorder, anxiety, depression, and traumatic bonding with the perpetrator.<sup>13</sup> Specific symptoms may include sleeplessness, nightmares, panic attacks, difficulty concentrating, physical pain, dizziness, feelings of hopelessness, suicidal

<sup>9</sup> “Willamete University College of Law. “Modern Slavery In Our Midst.” June 2010.

<sup>10</sup> Human Rights Watch. “Cultivating Fear: The Vulnerability of Immigrant Farmworkers in the US to Sexual Violence and Sexual Harassment.” March 2012.

<sup>11</sup> Clawson, Health and Human Services Study of Rescue and Restore Programs

<sup>12</sup> Clawson, Dutch, Solomon & Goldblatt, 2009.

<sup>13</sup> Clawson, Dutch, Solomon & Goldblatt, 2009



thoughts, hyper-alertness, and dissociation.<sup>14</sup> Trauma therapy has been recognized as a key strategy in helping victims recover. <sup>15</sup>However, Ohio is lacking in the number of trafficking-trained trauma therapists available to serve these victims. Additionally, many trafficking victims are unable to access benefits to pay for counseling. As a result, many victims remain untreated.

Ohio is not immune to the evils of human trafficking. This report provides strategic recommendations to prevent and combat the ills of human trafficking, support the victims exploited by malicious and greedy criminals, and continue to shed light on this very public problem. The recommendations outlined in this document seek to prevent men, women and children from becoming potential victims and rescue those victims that have suffered unimaginable atrocities. Through our collaboration, Ohio can curb human trafficking in our state.

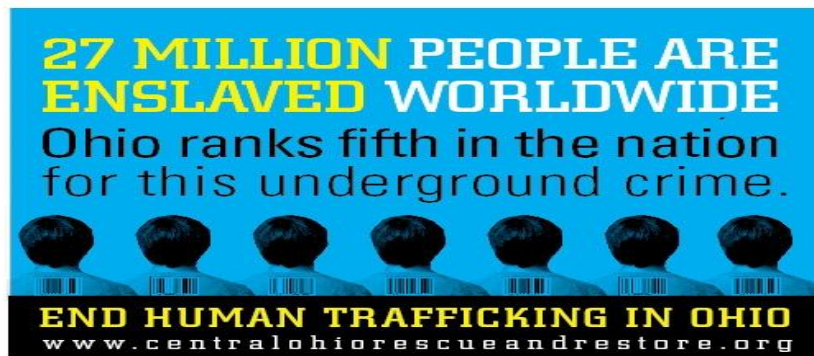


Figure 3: Image Source-Salvation Army

<sup>14</sup> Department of Health and Human Services, 2010

<sup>15</sup> Clawson, Dutch, Salomon & Goldblatt Grace, 2009, Smith, 2010).

## State of Ohio's Human Trafficking Initiatives

### The following state agencies have existing initiatives to combat human trafficking:

- The Department of Public Safety (DPS), Highway Patrol, has been working with the Ohio Trucking Association (OTA) and Truck Shield to train their members in the identification and notification of human trafficking. The members of OTA will be the “eyes and ears” for the patrol at truck stops/plazas. Truck Shield trains truck drivers to report suspected criminal activity including homeland security related tips, impaired drivers, and suspected cases of human trafficking. The effort and training began in May 2012 and continues today
- DPS, Highway Patrol, assigned a full-time trooper to the Innocence Lost Task Force in Toledo, Ohio and plans to assign another full-time trooper to the task force in Cleveland, Ohio.

### Since the formation of the Human Trafficking Task Force on March 29, 2012, state agencies have instituted new initiatives to address human trafficking:

- The Ohio Board of Cosmetology has trained their investigators and instituted license revocation.
- The Ohio Casino Control Commission requires each casino licensee or applicant to provide training to all members of the casino's security staff. Local law enforcement agents are beginning working groups with casino security to ensure coordination should there be suspicions of human trafficking at or surrounding a casino.
- The Governor's Public Service Announcement (PSA) was released on March 29, 2012, on television, radio, and the Internet and continues to raise awareness of human trafficking.
- State agencies are coordinating applications for eight federal grants targeting human trafficking totaling approximately \$6.5 million.
- On June 9, 2012, two teenagers abducted in Kentucky and brought to Ohio were rescued from a possible life of human trafficking by an Ohio Department of Transportation Travel Counselor and two DPS Highway Patrol troopers.

# Recommendations

The following recommendations are being proposed to address this epidemic plaguing Ohio's families and communities:

## **1** To adopt a response protocol model to be used for the treatment of human trafficking victims.

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### Background:

*Local protocols are fundamental to providing consistent and quality responses to victims, which is essential in supporting the pursuit of justice. Many of Ohio's counties use sexual assault response, domestic violence, or crisis response teams to respond to the needs of victims. These teams are comprised of health care professionals, law enforcement personnel, criminal justice experts, victim advocates, mental health care providers, children services workers, and community organizations. Each county/community cultivates and implements a response protocol based upon recommended models. The protocol should encompass first response, criminal justice services, and follow up care.*

### Performance Goal:

The Ohio Department of Health (ODH) convenes a state level workgroup which will adopt a model community response protocol. The model will use best practices for addressing human trafficking, and will integrate existing sexual and intimate partner violence and child assault protocols. The protocols will be designed to improve the treatment of survivors and their families in all systems.

### Objectives:

- ODH will convene a community protocol task force with representatives from existing human trafficking coalitions and the Ohio Attorney General's (AG) Office. The task force will identify content for addressing human trafficking in community protocols, determine changes needed to improve the treatment of survivors and their families, and develop a strategy to incorporate changes into existing models.
- The community protocol task force will review the minimum elements including response, advocacy services, gender specific treatment, collection of statistical data, continuing education to maintain model, development of a statewide website, and coordinated community response.
- State agencies that provide funding, technical assistance, or other oversight to potential partners will use those relationships when appropriate to distribute the model protocol and support participation of that partner in the local community response. This will be contained within Requests for Proposals.

Key Deliverables:

<b>JULY 2012</b>	Task force membership is solidified.
<b>AUGUST 2012</b>	Task force begins meeting to create and determine the model.
<b>FEBRUARY 2013</b>	Codify the quality assurance model that will assist local coalitions/teams in assessing their own protocol in responding to victims and pursuing justice.
<b>MARCH 2013</b>	Distribute the model human trafficking community protocol to appropriate providers and coalitions.
<b>MARCH 2013</b>	100 percent of state agencies will have the protocol language for use in Request for Proposals (RFP).
<b>APRIL 2013</b>	ODH, as the lead agency, will develop training curriculum which will be used as a component of technical assistance provided during statewide stakeholders' trainings, seminars, and/or conferences.

**2**

**To coordinate a public health initiative that will provide human trafficking victims with clinical interventions in a safe and supportive environment.**

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Background:

*The safety of the victim, the provider, and the community will be prioritized. This goal builds on the success of a current Ohio initiative "Project Connect" to do related work on sexual and intimate partner violence. Currently, ODH is one of ten states participating in Project Connect: A Coordinated Public Health Initiative to change how adolescent health, reproductive health, and home visiting programs respond to sexual and domestic violence. The program provides enhanced clinical interventions to respond to domestic and sexual violence, including training for providers and health systems. Additionally, the program builds local collaboration between common stakeholders. As a result of this collaboration, patients and clients are given personalized community referrals. ODH will work with appropriate partners to expand the existing best practice clinical model of screening and referral for patients in public health settings (currently used to identify patients experiencing sexual and intimate partner violence) to address human trafficking.*

Performance Goal:

To provide all patients in publicly funded health settings with access to a safe, supportive environment, appropriate assessment, resources or intervention when indicated, and universal prevention for reproductive health coercion, sexual, dating/domestic violence, and human trafficking.

Objectives:

- An ODH led committee will review existing resources including Ohio’s Project Connect Protocol, the work of the AG’s committee on victim services, and Toledo Public Health Department to identify a best practice for a clinical model to address human trafficking. The committee will be comprised of representatives from ODH, the Attorney General (AG), Departments of Mental Health (DMH), Alcohol and Drug Addiction Services (ODADAS), Ohio Domestic Violence Network, the Ohio Alliance to End Sexual Violence, Central Ohio Rescue and Restore, and various community service providers.
- A protocol will be developed based on the ODH committee’s work that provides all patients with access to a safe supportive environment, appropriate assessment, resources or intervention when indicated, and universal prevention for reproductive health coercion, sexual, dating/domestic violence and human trafficking.
- A web-based training on using the protocol will be developed. Training and technical assistance will be provided to public health service agencies if additional funding is identified for this purpose.

Key Deliverables:

<b>SEPTEMBER 2012</b>	Committee will convene.
<b>NOVEMBER 2012</b>	Committee will review models and make recommendations on best practices.
<b>FEBRUARY 2013</b>	Committee will create a strategic plan for compiling and rolling out the training protocol.

**3**

**To revise basic competencies for professionals working with human trafficking victims.**

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Background:

*Counselors and social workers have an extraordinary opportunity to impact the recovery of survivors and their families. Those trained in trauma informed care provide the survivor with information and resources to assist with recovery. Domestic violence, sexual violence and human trafficking are different types of traumatic victimizations and require different responses from providers.*

Performance Goal:

ODH competencies for helping professionals in sexual assault and domestic violence will be revised to include basic competencies needed for human trafficking for all behavioral health service providers.

Objective:

- ODH, DMH, and ODADAS will convene a committee with state agency and community stakeholders to review current mental health competencies.

- The committee will identify basic competencies necessary to address human trafficking in the following areas: ethical and legal considerations, assessment and identification, intervention, and prevention and awareness.
- The committee will revise the competency form and self-assessment form.
- ODH, DMH, and ODADAS will encourage local agency providers to identify training needs based upon the self-assessment form. ODH and DMH will prioritize training requirements and explore opportunities to address these needs. Example: professional meetings, state conferences, and web-based training.

Key Deliverables:

<b>SEPTEMBER 2012</b>	ODH, DMH, and ODADAS will identify committee representatives and convene meeting.
<b>DECEMBER 2012</b>	Identification of basic competencies is completed.
<b>FEBRUARY 2013</b>	Competency and self-assessment revisions are completed.
<b>MARCH 2013</b>	Information about competency self-assessment forms is disseminated and trainings begin.
<b>MARCH 2013</b>	ODH and DMH will continue to explore opportunities for training.

**4**

**To develop a standardized screening process for victims of human trafficking to be used by state agencies providing direct services.**

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Performance Goal:

*Refine departmental policies and practices, and develop a standardized screening process for state agencies providing direct services to follow when interacting with possible human trafficking victims including those entering the adult and juvenile prison system.*

Objectives:

- DMH will develop a standardized screening tool for assistance in the identification of human trafficking victims. The tool needs to be victim sensitive and focused.
- DMH will provide a training lesson plan to agency training officers or designated staff.
- Agency training officers or designated staff will train employees on the new screening tool to be used during customary intake assessments.
- State agency staff will begin using the human trafficking screening tool.
- State agencies which provide funding to local service providers will provide access and training to the tool for use in state funded programs.
- Potential victims will be referred to the appropriate treatment provider and law enforcement personnel by the reporting agency.
- Inmates identified as human trafficking victims, who will be incarcerated in a state operated facility, will receive specialized treatment programming.

Key Deliverables:

<b>SEPTEMBER 2012</b>	DMH will develop a standardized screening tool for assistance in the identification of human trafficking victims.
<b>OCTOBER 2012</b>	DMH completes a training narrative to agency training officers.
<b>DECEMBER 2012</b>	100 percent of agency training officers have developed a lesson plan/curriculum to train direct service state staff.
<b>JUNE 2013</b>	100 percent of the staff from the following agencies who interact with possible human trafficking victims will have completed the human trafficking screening tool training: Departments of Agriculture, Health, Mental Health, Public Safety, Rehabilitation and Correction, Cosmetology and Barber Boards, and Youth Services.
<b>JULY 2013</b>	100 percent of agency intake procedures include the human trafficking screening tool.

**5**

**To provide technical support to regions without a human trafficking coalition in the development of an Anti-human Trafficking Coalition.**

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Background:

*There are geographical areas, predominantly southeast and southern Ohio, which are lacking anti-trafficking coalitions participating in the Ohio Network of Anti-Human Trafficking (AHT) Coalitions. Anti-trafficking coalitions rescue victims of human trafficking assisting in the restoration of their well-being through a myriad of services including but not limited to, mental and substance abuse treatment, safe housing, medical care, and employment.*

Performance Goal:

DMH/ODADAS in partnership with the Ohio Network of AHT Coalitions will provide non-financial technical support to regions interested in or in the process of building active coalitions.

Objectives:

- Encourage and support replication of current human trafficking coalitions focusing on use of evidence-based practices.
- Link certified treatment providers to coalitions in a manner that supports consistent identification and care coordination for victims.
- Raise awareness of anti-trafficking coalitions amongst the local ADAMHS boards in a manner that supports consistent identification and care coordination for victims.
- Link the existing Family and Children First network to anti-trafficking coalitions.

Key Deliverables:

**DECEMBER 2012**

Format for dissemination of technical assistance and collaboration linkage plan will be complete. This process will be on-going.

**6**

**To modify federal block grant funding provided to local community organizations to include human trafficking services and treatment as a priority area.**

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Background:

*Human trafficking services are delivered across multiple state and local agencies. This inefficient structure impedes the coordination of victim services and service delivery. Federal block grant funding enables departments to place emphasis on priority areas and innovative practices in order to strengthen the overall provision of services in Ohio. These grants are used to provide funding to ADAMH/CMH (Alcohol Drug Abuse and Mental Health/Community Mental Health) Boards for mental health services which are not reimbursed by Medicaid and mental health services for low income persons without Medicaid. Block grant funds are federal dollars through the Substance Abuse Mental Health Services Administration.*

Performance Goal:

DMH and ODADAS will modify federal block grants to assist in the harmonization of victim services within the agencies.

Objectives:

- ODADAS will work with the five shelters for women that receive block grant funding to establish a protocol that triages priority for human trafficking victims.
- DMH will allocate block grant funds towards trauma initiatives applicable to human trafficking victims.

Key Deliverables:

**JULY 2012**

ODADAS/DMH will add human trafficking as a priority area in the states administration of the federal block grant funding for the next fiscal year.



# 7

## **To assess the trauma-focused treatment capacity of existing behavioral service programs and to provide technical assistance for capacity expansion.**

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### Background:

*To ensure agencies and geographical areas have the expertise and training to provide evidence-based, trauma-focused treatment to victims of human trafficking, it is necessary to assess the current capacity and needs of these entities.*

### Performance Goal:

DMH will assess the capacity and needs of existing behavioral health service programs and local systems to provide effective, evidence-based, trauma-focused treatment and services. For programs and local systems that request it and a need exists, DMH will make available technical assistance geared at enhancing current capacity. The recommendation will not require additional state revenue funding.

### Objectives:

- Ohio Department of Mental Health (ODMH) and Ohio Department of Alcohol and Drug Addiction Services (ODADAS) will survey all licensed/certified providers within local ADAMHS board area to assess current capacity and needs related to the ability to provide effective, evidence-based, trauma-focused care.
- ODMH and ODADAS will analyze the survey data and create a report with findings.
- ODMH and ODADAS, upon request, will provide technical assistance focused on increasing capacity and meeting the needs of the victims of human trafficking.

### Key Deliverables:

<b>SEPTEMBER 2012</b>	ODMH/ODADAS will organize a survey instrument for all licensed/certified providers to identify current capacity for evidence-based, trauma-focused care, assuring a focus on identifying victims and providing effective, trauma-focused treatment.
<b>JANUARY 2013</b>	ODMH/ODADAS will produce a report summarizing the capacity of providers to provide the necessary services to human trafficking victims.
<b>FEBRUARY 2013</b>	ODMH/ODADAS will make available technical assistance (TA) to entities requesting it in order to increase capacity and enhance service delivery to human trafficking victims.

# 8

## To provide youth prevention services to the at-risk youth population.

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### Background:

*Ohio Department of Job and Family Services (ODJFS) provides oversight, guidance, and funding to organizations working with at-risk youth.*

### Performance Goal:

ODJFS will develop a multi-agency unified plan to provide prevention services to youth at risk of becoming potential human trafficking victims. The unified plan will include a specialized protocol for each state agency, which may be contacted by or who serve minor victims of human trafficking.

### Objectives:

- ODJFS will identify populations of minors at the greatest risk for becoming victims of human trafficking (i.e., runaways, foster care children, etc.) and develop a unified long range prevention services plan to help protect these vulnerable minors from human trafficking predators.
- Develop a state government workgroup led by ODJFS to focus on coordinating prevention efforts. The workgroup will include DMH, ODADAS, ODH, Ohio Department of Education (ODE), DPS, and Department of Youth Services (DYS), and other stakeholders to identify minor populations typically targeted.
- Develop a multi-agency, unified plan to provide a range of prevention services for at-risk populations.

### Key Deliverables:

<b>SEPTEMBER 2012</b>	Work group organized with agencies and stakeholders to identify youth populations at risk and develop a unified prevention services plan (including specialized protocols).
<b>NOVEMBER 2012</b>	Work group identifies youth populations most at risk.
<b>FEBRUARY 2013</b>	Develop a unified, multi-agency plan (including specialized protocols) for providing prevention services to youth populations most vulnerable to human trafficking.
<b>JULY 2013</b>	Begin implementation of unified prevention services plan.

## 9

### **To coordinate efforts to identify a statewide provider network that will serve as the first response system for minor human trafficking victims.**

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#### Performance Goal:

*ODJFS will coordinate efforts to identify a statewide Ohio service provider network which would be an appropriate first response and intensive case management partner for serving minor victims of human trafficking.*

#### Objectives:

- The partner identified by ODJFS will have locations where minor victims of human trafficking can receive initial medical screenings, interviews, and intensive case management for trauma-focused mental health, substance abuse, medical, and other wraparound services needed by each minor victim of human trafficking. The partner may also make service and placement recommendations to the Public Children Services Agency of Ohio (PCSAO) based on an assessment of the most effective placement for each minor victim and coordinate linkage to local human trafficking coalitions.

#### Key Deliverables:

**SEPTEMBER 2012**

Identify appropriate statewide provider network partner.

**MARCH 2013**

Develop details of partnership and services to be provided.

**JULY 2013**

Begin providing services to minor victims of human trafficking.

## 10

### **To administer training for foster care parents.**

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#### Background:

*There is a lack of specialized trauma-focused residential facilities available to accept minor victims of human trafficking. There are some organizations attempting to open specialized facilities, but these organizations have funding challenges and have yet to apply for licensing as a residential foster care facility. Victims of human trafficking present special challenges for foster care placement, and they are often at risk to run away and/or recruit other children into human trafficking.*

#### Performance Goal:

ODJFS Office of Families and Children will encourage foster care parents to consider serving victims of human trafficking and make in-depth human trafficking training available for foster care parents.

Objective:

- ODJFS will develop and offer specialized training on the risks of human trafficking and how to effectively care for victims of human trafficking as a foster parent.
- The in-depth training will provide the knowledge necessary to not only take precautions for this risk with the children in their care, but the training will give foster care parents the tools to effectively care for victims of human trafficking.

Key Deliverables:

**DECEMBER 2012**

ODJFS will begin offering specialized training on human trafficking to foster care parents with a desire to serve victims of human trafficking.

**11**

**To provide training to county departments on Medicaid Eligibility.**

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Performance Goal:

*ODJFS will focus county caseworker training to address human trafficking and eligibility standards.*

Objective:

- Statewide training will promote consistency and familiarity with eligibility standards for involved in human trafficking.

Performance Outcome:

**OCTOBER 2012**

Begin statewide training.

**12**

**To supply training materials on human trafficking to Managed Care Plan providers.**

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Performance Goal:

*ODJFS will supply informational and training materials for Medicaid managed care plans to use and distribute to their front line care coordinators and case managers and practitioners.*

Objective:

- Training will promote the ability of managed care plan front line workers to identify and treat individuals who may be victims of human trafficking.

Performance Outcome:

**OCTOBER 2012**

Begin statewide training.

**13**

**To clarify and adjust the eligibility policy regarding foreign-born lawful residents.**

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Performance Goal:

*ODJFS will clarify and adjust its eligibility policy regarding lawful residents and pregnant women and children to align it with federal Medicaid and Children's Health Insurance Program (CHIP) coverage policy.*

Objective:

- This will facilitate access to care for foreign-born victims of trafficking who are lawfully residing in the U.S.

Performance Outcome:

**OCTOBER 2012**

Begin the development of a state plan amendment.

**14**

**To mandate in-service training for current justice and regulatory state employees and offer elective training to state and other public employees.**

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Performance Goal:

*Current state employees who are law enforcement officers, juvenile justice and adult corrections officers, first responders, inspectors or investigators will receive four hours of mandatory human trafficking training. This training will be incorporated into the current in-service training required for all state employees including new employees within the identified classifications. The first three hours of training will include but not limited to: overview of human trafficking, legal elements of human trafficking, investigative protocols, interview techniques, identification, protocol upon identification, pimp control, dispelling stereotypes of pimps/victims/johns, and the street language. Staff of the Ohio State Highway Patrol (OSHP) will provide training. The fourth hour of training will be agency specific and administered through each state agency's respective training departments.*

Objectives:

- Identify state personnel who fall into the criteria of law enforcement, juvenile justice and adult corrections officers', first responder, inspector, and investigator.

- OSHP will expand the two hour human trafficking training into a three hour segment to include topics listed above.
- OSHP will adjust regional training schedules to account for additional staff. Training schedule will be provided to state cabinet agencies.
- Identified state employees will be given eight months to comply with the four hour training mandate.
- To better serve the needs of victims and to prosecute offenders training will be expanded to all state personnel. All state employees not receiving the four hour training will be given the opportunity to receive a yearly one-half hour of elective human trafficking training via an electronic learning video. ODH, in conjunction with OSHP, will develop an electronic learning training video. Both the ODH Media Center and Department of Agriculture (DA) have ability and experience in filming training programs, which can be placed on Ohio Train for the necessary personnel to access at any time.
- Create organizational responses for employees who work with or have direct contact with human trafficking victims and may suffer vicarious trauma as a result. Critical Incident Response Teams (CIRT) or a state agency's functional equivalent will be trained on human trafficking vicarious trauma and be activated if appropriate.

Key Deliverables:

<b>JULY 2012</b>	100 percent of the state job classifications/positions will be identified.
<b>AUGUST 2012</b>	OSHP will complete updated training format.
<b>AUGUST 2012</b>	OSHP will adjust training schedule. 100% of cabinet agencies will have the training schedule.
<b>SEPTEMBER 2012</b>	E-learning video module for elective training and stakeholders.
<b>DECEMBER 2012</b>	50 percent of the identified state employees will have completed training.
<b>MARCH 2013</b>	100 percent of the identified state employees will have completed training.

**15**

**To seek a statutory amendment to revoke the individual license of persons convicted of human trafficking or revoke the license of businesses that was being used in the commission of the crime of human trafficking.**

Performance Goals:

*Seek an amendment to the Ohio Revised Code and Ohio Administrative Code to require boards and commissions to revoke the licenses of individuals who are convicted of human trafficking*

*offenses and/or to revoke the licensure of businesses that were used in the commission of a crime involving human trafficking. Seek an additional amendment that any establishment that has been convicted of facilitating human trafficking will be shuttered upon conviction. Any suspicious facilities observed will be investigated and reported immediately to the appropriate law enforcement agency and social service provider.*

Objectives:

- Ohio boards and commissions provide the privilege of licensure. Any person convicted of human trafficking in any manner, aiding and abetting or otherwise, will have their license revoked by that state board or commission as a tool to discourage this practice.
- Any licensed facility where human trafficking is found to have occurred will have the license revoked.
- Licensees in the state licensing system that have more than three licensed professionals using the same address will be investigated for evidence of human trafficking. If such evidence arises, the location will be inspected accordingly.

Key Deliverables:

**AUGUST 2012**

Boards and Commissions will petition the state boards and commissions to take appropriate action steps to comply with the recommendations. Any such changes to state law or administrative code will be recommended to the Office of Governor John R. Kasich, and communicated to the Ohio General Assembly for consideration.

**AUGUST 2012**

State Department of Administrative Services and the E-Licensure System will be updated to run reports to be sent to the appropriate inspection authority or local law enforcement agencies, and updated on a monthly basis thereafter.

**16**

**To create an Intelligence-Based Training and Guidance Program with ‘real time’ support.**

Performance Goal:

*In a collaborative effort that will further establish the DPS as a key resource in the battle against human trafficking, the Office of Criminal Justice Services, Ohio Homeland Security, Ohio Investigative Unit, and OSHP are proposing the development of self-learning training modules that also link intelligence support for law enforcement officers on contacts involving possible human trafficking. In addition to training modules (CD, web-links, and resource material available to every law enforcement officer) law enforcement intelligence training assistance would be delivered 24/7/365 much like a 9-1-1 dispatcher is trained to provide step-by-step CPR*

*instructions. Building upon the resources and services available through the national Polaris Project, a unique feature of this training and on-scene resource proposal is the real-time support and “walk-thru” assistance from trained law enforcement officers.*

Objectives:

- Connect troopers, police officers, and deputy sheriffs with criminal intelligence analysts through the use of the Hub.
- The Hub, through the Polaris Project, would provide a 24/7 resource for connecting potential victims with agencies and organizations which could suggest or provide immediate refuge and advice.
- Provide real-time training reinforcement and resources to refresh self-learning modules. Training time would not detract from road time.
- The DPS internal cost of development would be minimized as much of the material and guidance is available through the national Polaris Project.

Key Deliverables:

<b>JULY 2012</b>	DPS will form an internal working group to examine the recommendation and develop the program.
<b>SEPTEMBER 2012</b>	The internal group will present the program to DPS.
<b>OCTOBER 2012</b>	Program Development to begin.
<b>DECEMBER 2012</b>	Begin initial stages of implementation.

**17**

**To expand the training of Ohio Investigative Unit (OIU) Undercover Enforcement Agents to recognize potential victims of human trafficking during liquor law enforcement.**

Background:

*The Ohio Investigative Unit (OIU) is a division of the Ohio Department of Public Safety. OIU agents work undercover becoming involved in enforcement-related areas such as gambling, prostitution and narcotics while enforcing the Liquor Control Commission's regulations. OIU agents are charged with enforcing Ohio's liquor laws, portions of the Ohio Revised Code and the regulations of the Liquor Control Commission. Special emphasis is placed on the sale to and consumption of alcoholic beverages by persons under 21 years of age. OIU agents in an undercover capacity, monitor activity inside liquor permit businesses, particularly nightclubs, bars/taverns, and adult entertainment establishments. Enforcement agents work undercover and must be adept at playing any role that will allow them to blend in with the clientele of the premises under investigation. Agents act as a liaison between the Department of Public Safety and other law enforcement agencies across the state, cooperating and assisting in law enforcement activities.*



Performance Goal:

Agents will develop internal protocols for conducting business compliance checks to ensure that potential victims are being identified and when appropriate interviewed.

Objectives:

- An agent trained in specific human trafficking techniques will be able to observe particular characteristics of a victim and during an enforcement operation will have the opportunity to interview potential victims.

Key Deliverables:

**AUGUST 2012**  
**MARCH 2013**

OIU Officer training commences.  
OIU Officer training is completed for current staff, training will be on-going for newly hired officers.

**18**

**To create a State Human Trafficking Coordinator position with federal grant dollars.**

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Performance Goal:

*Create a single position which is responsible for ensuring agencies are taking full advantage of available federal funding and meeting the state's overall human trafficking strategic goals. This position will coordinate the implementation of the recommendations with the task force members and act as the state's centralized contact for human trafficking. The position could either be a contract employee or an unclassified exempt employee who would be housed at the DPS and funded by federal Justice Assistance Grant dollars.*

Objectives:

- Ensure that agencies are using current funding in a way that reflects the high priority placed upon combating human trafficking.
- Assist with developing and updating the state's human trafficking strategic plan.
- Ensure that agencies are meeting the strategic goals identified in the strategic plan.
- Guarantee state agencies are taking full advantage of available federal funding to combat human trafficking.
- Update the Governor's Office on agencies' efforts to obtain federal funding.
- Assist in the development of Human Trafficking Abolition Coalitions in geographical areas that do not have one.
- Support local Human Trafficking Abolition Coalitions by identifying social service gaps and finding possible solutions.

Key Deliverables:

SEPTEMBER 2012

Staff person will be hired by the OCJS.

19

**To provide state technical assistance to local providers.**

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Performance Goal:

*ODJFS Office of Families and Children will provide policy and technical assistance to county public children service agencies (PCSAs) regarding human trafficking on an as needed basis. Office of Families and Children will ensure that there is adequate policy and technical assistance staff receiving regular human trafficking training so that technical assistance on available resources and services can be provided to the PCSAs based on the most current information and best practices available.*

Objective:

- ODJFS will have subject matter experts available to advise PCSAs on human trafficking resources and best practices.

Key Deliverable:

SEPTEMBER 2012

ODJFS ensures that subject matter experts are adequately trained to advise PCSAs.

20

**To create and produce a statewide public awareness campaign on human trafficking.**

---

Background:

*The public has many inaccurate perceptions about the victims of human trafficking and prostitution. The inaccurate stereotypes support sexually violent behavior and the purchasing of humans illegally for services, hurt the prosecution and treatment of sex traffickers/purchasers, and interrupts prevention efforts.*

Performance Goal:

*Develop a public awareness campaign which uses available state resources to promote awareness of human trafficking in accordance with the Governor's Executive Order. Give those who interact with state government the knowledge to report problems and the tools to find potential solutions.*

Objectives:

- Each public agency will use the “Human Trafficking Commission” logo on their public websites with a link to Governor Kasich’s human trafficking public service message and other subsequent information.
- “Human Trafficking Awareness” posters should be placed in all public state buildings in prominent places including entrance areas and restrooms.
- All state agencies with Closed Circuit television equipment will play the governor’s human trafficking awareness public service message during hours of operation for guests and constituents to watch.
- ODH will reach out to internal and external stakeholders to develop social marketing techniques through a series of campaigns to educate the general public on the following but not all inclusive topics of: demand reduction, intervention, bystander intervention, victim assistance, sex slavery, child sexual abuse, labor trafficking, and the effects on local communities. ODH will work with the AG’s Human Trafficking Commission in this development and identification of funding streams including private and public resources.
- State agencies will be asked to develop a “Human Trafficking Action Plan” for their staff and their constituency groups for recommendations as to how to disseminate more information to the public and their own associates.
- State vendors will be asked, as part of the state purchasing plan through DAS, to view the online training and voluntarily disseminate State of Ohio official information through whatever means they deem appropriate on a voluntary basis.
- Private and public business enterprises will be provided with human trafficking training modules if requested.
- Agencies receiving state public funding will be asked to voluntarily participate in human trafficking training provided by ODJFS.
- ODJFS will develop and implement a developmentally appropriate communications plan to inform foster care children about human trafficking awareness and risks.
- ODJFS will develop and implement a communications plan to provide human trafficking awareness to other human services ODJFS clients.
- To increase awareness, ODJFS and the Department of Agriculture (DA) will ensure employers who use the migrant farm worker recruitment program are aware of the risks of human trafficking. ODJFS and DA will also reach out to migrant farm workers, their crew leaders, and the community organizations who serve them. Outreach to workers will require that materials be developed in Spanish to ensure that information on the risks of human trafficking as well as the services available for both documented and undocumented workers reaches all segments of this community. Awareness will also be increased through public service announcements in Spanish on selected Hispanic radio programs.

Key Deliverables:

**JULY 2012**  
**JULY 2012**

ODH will convene a team to work on campaign.  
Begin process with all state agencies, with Governor’s Office, AG’s Office, and DAS setting standards for website

**AUGUST 2012**  
**SEPTEMBER 2012**

and printed information, and public service media campaign.

DAS will adopt standards for vendors of the state.

The Governor's Office and DAS will develop materials and standards, and roll out the materials to agencies with the expectation of immediate compliance.

**JANUARY 2013**

Launch campaign statewide.

**21**

**To incorporate human trafficking training into Continuing Education (CE) learning for licensed professionals.**

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Performance Goal:

*Adopt Continuing Education (CE) and educational programs for all state licensed professionals in the state of Ohio.*

Objectives:

- All state boards and commissions that offer licensure will be petitioned to incorporate human trafficking curriculum into their educational mandatory learning for all licensees based on criteria set by those boards and commissions in consultation with the Governor's Office and Human Trafficking Task Force. All boards have certain hour requirements for their curricula, and this recommendation does not require an increase in overall hour requirements, but a readjusting of existing hours.
- All state boards and commissions that offer CE will incorporate at least one hour of human trafficking credit into the CE Programs.
- ODE will be petitioned to review policies on human trafficking and establish human trafficking professional development for public school teachers. Also, the department will be asked to develop curricula around the issue and either work with the state's school systems to implement or request the Ohio General Assembly to allow these programs.

Key Deliverables:

**SEPTEMBER 2012**

Boards and commissions will meet to establish these standards.

**OCTOBER 2012**

ODE will begin to develop a plan to implement human trafficking curricula into the existing Safety and Violence Prevention Training.

**DECEMBER 2012**

Boards and commissions will implement the new curricula standards, alert all appropriate parties, and modify their state testing accordingly to accommodate the new standards

**22**

**To provide a one-day training session for school nurses through ODH’s School Nursing Program.**

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Background:

*Human trafficking victims rarely seek preventative or routine care in a doctor’s office. The majority of victims are treated in emergency room and urgent care settings. ODH School Nurse Bulletin Board reaches approximately 1000 nurses and school personnel throughout Ohio.*

Performance Goal:

The ODH School Nursing Program will promote and coordinate a one day summer training event for school nurses.

Objectives:

- ODH will locate appropriate trainers in collaboration with local non-profit organizations who offer this training for free.
- ODH will coordinate a one day summer training program for school nurses every year on the identification and warning signs of human trafficking.

Key Deliverables:

**APRIL 2013**

ODH will announce the training opportunity.

**JULY 2013**

One day training will be held.

**23**

**To create a statewide hotline number for victims of human trafficking, law enforcement, and the public.**

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Performance Goal:

*Create a statewide centralized hotline number to be used by victims, law enforcement, service providers, advocates, and Ohio citizens. The centralized number will direct the caller to the OSP Critical Information & Communication Center, also known as the “hub.” This center contains communications staff, command officers, and intelligence analysts who are on-duty 24 hours a day. The staff currently assigned to the center is trained and capable of assessing the report and directing the information to the appropriate agency.*

Objective:

- DPS recommends the possibility of using the current #677 hotline number.

- Staff employed at the EOC will receive training on crisis intervention, human trafficking, and resource referrals including law enforcement notification.
- DPS will develop policies regarding the handling and follow-up practices of human trafficking call responses. DPS will also coordinate with the Polaris Project hotline.
- Established hotline information including the Polaris Project hotline number will be published on highway signs, brochures, posters, and flyers developed by DPS.
- DPS will monitor and track the number and types of human trafficking calls, including location, referral source, and follow up.

Performance Outcome:

<b>JULY 2012</b>	DPS will finalize the statewide human trafficking hotline number.
<b>AUGUST 2012</b>	100 percent of Staff at EOC assigned to the 24 coverage will be trained on crisis intervention, human trafficking, and resource referrals.
<b>SEPTEMBER 2012</b>	DPS will have the poster, signs, brochures, pocket cards and flyer design completed.
<b>SEPTEMBER 2012</b>	Designated number will be activated and publicized.

**24**

**To provide a range of resources and technical assistance to local law enforcement in combating human trafficking.**

Performance Goal:

*Engage local law enforcement with the development and implementation of a three-hour regional training session on human trafficking sponsored and offered by the OSHP. The training will include but not limited to: overview of human trafficking, legal elements of human trafficking, investigative protocols, interview techniques, identification, protocol upon identification, pimp control, dispelling stereotypes of pimps/victims/johns, and the street language. OSHP will consult with local law enforcement to identify additional training resources in order to continue in the fight to end human trafficking.*



Objectives:

- OSHP will post on their website the schedule for the human trafficking training for local law enforcement to view and register to attend.
- OSHP will adjust regional training schedule to account for additional staff.

Key Deliverables:

**AUGUST 2012**

OSHP will complete updated training format.

**AUGUST 2012**

OSHP will adjust training schedule.

**25**

**To expand the Ohio Investigative Unit (OIU) Technical Assistance Training for the Sober Truth and Alcohol Server Knowledge Programs to include information on the signs, situations, and symptoms of human trafficking.**

---

Background:

*The OIU presents a program called "The Sober Truth." This educational program is targeted toward junior high and high school-aged students, stressing the dangers and consequences of underage drinking, covering areas that range from the laws and penalties for breaking the law, to real-life stories from the agents who present the program. The Alcohol Server Knowledge (ASK) program is designed for liquor permit holders and their employees. Agents from the Ohio Investigative Unit provide instruction on laws pertaining to the sale and/or consumption of alcohol and tobacco.*

Performance Goal:

Modify the OIU's Sober Truth and ASK educational programs to increase the level of awareness on human trafficking related issues.

Objectives:

- The Sober Truth program will be amended with a module explaining to youth the dangers of underage drinking could lead to other compromising situations. In this particular issuance, a person's drink could be spiked or whenever over-consumption leading to unconsciousness could provide easy prey to abduction and persuasion.
- The ASK program will be amended with information provided to liquor permit owners detailing the Investigative Unit's increased level of awareness regarding human trafficking.

Key Deliverables:

**JUNE 2012**

Sober Truth and ASK Programs are modified.

**AUGUST 2012**

Modification are adopted and implemented into the training program.

## 26

To include victims of human trafficking as a target population when soliciting proposals from local governments/providers for state federally funded grants that focus on at-risk populations.

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### Performance Goal:

*State agencies will support activities addressing human trafficking through state administered federal grant programs. State agencies that have been awarded federal grants may be able to identify target populations to be served, such as the at-risk population, mental health population, and homeless population.*

### Objectives:

- State agencies providing grant funds to local government and community-based organizations to address the needs of those involved in child welfare, juvenile justice and adult justice, will promote the expansion of services to identify and serve those involved in human trafficking.
- Priority consideration will be given to community-based, evidence-informed programs, training and services that address human trafficking.

### Key Deliverables:

#### **JULY 2012**

Beginning with the 2013 grant funding cycle, if applicable, state agencies will begin including this in their contracts and requests for proposals (RFP).



Figure 4: Image Source-Ursuline Center



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- ◆ Judge Paul Herbert, Franklin County Municipal Court – CATCH Court Program
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