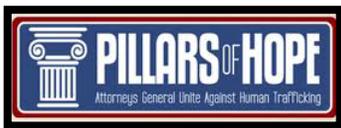


# The Fight to End Human Trafficking: Toolkit for Local Initiatives

Office of the Indiana Attorney General

2012



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# Purpose of this Toolkit

Offices of Attorneys General are in a unique position to forward anti-human trafficking efforts. Not only are OAGs able to pull together effective coalitions of nonprofits as well as state and federal agencies, but they are also trusted by local and state law enforcement and the state legislature. Joining and ideally leading the local Department of Justice anti-human trafficking task force in your state can be particularly effective because the OAG can lead in the areas of training, outreach, advocating for legislative change, and working with the media to educate the community. OAGs can join the fight against human trafficking through developing local campaigns to raise awareness on this issue and to educate people on how they can respond. The goals of such campaigns may also include: addressing the root causes of human trafficking and protecting victims, preventing the crime from occurring, and facilitating successful prosecution of the traffickers. The following tool kit provides a guideline for creating such a campaign.

## Human Trafficking: An Introduction to the Issue

Human trafficking is the fastest growing and second largest criminal industry in the world,<sup>1</sup> and nearly 300,000 U.S. children are victims of commercial sexual trafficking each year.<sup>2</sup> Shockingly, the average age that minors in the U.S. are pulled into commercial sex is 12-14.<sup>3</sup> Statistics and experience from agencies involved in anti-trafficking demonstrate that the problem of trafficking—both labor and sex—has been found in local communities in the United States. Therefore, it is important for our community members to learn how to recognize a victim and how to report potential trafficking situations.

What exactly is human trafficking? Sex trafficking is defined under federal law as a commercial sex act induced by force, fraud, or coercion, or in which the person induced is under 18 years of age.<sup>4</sup> Labor trafficking is the “recruitment, harboring, transportation, provision, or

<sup>1</sup> Administration for Children & Families, U.S. DEPT. OF HEALTH & HUMAN SERVICES, <http://www.acf.hhs.gov/trafficking/about/index.html> (last visited Jan. 13, 2012).

<sup>2</sup> *Testimony of Ernie Allen* (July, 2010), NATIONAL CENTER FOR MISSING & EXPLOITED CHILDREN, *available at* [www.missingkids.com/missingkids/servlet/NewsEventServlet?LanguageCountry=en\\_US&PageId=4312](http://www.missingkids.com/missingkids/servlet/NewsEventServlet?LanguageCountry=en_US&PageId=4312).

<sup>3</sup> Some research indicates that the average age of entry for U.S. girls is 12 to 14, while the average age for U.S. boys and transgender youth is 11 to 13. *See* Amanda Walker-Rodriguez and Rodney Hill, *Human Sex Trafficking*, FBI Law Enforcement Bulletin, (March, 2011), *available at* [http://www.fbi.gov/stats-services/publications/law-enforcement-bulletin/march\\_2011/human\\_sex\\_trafficking](http://www.fbi.gov/stats-services/publications/law-enforcement-bulletin/march_2011/human_sex_trafficking). *See also* Polaris Project, *Child Sex Trafficking At-A-Glance*, (2011), *available at* [http://loveandlighttofreedom.org/uploads/Child\\_Sex\\_Trafficking\\_\\_Polaris\\_Project\\_\\_Jan\\_2012\\_.pdf](http://loveandlighttofreedom.org/uploads/Child_Sex_Trafficking__Polaris_Project__Jan_2012_.pdf). *See also* Ernie Allen, President and CEO of the National Center for Missing and Exploited Children, speaking to the House Victims’ Rights Caucus Human Trafficking Caucus, Cong. Rec., 111th Cong., 2nd sess., 2010.

<sup>4</sup> Victims of Trafficking and Violence Protection Act of 2000, Pub. L. No. 106-386 (2000), *available at* <http://www.state.gov/documents/organization/10492.pdf>.

obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of...involuntary servitude, peonage, debt bondage, or slavery."<sup>5</sup>

The United States is one of the highest countries of destination for sex trafficking victims.<sup>6</sup> Our culture plays a strong part in society's acceptance of commercialized sex. Through popular movies, music, and advertisements, we glorify pimps, strippers, and prostitutes, leading us to the idea that commercial sex is normal and not dangerous. Unfortunately, this masks the truth that individuals caught up in commercial sex are often victims of a harmful and tragic crime.

Victims of human trafficking often come from vulnerable backgrounds, such as poverty, unemployment, childhood abuse, homelessness, and other situations leading to desperation. Often, they are coerced into their current situations, because traffickers lie to them about the work they will be doing. In cases of sex trafficking, victims may have been wooed into romantic relationships that later turned into the so-called "boyfriends" pimping them out for their own profit. Pimps (traffickers) usually have a strong physical and psychological hold on the girls they "manage." They force girls to meet monetary quotas to avoid being beaten, and they may take all the money that victims make.<sup>7</sup> Some pimps even brand girls with tattoos and other markings in order to demonstrate ownership of them.<sup>8</sup>

Contrary to commonly believed myths, prostitution is not a victimless crime committed between two consenting adults. We have already seen the truth that the average age of girls brought into commercial sex is 12-14. Whether involving adults or minors, the risks of the commercial sex industry are so high that the average age of death among prostitutes is 34, and "...the *American Journal of Epidemiology* reported that prostitutes suffer a 'workplace homicide rate' 51 times higher than that of the next most dangerous occupation, working in a liquor store."<sup>9</sup> While in the commercial sex industry, women face considerable violence at the hands of both traffickers and those who purchase their "services." In one study, 82% of women in prostitution had been physically assaulted, 83% had been threatened with a weapon, 68% had been raped, and 84% reported current or past homelessness.<sup>10</sup>

This begs the question: if for life human trafficking victims is so harmful, why don't they leave it? Often, traffickers threaten victims and their families if they try to escape. Also, they commonly lie to victims about their legal rights, and in cases of foreign-born victims, traffickers may threaten that they will be deported if they try to leave. In addition, despite the atrocities that victims face, their traffickers may have a strong psychological hold over them, resulting from the trauma they have experienced.

Clearly, human trafficking devastates victims, but it also impacts our communities in extremely negative ways. In locations where the sex industry is prevalent, some of its effects

<sup>5</sup> *Id.*

<sup>6</sup> *UN Highlights Human Trafficking, Origin & Destination Countries*, BBC NEWS, available at [http://news.bbc.co.uk/2/hi/in\\_depth/6497799.stm](http://news.bbc.co.uk/2/hi/in_depth/6497799.stm).

<sup>7</sup> *Human Trafficking FAQs, How is Pimping a Form of Sex Trafficking?*, POLARIS PROJECT, <http://www.polarisproject.org/human-trafficking/human-trafficking-faqs#How is pimping a form of sex trafficking?> (last visited Jan. 14, 2012).

<sup>8</sup> *Human Trafficking FAQs, How is Pimping a Form of Sex Trafficking?*, POLARIS PROJECT, <http://www.polarisproject.org/human-trafficking/human-trafficking-faqs#How is pimping a form of sex trafficking?> (last visited Jan. 14, 2012).

<sup>9</sup> Leslie Bennetts, *The John Next Door*, July 18, 2011, THE DAILY BEAST/NEWSWEEK, available at <http://www.thedailybeast.com/newsweek/2011/07/17/the-growing-demand-for-prostitution.html>.

<sup>10</sup> Melissa Farley & Howard Barkan, *Prostitution, Violence Against Women, and Posttraumatic Stress Disorder*, 27 WOMEN & HEALTH 37-49 (1998), available at <http://www.prostitutionresearch.com/ProsViolPosttrauStress.html>.

include having streets littered with condoms and condom wrappers, risks of violence against women living in the area, parents fearing to send their children outside, and medical costs for prostitutes who are uninsured.<sup>11</sup> In joining the fight to eradicate human trafficking, OAGs have a unique opportunity to make a lasting impact in their state.

<sup>11</sup> Donna Hughes, BEST PRACTICES TO ADDRESS THE DEMAND SIDE OF SEX TRAFFICKING(2004), *available at* [http://www.uri.edu/artsci/wms/hughes/demand\\_sex\\_trafficking.pdf](http://www.uri.edu/artsci/wms/hughes/demand_sex_trafficking.pdf).

# Developing a Human Trafficking Initiative

Information in this toolkit was derived from the following sources:

- 1) OFFICE OF THE INDIANA ATTORNEY GENERAL, <http://www.in.gov/attorneygeneral/>.
- 2) INDIANA PROTECTION FOR ABUSED AND TRAFFICKED HUMANS TASK FORCE (IPATH), <http://www.indianaagainstrafficking.org/>.
- 3) UNITED NATIONS, OFFICE ON DRUGS AND CRIME, TOOLKIT TO COMBAT TRAFFICKING IN PERSONS (2008), 436-453, *available at* [http://www.unodc.org/documents/human-trafficking/HT\\_Toolkit08\\_English.pdf](http://www.unodc.org/documents/human-trafficking/HT_Toolkit08_English.pdf).
- 4) Kay Jones, PREVENTION OF HUMAN TRAFFICKING, INCASA, (on file with author).

## Preparing for the Human Trafficking Initiative/s

### 1. Establish a Coalition.

- Partner with stakeholders and organizations that are involved in anti-trafficking efforts. Rely on collaboration of partners, such as service providers, law enforcement, educators, and policy makers, throughout the lifespan of your outreach initiative.<sup>12</sup> One of the most effective ways to do this is to join or lead your state Department of Justice anti-human trafficking task force.
- Seek help from other organizations/groups who may have had similar experiences and problems with this issue. This may include groups dealing with issues of sexual assault/abuse, domestic violence, substance abuse, organized crime, etc.
- Establish contact with organizations willing to help your campaign, experienced professionals who can offer guidance, and potential donors for the campaign.<sup>13</sup>
- Network with non-government organizations working in related fields, groups that serve immigrant populations, faith-based and community groups, government agencies, individuals, and the media.

<sup>12</sup> Abigail Lawlis Kuzma, *Game Plan to Fight Human Trafficking: Lessons from Super Bowl XLVI*, forthcoming in the DEPAUL J. OF WOMEN, GENDER & THE L., *available at* [http://www.in.gov/attorneygeneral/files/4-6-12Game\\_Plan\\_Article\\_AK\\_\(2\).pdf](http://www.in.gov/attorneygeneral/files/4-6-12Game_Plan_Article_AK_(2).pdf) (last visited June 8, 2012).

<sup>13</sup> Local experts may include Department of Justice human trafficking task forces, such as the Indiana Protection for Abused and Trafficked Humans task force. National experts include Shared Hope International, Polaris Project, and the National Association of Attorneys General, the Pillars of Hope initiative.

# Under-reporting of human trafficking is a recognized problem

throughout the United States, and trafficking victims can be misidentified by first responders and service providers.

<sup>14</sup> Given these problems, it is imperative to recognize that a lack of reporting in a geographic area does not necessarily mean that human trafficking is not occurring in that region.

2. Complete a Problem Analysis.
<ul style="list-style-type: none"><li>• Coordinate with your local human trafficking task force, if available, and with trafficking victims service providers and local law enforcement to conduct this analysis.</li></ul>
<ul style="list-style-type: none"><li>• Consider which aspects of trafficking are most relevant to address in your location (e.g. what makes victims vulnerable, cultural influences on demand for commercial sex, etc.).</li></ul>
<ul style="list-style-type: none"><li>• Consider whether your area is likely a place of origin, transit, and/or destination for trafficking victims. Consult with human trafficking experts and/or law enforcement to discuss this issue. Factors determining this may include physical location, accessibility to transportation, existence of foreign borders, etc. For example, coastal cities could arguably be places of destination for victims being brought into the U.S. from other countries, given their location and existence of American/foreign borders. <sup>15</sup></li></ul>
<ul style="list-style-type: none"><li>• Consider the reasons for trafficking locally: immediate causes, underlying and structural causes, and institutional failure.</li></ul>
<ul style="list-style-type: none"><li>• Identify specific groups or characteristics of individuals who are being trafficked. <sup>16</sup></li></ul>
<ul style="list-style-type: none"><li>• Analyze and identify gaps in local services for victims of trafficking.</li></ul>

<sup>14</sup> *Human Trafficking FAQs*, POLARIS PROJECT, available at [http://www.polarisproject.org/human-trafficking/human-trafficking-faqs#Do victims of human trafficking self-identify as a victim of a crime and ask for help immediately?](http://www.polarisproject.org/human-trafficking/human-trafficking-faqs#Do%20victims%20of%20human%20trafficking%20self-identify%20as%20a%20victim%20of%20a%20crime%20and%20ask%20for%20help%20immediately?) (last visited June 11, 2012).

<sup>15</sup> The status of place of origin, transit, and/or destination can help determine the goals of your initiative and narrow your focus on certain aspects of trafficking. For example, in a place of origin, you may wish to focus more on raising awareness of trafficking ploys and recruitment techniques. While all aspects of trafficking are important to address, your initiative should focus initially on the aspects most relevant to your location. E-mail, Abigail Lawlis Kuzma, Director of Consumer Protection to Nicole Baldonado (Anti-Human Trafficking Intern), (2012). Abigail Lawlis Kuzma, Director of Consumer Protection (2012).

<sup>16</sup> INDIANA PROTECTION FOR ABUSED AND TRAFFICKED HUMANS, *Human Trafficking “Red Flags” for the General Public*, available at <http://www.in.gov/attorneygeneral/humantrafficking/> (last visited June 8, 2012).

### 3. Identify Resources and Opportunities.

- Coordinate with your coalition, which should include your local human trafficking task force, trafficking victims service providers, and law enforcement.
- Partner with organizations that are engaged in similar efforts or in work that may complement or overlap with human trafficking prevention/service provision. This may include groups involved in prevention of and/or service for victims of sexual assault, child abuse, and commercial sex. Coordinating services with such groups will maximize resources.
- Make a list of resources available to you:
  - i. Financial resources (funds obtained and fund-raising capacity)
  - ii. Human resources (special and relevant contacts)
  - iii. Partners (local, national, international, government, etc.)
  - iv. Technical resources (material, equipment, documents)
  - v. Location for initiative development and events, if applicable
  - vi. Relationship with donors
- Develop plans for fund-raising and gathering additional needed resources.

### 4. Utilize Large Events and Media.

- Make use of upcoming events.
  - i. Use the attention of and community interest in large sporting events, conventions, and other events that draw significant numbers of tourists, especially men, to a party environment).<sup>17</sup>
  - ii. Your campaign may receive greater support in times when the issue is the focus of media attention.
  - iii. Have your strategy prepared to make use of those times to raise awareness.
- Make use of the media.<sup>18</sup>
  - i. The use of media allows your campaign to reach a greater number of people and results in prevention and expanded reporting.<sup>19</sup>
  - ii. Select appropriate media, based on the goal you have set, the audience, and your resources. Consider which media sources (e.g. newspapers, radio, television, internet, etc.) are most likely to reach your target population. Real examples and case studies are the most effective for stimulating interest.
  - iii. Designate a P.R. representative for your initiative. Ensure that anyone providing information to the media is trained and that only those who are designated should speak to the press.<sup>20</sup>
  - iv. Partner with political office holders and local celebrities to gain significant media exposure through interviews and press conferences.<sup>21</sup>

<sup>17</sup> Abigail Lawlis Kuzma, *Game Plan to Fight Human Trafficking*, *supra* note 12 at 2.

<sup>18</sup> *Id.* at 13.

<sup>19</sup> *Id.* at 35.

<sup>20</sup> Designating a P.R. representative and providing training for those who will speak with the press will reduce the likelihood of false or unwanted information being reported to the media. *See id.* at 27.

# Developing a Strategy and Initiative Goals

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The following are introductions to possible initiative goals. This toolkit deals primarily with developing a human trafficking outreach initiative, which seeks to raise awareness about human trafficking and the aspects of this problem. Other initiative goals will be addressed briefly at the conclusion of this toolkit.

Possible Initiative Goals:
1. Outreach/Public Awareness: to raise awareness of human trafficking among the public or among certain groups; to develop an anti-demand for commercial sex campaign.
2. Training: to train a certain number of potential first responders or service providers regarding how to identify human trafficking and how to report it.
3. Legislation: to evaluate local human trafficking legislation and compare to model law. <sup>22</sup>
4. Victim Services: to evaluate gaps in the services available to victims and seek to address those gaps; to identify funding and resources; to lobby for legislative change that impacts service provision.
5. Law Enforcement: to focus on case strategy regarding arresting/prosecuting Johns; to train law enforcement on indicators of human trafficking and how to identify “coded” advertisements for commercial sex services.

<sup>21</sup> Prior to Super Bowl 2012, the Indiana Protection for Abused and Trafficked Humans task force brought media exposure to trafficking by highlighting the support of NFL stars, Jeff Saturday, Tarik Glenn, and Tom Zupancic, as well as the Indiana Attorney General, Greg Zoeller. See Abigail Lawlis Kuzma, *Game Plan to Fight Human Trafficking*, supra note 12 at 1414.

<sup>22</sup> *Prevention of and Remedies for Human Trafficking*, NATIONAL CONFERENCE OF COMMISSIONERS ON UNIFORM STATE LAWS, DRAFT MODEL LAW (2012), available at [http://www.uniformlaws.org/shared/docs/Human%20Trafficking/2012am\\_prht\\_draft.pdf](http://www.uniformlaws.org/shared/docs/Human%20Trafficking/2012am_prht_draft.pdf).

# 1. Outreach/Public Awareness Initiatives

## A. Outreach/Public Awareness Goals:

The primary focus of this initiative is for the audience to learn how to identify human trafficking and how to report it, when it is identified.

- Provide basic information on the issue so that your audience:
  - i. Is aware that a problem exists;
  - ii. Acquires general knowledge about the issue;
  - iii. Understands how the issue relates to them; and
  - iv. Knows how to report a suspected incident.
- Seek to ensure that local groups coordinate with your coalition or with the human trafficking task force, if available, and not duplicate efforts.
- Educate local community groups, faith based groups, university students, etc.
- Use posters, public service announcements, and media events that provide the national human trafficking hotline (1-888-3737-888) for reporting suspected cases of human trafficking.<sup>23</sup>
- Consider lessons that have been learned from previous outreach campaigns.<sup>24</sup>

## B. Adapt the Indiana OAG PowerPoint Presentations for Your State.

- The “Human Trafficking: An Introduction” PowerPoint provides a basic overview of the issue, including definitions, statistics on the scope of this problem locally, nationally, and internationally, description of federal and state human trafficking laws, and indicators of human trafficking, among other details.<sup>25</sup>
- The “Don’t Buy the Lie” PowerPoint is an anti-demand tool, which corrects common myths associated with commercial sex. This presentation provides an overview of sex trafficking, including societal factors contributing to the demand for commercial sex, risk factors for potential victims, facts about violence within sex trafficking, legal and medical consequences of participating in commercial sex, and other related information.<sup>26</sup>
- You may wish to create your own slogan for your initiative.<sup>27</sup>

<sup>23</sup> Examples of human trafficking prevention posters can be found at *Home*, TRUCKERS AGAINST TRAFFICKING, available at <http://truckersagainstrafficking.com/> (last visited June 14, 2012).

<sup>24</sup> Abigail Lawlis Kuzma, *Game Plan to Fight Human Trafficking*, *supra* note 12 at 6.

<sup>25</sup> Greg Zoeller, HUMAN TRAFFICKING: AN INTRODUCTION, OFFICE OF THE INDIANA ATTORNEY GENERAL, available at <http://www.in.gov/attorneygeneral/humantrafficking/>.

<sup>26</sup> Greg Zoeller, DON’T BUY THE LIE, OFFICE OF THE INDIANA ATTORNEY GENERAL, available at <http://www.in.gov/attorneygeneral/humantrafficking/>.

<sup>27</sup> An example of a slogan is the Indiana Attorney General’s “Don’t Buy the Lie” slogan for their anti-demand campaign. See *Human Trafficking*, OFFICE OF THE INDIANA ATTORNEY GENERAL, available at <http://www.in.gov/attorneygeneral/humantrafficking/> (last visited June 8, 2012).

### C. Select Your Target Audience.

- Consider having several target groups. You may wish to include community groups, faith-based groups, university students, etc.
- Understand how to reach your target group(s). How does the group function? How is it organized? Understanding this is imperative to most effectively reaching the target group.
- Cooperate with and involve your target group. Messages may be better accepted when they are transmitted by peers. Consider inviting interested groups to join your coalition.<sup>28</sup>
- Set realistic targets for the number of people to be reached by the initiative.
  - i. Consider the target population. Which groups have the greatest ability to accomplish your campaign goal?
  - ii. Determine your ability to access this population, including which venues are available for you to address them.

### D. Anti-Demand Initiative

- A critical part of human trafficking outreach is raising awareness about the demand for commercial sex.
- Anti-demand materials and information are available through the Indiana OAG's "Don't Buy the Lie" campaign.<sup>29</sup>
- Recommended components of an anti-demand outreach initiative can include:
  - i. Educating local community and faith based groups regarding human trafficking and the need to reduce demand.<sup>30</sup>
  - ii. Increasing local awareness and providing state-specific human trafficking facts to people.
  - iii. Spreading information about the risks of engaging in commercial sex and the possible punishments.

<sup>28</sup> IPATH is comprised of over 60 groups. E-mail from Valerie Schmitt, Exodus Refugee Immigration to Abigail Lawlis Kuzma, Director of Consumer Protection, Office of the Indiana Attorney General (2012).

<sup>29</sup> The Indiana OAG has developed an anti-demand initiative, called "Don't Buy the Lie." This initiative includes a PowerPoint presentation, a wallet sized information card, a short video, and a pledge that participants can sign to demonstrate their commitment to not engage in the commercial sex industry. *Human Trafficking*, *supra* note 27.

<sup>30</sup> Greg Zoeller, DON'T BUY THE LIE, *supra* note 26.

## D. Anti-Demand Initiative, continued

- Possible strategies for additional anti-demand initiatives include:
  - i. Targeting Johns (buyers of commercial sex)<sup>31</sup> by creating John School programs.<sup>32</sup>
  - ii. Educating the community on the startling facts and myths of child prostitution.<sup>33</sup>
  - iii. Developing an educational program modeled after batterer intervention programs.<sup>34</sup>
  - iv. Developing prevention and community engagement efforts modeled after the Chicago Alliance Against Sexual Exploitation (CAASE): prevention and community engagement through the educations of boys and men.<sup>35</sup>

## E. Using Volunteers Effectively

- Consider including volunteers in your coalition, and recruit them to help accomplish coalition goals.
- Ensure that all volunteers are trained regarding basic facts of human trafficking and that only designated coalition representatives should speak to the press.
- Assign specific tasks to volunteers; they are extremely helpful in distributing victim recovery and anti-demand materials (outreach materials; see below).<sup>36</sup>

<sup>31</sup> See Atlanta's Dear John campaign. *Social Marketing Campaigns*, GLOBAL CENTURION: FIGHTING MODERN SLAVERY BY FOCUSING ON DEMAND, available at [http://www.globalcenturion.org/?page\\_id=79](http://www.globalcenturion.org/?page_id=79) (last visited June 8, 2012).

<sup>32</sup> The Red Zone Program is a John School in Indianapolis, which offers a chance for first-time offenders to avoid conviction by participating in the diversion program (John school) instead. See *Community Prosecution*, CENTER FOR COURT INNOVATION, available at <http://www.courtinnovation.org/research/prostitution-indianapolis?mode=5&url=research%2F5%2Farticle> (last visited June 11, 2012).

<sup>33</sup> It's NOT MY FAULT, HOW CAN I HELP? available at [http://www.itisnotmyfault.org/downloads/INMF\\_flyer.pdf](http://www.itisnotmyfault.org/downloads/INMF_flyer.pdf) (last visited June 8, 2012).

<sup>34</sup> "The Sexual Exploitation Education Program (SEEP) was an educational program that was a post-arrest condition of sentencing, specifically sought to link prostitution to other forms of violence against women. It differed in some ways from other educational programs which were court-sponsored diversion programs, such as First Offender Prostitution Program (FOPP)." See Melissa Farley, Emily Schuckman, Jacqueline M. Golding, Kristen Houser, Laura Jarrett, Peter Qualliotine, Michele Decker, *Comparing Sex Buyers with Men Who Don't Buy Sex: "You can have a good time with the servitude" vs. "You're supporting a system of degradation"* (2011) PROSTITUTION RESEARCH & EDUCATION, available at <http://www.prostitutionresearch.com/pdfs/Farleyetal2011ComparingSexBuyers.pdf>.

<sup>35</sup> This is the first "curriculum in the country specifically designed to educate young men about the harms of prostitution." CAASE instructors visit classrooms in the Chicago area to "examine the constructs of masculinity that have been presented to them by the media." The CAASE instructors also travel and lecture nationally. CAASE also actively works to raise awareness on issues of sexual exploitation and demand in the Chicago area. *Prevention*, CHICAGO ALLIANCE AGAINST SEXUAL EXPLOITATION, available at [http://caase.org/work\\_prevention.aspx](http://caase.org/work_prevention.aspx) (last visited June 8, 2012).

<sup>36</sup> During Super Bowl 2012 outreach, over 270 Indiana volunteers were involved in distributing more than 15,000 anti-demand and educational materials. See Greg Zoeller, RESULTS OF THE ANTI-HUMAN TRAFFICKING CAMPAIGN DURING SUPER BOWL OF 2012, OFFICE OF THE INDIANA ATTORNEY GENERAL, available at [http://www.in.gov/attorneygeneral/files/2012\\_Super\\_Bowl\\_Scorecard.pdf](http://www.in.gov/attorneygeneral/files/2012_Super_Bowl_Scorecard.pdf) (last visited June 8, 2012).

## F. Outreach Tools:

- Posters, which are victim focused and direct people to the human trafficking hotline number.<sup>37</sup> These may be distributed in women's restrooms in strategic locations.<sup>38</sup>
- Soap distribution (Bars of soap containing the human trafficking hotline number can be distributed in local hotels in strategic locations.)<sup>39</sup>
- Social media (Twitter, Facebook, etc.)
- Direct personal contact with your audience, although time-consuming and limited in scope, can be effective to address the problem. Direct contact can include personal presentations given by members of your coalition, emails or phone calls to target audience members, etc.
- Video (e.g. on internet sites, public service announcements, etc.)<sup>40</sup>
- Billboards<sup>41</sup>

## G. Monitoring and Evaluating Initiative Success

- Monitoring is based on guidelines that you set, leading to your objective, and must be included in the strategy from the beginning. It will take place through the entire campaign and will be repeated after a certain time.
- Evaluation is planned before the campaign starts. Two types of evaluation that should be combined include:
  - i. Qualitative: assess what people know about trafficking, how they perceive it, and what they feel about it. This can be accomplished through questionnaires handed out to representative groups.
  - ii. Quantitative: set of quantifiable indicators of your audience, of your objectives (i.e. percentage of the potential target reached, percentage of the population, number of pamphlets distributed, etc.)

<sup>37</sup> An example of an anti-demand poster can be found at *Get Involved*, SHARED HOPE INTERNATIONAL, available at <http://www.sharedhope.org/GetInvolved/NationalBillboardCampaign.aspx> (last visited June 14, 2012).

<sup>38</sup> Such materials were distributed for the 2012 Super Bowl, held in Indianapolis. Greg Zoeller, RESULTS OF THE ANTI-HUMAN TRAFFICKING CAMPAIGN, *supra* note 36.

<sup>39</sup> The SOAP (Save Our Adolescents from Prostitution) Outreach was developed by Theresa Flores, of TraffickFree. Through this Outreach, hotels are provided with human trafficking trainings and bars of soap, which contain the human trafficking hotline number on their wrapping. The soaps are placed in hotel rooms, so that victims can take the number and call for help when they are alone. *See SOAP*, FREE INTERNATIONAL, available at <http://freeinternational.org/soap/> (last visited June 11, 2012).

<sup>40</sup> An example of a public service announcement is the I'm Not Buying It campaign from the Dallas Super Bowl, which featured Cowboys player, Jay Ratliff. NATE BERNARD, TRAFFICK 911, PSA 10 (Jan. 4, 2011), available at <http://vimeo.com/18445593> (last visited June 8, 2012).

<sup>41</sup> Shared Hope International has developed a program for local communities to sponsor anti-human trafficking billboards. Greg Zoeller, RESULTS OF THE ANTI-HUMAN TRAFFICKING CAMPAIGN, *supra* note 36.

## 2. Training Initiatives

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<ul style="list-style-type: none"><li>• Training initiatives should target persons likely to come in contact with a victim.</li></ul>
<ul style="list-style-type: none"><li>• Groups that are likely to identify victims may include:<sup>42</sup><ol style="list-style-type: none"><li>i. Taxi drivers</li><li>ii. Hospital ER/social workers and health care providers</li><li>iii. Low income medical clinics</li><li>iv. Hotel and restaurant workers in strategic areas</li><li>v. Local attorneys</li><li>vi. Public defender agency</li><li>vii. Homeless advocacy groups</li><li>viii. Domestic violence shelters</li><li>ix. Department of Labor</li><li>x. State professional licensing</li></ol></li></ul>
<ul style="list-style-type: none"><li>• Provide continuing education credits for training attendees.</li></ul>
<ul style="list-style-type: none"><li>• Training topics can be developed from the Indiana OAG PowerPoint presentations, which include such information as: local, regional and national human trafficking statistics, federal and state human trafficking law, indicators of human trafficking, vulnerability factors for potential victims, and other related information.<sup>43</sup></li></ul>

## 3. Victim Services Initiatives

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<ul style="list-style-type: none"><li>• Examine current victim services to immigrant and U.S. citizen groups; identify efficacy and gaps of service.<sup>44</sup></li></ul>
<ul style="list-style-type: none"><li>• Seek to fill gaps through grants and partnerships.<sup>45</sup></li></ul>
<ul style="list-style-type: none"><li>• Consider legislative or administrative changes to close gaps in service and/or focus resources toward gaps in victim services. For example, most states lack sufficient/appropriate shelter for underage sex trafficking victims.<sup>46</sup></li></ul>

<sup>42</sup> Greg Zoeller, Super Bowl Human Trafficking Prevention/Prosecution Outline, OFFICE OF THE INDIANA ATTORNEY GENERAL, (on file with author).

<sup>43</sup> *Human Trafficking*, *supra* note 27

<sup>44</sup> Greg Zoeller, Super Bowl Human Trafficking Prevention/Prosecution Outline, *supra* note 42.

<sup>45</sup> *Id.*

<sup>46</sup> Abigail Lawlis Kuzma, *Game Plan to Fight Human Trafficking*, *supra* note 12, at 25.

## 4. Legislative Initiatives

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- Work with national experts, such as Polaris Project<sup>47</sup> and Shared Hope International,<sup>48</sup> and local experts, such as local prosecutors and state agencies, to identify gaps in state legislation.
- Propose legislative changes to strengthen state law (e.g. Indiana state law amendment that eliminated requirement of proving force or threat of force for sex trafficking of children).<sup>49</sup> Compare state laws to model human trafficking law.<sup>50</sup>
- Other suggestions for legislative change: increase fines for solicitation of commercial sex; add forfeiture and wiretapping.<sup>51</sup>

## 5. Law Enforcement Initiatives

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It is important to recognize the problem of underreporting of human trafficking victims when working with law enforcement. Given underreporting, local law enforcement may not be aware of the scope of this problem in their area.

- Train law enforcement regarding state and federal human trafficking law. Because of underreporting, local law enforcement is likely not familiar with these laws.

<sup>47</sup> *Policy Advocacy*, POLARIS PROJECT, available at <http://www.polarisproject.org/what-we-do/policy-advocacy> (last visited June 14, 2012).

<sup>48</sup> *Policy Recommendations*, SHARED HOPE INTERNATIONAL, available at <http://www.sharedhope.org/WhatWeDo/BringJustice/PolicyRecommendations.aspx> (last visited June 14, 2012).

<sup>49</sup> Senate Enrolled Act 4, 117<sup>th</sup> G.A., 2<sup>nd</sup> Reg. Sess. (2012), available at <http://www.in.gov/legislative/bills/2012/SE/SE0004.1.html>.

<sup>50</sup> *Committees: Prevention of and Remedies for Human Trafficking*, *supra* note 22.

<sup>51</sup> One study of sex buyers suggested placing persons convicted of soliciting underage prostitution on the Sex Offender Registry would be the best deterrence. See Melissa Farley, Emily Schuckman, Jacqueline M. Golding, Kristen Houser, Laura Jarrett, Peter Qualliotine, Michele Decker, *Comparing Sex Buyers with Men Who Don't Buy Sex: "You can have a good time with the servitude" vs. "You're supporting a system of degradation"* (2011) PROSTITUTION RESEARCH & EDUCATION, available at <http://www.prostitutionresearch.com/pdfs/Farleyetal2011ComparingSexBuyers.pdf>.

# Law Enforcement Initiatives, continued

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| <ul style="list-style-type: none"><li>• Provide training regarding the importance of enforcing laws that reduce demand, such as laws criminalizing the solicitation of commercial sex, those resulting in fines, etc. In many communities, these arrests rarely result in convictions and there is no in depth interview, because Johns and prostituted persons are being released on their own recognizance. Therefore, explore means to obtain interviews, since potentially valuable information is currently lost.<sup>52</sup></li></ul> |
| <ul style="list-style-type: none"><li>• Focus on case strategy regarding arresting/prosecuting Johns; work with your local law enforcement and anti-human trafficking task force, if available.<sup>53</sup></li></ul>  |
| <ul style="list-style-type: none"><li>• Encourage proactive investigations/reverse sting operations and online reverse sting operations, such as monitoring internet sites that host ads for “adult services.” Provide training to identify these types of advertisements.<sup>54</sup></li></ul>   |
| <ul style="list-style-type: none"><li>• Support local anti-demand efforts (e.g. website with picture of Johns, John school, etc.).</li></ul>  |

<sup>52</sup> Greg Zoeller, *Reduce Demand Campaign Outline*, OFFICE OF THE INDIANA ATTORNEY GENERAL, (on file with author).

<sup>53</sup> *Id.*

<sup>54</sup> IPATH worked with three groups that have assisted law enforcement during the last four Super Bowls to identify/track perpetrators: F.R.E.E. International, KLAAS Kids Foundation, Oregonians Against Trafficking Humans, and Florida Coalition Against Human Trafficking. Greg Zoeller, RESULTS OF THE ANTI-HUMAN TRAFFICKING CAMPAIGN, *supra* note 36.