

2024 Kentucky Statewide Human Trafficking Data Report

A Comprehensive Report of Existing Multi-Disciplinary Data



The Kentucky Statewide Human Trafficking Task Force
Data and Research Working Group

February 2024



The
**Kentucky Statewide
Human Trafficking Task Force**

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Left: Cumberland Falls, Kentucky

Center: Fall in Kentucky

Right: Appalachian Mountains



Dear Governor Beshear,

The Kentucky Statewide Human Trafficking Task Force has been supporting anti-human trafficking efforts in Kentucky since its founding in 2013. Over these years, tremendous work has been done to increase identification of human trafficking in Kentucky communities through training and awareness efforts, to support survivors through the provision of specialized services, to hold traffickers accountable through investigations and prosecutions, to prevent trafficking through education, and to create systemic change through policy advocacy.

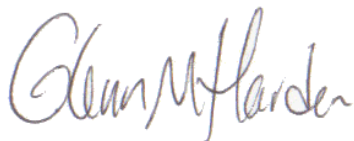
As Chair of the Task Force’s Data and Research Working Group, we are pleased to provide you with the 2024 Kentucky Statewide Human Trafficking Data Report, a comprehensive report of existing and accessible multi-disciplinary data that we will be helpful in evaluating anti-trafficking efforts and promoting evidence-based best practices.

In this report we make several recommendations within the context of the many years of anti-trafficking work that has been done in Kentucky and elsewhere. Implementing these recommendations will take multi-disciplinary collaboration across government, civil society, and the private sector.

Thank you for the interest you have taken in addressing human trafficking in the Commonwealth and the intentional work you have done on this issue as a public servant, both as Attorney General, and now as Governor.

We offer our support as Kentucky continues to expand and improve anti-trafficking efforts to make our Commonwealth safer for all of us.

Sincerely,



Glenn M. Harden, Ph.D.

Chair, Data and Research Working Group,
Kentucky Statewide Human Trafficking Task Force

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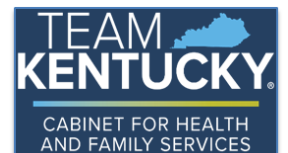
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Kentucky Statewide Human Trafficking Task Force

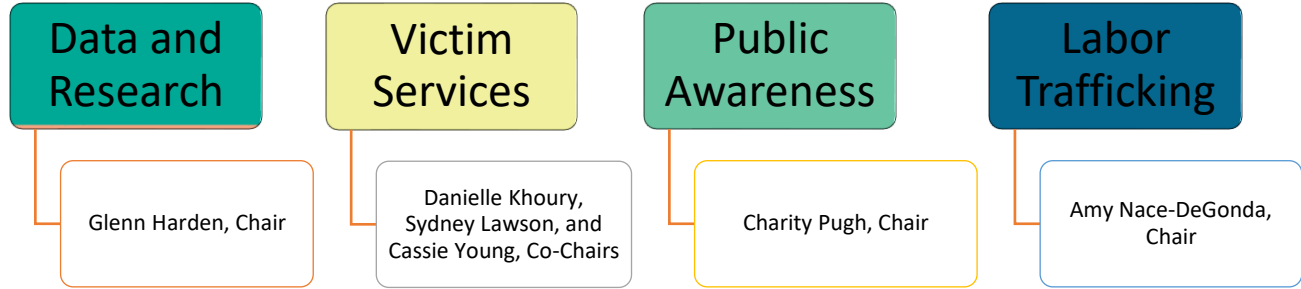
<https://kyhumantraffickingtf.com>

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TASK FORCE MEMBER ORGANIZATIONS



WORKING GROUPS



OVERVIEW OF THE KENTUCKY STATEWIDE HUMAN TRAFFICKING TASK FORCE

The Kentucky Statewide Human Trafficking Task Force (KYHTTF) was established in 2013 by Gretchen Hunt who was then an attorney with the Kentucky Association of Sexual Assault Programs. The Task Force brought together state and federal government agencies with civil society organizations to promote collaboration and cooperation in the state's anti-trafficking work. For four years, Gretchen co-chaired the Kentucky Statewide Human Trafficking Task Force with Amy Nace-DeGonda of Catholic Charities of Louisville. In 2017, Kentucky received the OVC Enhanced Collaborative Model Task Force Grant which funded the hiring of a Statewide Task Force Coordinator, Mandy Otis, with the Kentucky Office of the Attorney General, who co-chaired the Task Force with Amy until the conclusion of the grant in 2020. The KYHTTF continued to convene following the end of the 3-year ECM grant, with Vanessa Chauhan as co-chair alongside Amy. In 2022, Amy and Vanessa both rotated off as co-chairs, and Ricky Lynn, at that time with the Kentucky Office of the Attorney General, began serving as Chair. Membership of the KYHTTF has steadily grown over the last 10 years and has had more than 130 members representing agencies and organizations from many sectors and disciplines.

KENTUCKY REGIONAL HUMAN TRAFFICKING TASK FORCES & COALITIONS

The first human trafficking task force established in Kentucky was the **Lexington Human Trafficking Task Force** in Central Kentucky, which began in 2007. The name has since changed to the Lexington Human Trafficking Coalition, to better represent the work of the task force in supporting local service providers, providing training, engaging in outreach and awareness efforts, and providing opportunities to collaborate on human trafficking issues in Central Kentucky.

In 2008, both the **Louisville** and **RIGHTS** (formerly NKY PATH) task forces began operations, serving western central Kentucky and northern Kentucky, respectively. These task forces have provided more than a decade of leadership in their geographic areas, offering numerous trainings and resources developed to build capacity to address human trafficking locally.

Several other task forces have developed in western, southern, and eastern Kentucky over the last 15 years; however, they have stopped meeting for a variety of reasons, including changes in local leadership, the impact of the pandemic, funding challenges, and lack of local support and engagement. Local human trafficking tasks forces and coalitions known as of publication of this report:

Lexington Human Trafficking Coalition

- Brittney Thomas and Amanda Naish, Co-Chairs
- Established in 2007
- Quarterly Meetings in Lexington or Virtual

Louisville Metro Human Trafficking Task Force

- Khristina Smith, Chair
- Established in 2008
- Bimonthly Meetings in Louisville or Virtual

Regional Initiative Guiding Human Trafficking Services (RIGHTS)

- Sharlene Graham (Boltz) and Jill Brummet, Co-Chairs
- Established in 2008
- Meetings in Northern Kentucky

Executive Summary

This 2024 Kentucky Statewide Human Trafficking Data Report provides data specific to anti-human trafficking efforts throughout the Commonwealth of Kentucky. The focus of the report is on data related to (1) law enforcement and prosecution data, (2) specialized services for individuals who have experienced trafficking, and (3) training, outreach, awareness, and prevention initiatives. Federal and state level policy information is provided as a resource. Resources are cited throughout the report, many with hotlinks, to provide additional guidance and context for the report content.

Many individuals and agencies have been engaged in anti-trafficking work, some for many years. This report seeks to paint in broad strokes a picture of the anti-trafficking work done in Kentucky through qualitative and quantitative data. In writing this report the authors and contributors collected public-facing data and reached out to many community stakeholders to provide data otherwise unavailable to the public, beginning with many members of the Kentucky Statewide Human Trafficking Task Force. However, the data presented here is partial due to resource constraints and lack of data availability and accessibility. This report is our best effort to present a comprehensive and foundational document to promote transparency and accountability of Kentucky's efforts against human trafficking.

In collecting and analyzing the data in this report, trends, gaps, and challenges were identified and utilized to inform the recommendations made in this report. These recommendations provide data-driven guidance for continuing to address human trafficking in Kentucky, based upon what has been learned through this extensive data collection and analysis project.

RECOMMENDATION SUMMARY

1. Increase **institutional capacity** in support of multi-disciplinary anti-trafficking collaboration through funding merit employees dedicated to supporting and growing the work of the Kentucky Statewide Human Trafficking Task Force and the state's regional coalitions.
2. Increase **community resilience** through policies which promote self-empowerment, economic opportunity, and safety to decrease vulnerability to human trafficking in Kentucky communities.
3. Promote self-correcting anti-trafficking efforts through the collection, transparent reporting, and evaluation of comprehensive **human trafficking data** in Kentucky, especially within state systems.
4. Focus **proactive law enforcement** efforts on situations which involve identified or suspected victims of human trafficking and ensure that appropriate services are available and accessible to potential victims.
5. Prioritize survivor-centered, trauma-informed, and culturally responsive **human trafficking training** for law enforcement, public health, service providers, educators, and state government agencies.
6. Increase training, awareness, identification, specialized services, and prosecutions specific to **labor trafficking**.
7. Improve **standards of care** among service providers supporting survivors of human trafficking through training, technical assistance, policy support, and sharing of best practices.
8. Support data-driven **outreach and awareness** efforts.
9. Increase focus on addressing **familial trafficking** through prevention, training, and intervention efforts.
10. Prioritize **language access** in training, outreach, investigations, prosecutions, and service provision in compliance with Title VI of the Civil Rights Act, local ordinances, and best practice guidance.

Using Data Responsibly

This data report strives to be intentional about the data included, the context provided for data, and the limitations of the data. Data collection and reporting may be exact in some ways, but there are many variables that impact the final data points, including:

- 1) Time frame of data collection
- 2) Source(s) of data
- 3) Types of collected data
- 4) Process of data collection
- 5) Methods used to collect data
- 6) How data is stored
- 7) The individuals involved in collecting, storing, and reporting data
- 8) Data retrieval
- 9) Data reporting
- 10) Transparency and context for data

There are likely many more variables in the process of data collection and reporting, but what we hope to highlight is the limitations and the factors taken into consideration in providing this report data to the public.

In this report, we generally use aggregate data to protect individual privacy and confidentiality. The few case examples included in the report are taken from public-facing adjudicated court cases in which the identity of victims and survivors is protected. The case studies are included to highlight some of the complexities of human trafficking cases in the courts, the multidisciplinary work involved in these cases, and the timeline from identification to final disposition.

The data sources in the report are identified, with information provided regarding time frame and other variables (when known) about the context for the data. The data in this report is from trusted sources, with the most recent available data at the time of publication provided.

Some data is not available or would be problematic to share given the lack of clarity related to data sourcing and context. Therefore, if data is missing from this report, the authors are either unaware of the data or chose not to include the data for the aforementioned reasons. There are many limitations related to the data in this report, but we hope it is helpful for enabling self-evaluation of our anti-trafficking efforts.

Nexus Institute: *Data Collection and Reporting Principles*

- **Lawfulness and fairness**, including the notion of "do no harm" and maximizing benefits;
- Ensuring that data collection is **time-bound for specific and legitimate purposes**, meaning that data can only be collected for limited purposes and kept for no longer than is necessary to fulfill those purposes;
- **Integrity**, meaning that collected personal data is accurate, kept up to date and deleted when no longer necessary to fulfil the purpose for which it was collected (or according to the terms of data collection);
- **Voluntary and participatory**, ensuring free and meaningful consent is given to participation and that that participation is voluntary; data subjects should be engaged as partners in the design and implementation of the research or data collection initiative, as well as in the use and distribution of any outputs;
- **Transparency and accountability**, so that participants are given accurate information about any data collection and have recourse for any harms caused by data collection or its use;
- **Privacy, anonymity, and confidentiality**, so that the data collection is anonymous and personal information is kept confidential;
- **Safety and wellbeing**, so that the design and implementation of any data collection activity ensures the safety of persons involved, including data subjects, data collectors, interpreters, and community members; and
- **Security**, meaning that data is stored and shared in a way that protects it from unauthorized access or use.

Source: Nexus Institute (2019) [Legal and Ethical Issues in Data Collection on Trafficking in Persons](#), pp. 33-34

Legal and Policy Framework

FEDERAL HUMAN TRAFFICKING LEGISLATION

Human trafficking was first introduced into federal law in October of 2000 with the passage of the Victims of Trafficking and Violence Protection Act (TVPA), which has since been reauthorized 7 times at the time of publication of this report, with the most recent reauthorization in 2022. The TVPA defines crimes of trafficking in persons, providing a foundation for holding traffickers accountable and recognizing the rights of victims. Federal legislation also provides federal resources for prosecution of cases, services for victims, prevention efforts, and collaboration across the federal government to build capacity to meaningfully address human trafficking. For more information on the TVPA and subsequent reauthorizations, see Appendix A.

KENTUCKY HUMAN TRAFFICKING LEGISLATION

The Kentucky General Assembly and Governor enacted Kentucky's first human trafficking statute into law in 2007, which added human trafficking as a criminal offense to the Kentucky Revised Statutes (KRS) in chapter 529.

The following acts related to human trafficking created or modified KRS 529:

- [2007 SB43 An Act Relating to Human Trafficking](#)
- [2013 HB3 Human Trafficking Victims Rights Act](#)
- [2015 HB427 An Act Relating to Internet Crimes Against Children and Making an Appropriation](#)
- [2020 HB2 An Act Relating to Human Trafficking](#)

Kentucky Revised Statutes, Chapter 529
<p>KRS 529.100 Human Trafficking. (1) A person is guilty of human trafficking when the person intentionally subjects one or more persons to engage in: (a) Forced labor or services; or (b) Commercial sexual activity through the use of force, fraud, or coercion, except that if the person is under the age of eighteen (18), the commercial sexual activity need not involve force, fraud, or coercion. (2) (a) Human trafficking is a Class C felony unless it involves serious physical injury to a trafficked person, in which case it is a Class B felony. (b) If the victim of human trafficking is under eighteen years of age, the penalty for the offense shall be one level higher than the level otherwise specified in this section.</p> <p>Effective June 26, 2007</p>
<p>KRS 529.110 Promoting Human Trafficking. (1) A person is guilty of promoting human trafficking when the person intentionally: (a) Benefits financially or receives anything of value from knowing participation in human trafficking; or (b) Recruits, entices, harbors, transports, provides, or obtains by any means, or attempts to recruit, entice, harbor, transport, provide, or obtain by any means, another person, knowing that the person will be subject to human trafficking. (2) Promoting human trafficking is a Class D felony unless a victim of the trafficking is under eighteen, in which case it is a Class C felony.</p> <p>Effective June 26, 2007</p>

KRS 529.120 Treatment of a minor suspected of a prostitution offense.

- (1) Notwithstanding KRS 529.020 or 529.080, if it is determined after a reasonable period of custody for investigative purposes, that the person suspected of prostitution or loitering for prostitution is under the age of eighteen, then the minor shall not be prosecuted for an offense under KRS 529.020 or 529.080.
- (2) A law enforcement officer who takes a minor into custody under subsection (1) of this section shall immediately make a report to the Cabinet for Health and Family Services pursuant to KRS 620.030. Pursuant to KRS 620.040, the officer may take the minor into protective custody.
- (3) The Cabinet for Health and Family Services shall commence an investigation into child dependency, neglect, or abuse pursuant to KRS 620.029.

Effective June 25, 2013

KRS 529.130 Human Trafficking Victim Service Fee

Any person convicted of an offense in KRS 529.100 or 529.110 shall be ordered to pay, in addition to any other fines, penalties, or applicable forfeitures, a human trafficking victims service fee of not less than ten thousand dollars to be remitted to the fund created in KRS 529.140.

Effective July 15, 2020

KRS 529.140 Human Trafficking Victims Fund.

- (1) The "human trafficking victims fund," referred to in this section as the "fund," is created as a separate revolving fund within the Office of the Attorney General.
- (2) The fund shall consist of proceeds from assets seized and forfeited pursuant to KRS 529.150, proceeds from the fee in KRS 529.130, grants, contributions, appropriations, and any other moneys that may be made available for purposes of the fund.
- (3) Moneys in the fund shall be distributed to agencies serving victims of human trafficking, including but not limited to law enforcement agencies, prosecutorial agencies, and victim service agencies. The Office of the Attorney General shall promulgate administrative regulations to develop procedures for distributing funds pursuant to this section. The administrative regulations shall require that: (a) The Office of the Attorney General use funds received to maintain programs for the prevention of human trafficking, provide education, training, or public outreach programs about human trafficking, and conduct human trafficking investigations. The Office of the Attorney General may recoup costs for conducting any programs or trainings; and (b) The Cabinet for Health and Family Services use funds received to serve minor victims of human trafficking under KRS 620.029.
- (4) Notwithstanding KRS 45.229, any moneys remaining in the fund at the close of the fiscal year shall not lapse but shall be carried forward into the succeeding fiscal year to be used for the purposes set forth in this section.
- (5) Any interest earnings on moneys in the fund shall become a part of the fund and shall not lapse to the general fund.
- (6) Moneys in the fund are hereby appropriated for the purposes set forth in this section.

Effective July 15, 2020

KRS 529.180 Conditions that are not a defense in prosecution involving commercial sexual activity.

In any prosecution under KRS 529.100 or 529.110 involving commercial sexual activity, it shall not be a defense that:

- (1) The defendant was unaware of the minor's actual age;
- (2) A minor consented to engage in commercial sexual activity;
- (3) The intended victim of the offense is a law enforcement officer posing as a minor as part of a criminal investigation or operation;
- (4) The solicitation was unsuccessful, the conduct was not engaged in, or the law enforcement officer could not engage in the solicited offense; or
- (5) The victim is charged with an offense

Effective July 15, 2020

Source: Kentucky Revised Statute (2023) Kentucky General Assembly, KRS529

SHARED HOPE INTERNATIONAL KENTUCKY POLICY REPORT CARD

Shared Hope International, a non-profit advocacy organization which seeks to end sex trafficking of children through prevention, restoration, and justice, has been monitoring and evaluating state level human trafficking legislation related to sex trafficking of children and youth since 2011.

2011-2019 Protected Innocence Challenge

Under this evaluation structure, Shared Hope International analyzed 41 key legislative components related to domestic minor sex trafficking. Under the challenge, Kentucky saw its report card scores improve over time. The most significant increase in scores is in 2013 after Kentucky passed its 2013 Human Trafficking Victims Rights Act.

Kentucky Report Card Scores under the Protected Innocence Challenge, 2011-2019

2011	2012	2013	2014	2015	2016	2017	2018	2019
65.0 D	68.0 D	81.5 B	81.5 B	81.5 B	85.0 B	87.0 B	87.0 B	87.0 B









Source: Shared Hope International, *Protected Innocence Challenge*. [Link](#).

2020-present Advanced Legislative Framework

In 2020, Shared Hope International revised its evaluation structure to focus on legislative protections for survivors, provision of services, and support for stakeholders. In 2023 Kentucky remained a "tier 1" state even with a low score of "D", but Shared Hope International recommends legislative changes that would offer better protection for survivors of sex trafficking.

In 2023, Shared Hope summarized Kentucky's progress by noting that the law

...prohibits the criminalization of minors for prostitution and prostitution-related offenses and extends non-criminalization protections to child sex trafficking victims for status offenses resulting from their victimization, a progressive step toward a survivor-centered, anti-child sex trafficking response. However, child sex trafficking victims may still be prosecuted for other offenses committed as a result of their victimization, and state law does not facilitate access to, or provide funding for, community-based services, leaving some survivors vulnerable to re-traumatization caused by punitive responses and potentially underserved or disconnected from resources that are necessary to promote healing.¹

2023 Kentucky Report Card		
Issue	Grade	Score
 1. Criminal Provisions	C	$\frac{13}{17.5}$
 2. Identification of and Response to Victims	D	$\frac{17.5}{27.5}$
 3. Continuum of Care	F	$\frac{8.5}{15}$
 4. Access to Justice for Trafficking Survivors	C	$\frac{10.5}{15}$
 5. Tools for a Victim-Centered Criminal Justice Response	D	$\frac{6.5}{10}$
 6. Prevention and Training	F	$\frac{6.5}{15}$
EXTRA CREDIT	 Youth	2
	 Child Labor Trafficking	4
OVERALL GRADE TIER I		D 68.5

¹ Shared Hope International (2023) *2023 Kentucky Report*, Report Cards on Child & Youth Sex Trafficking. [Link](#).

Over time the only aspect of the advanced legislative framework in which Shared Hope International found significant improvement was related to criminal provisions.

Advanced Legislative Framework - Kentucky Report Card Scores, 2021-2023

	2021		2022		2023	
1. Criminal provisions	F	7.5	F	7.5	C	13.0
2. Identification of and response to victims	D	17.5	D	17.5	D	17.5
3. Continuum of care	F	8.0	F	8.5	F	8.5
4. Access to justice for trafficking survivors	C	10.5	C	10.5	C	10.5
5. Tools for a victim-centered criminal justice response	D	6.5	D	6.5	D	6.5
6. Prevention and training	F	6.5	F	6.5	F	6.5
18+ Youth		2.0		2.0		2.0
Child labor trafficking		4.0		4.0		4.0
Overall	D	62.5	D	63.0	D	68.5

Source: Shared Hope International (2023) Kentucky State Resources. [Link](#).

Recommendations for Kentucky from the 2023 Report

In the 2023 report, Shared Hope International made the following recommendations for legislative changes:

- 1.1.1 Recommendation: Amend Ky. Rev. Stat. Ann. § 529.100(1) (Human trafficking) to clarify that buyer conduct is included as a violation of Ky. Rev. Stat. Ann. § 529.100.
- 1.2.1 Recommendation: Enact a Commercial Sexual Exploitation of Children (CSEC) law that specifically criminalizes purchasing or soliciting sex with any minor under 18.
- 1.7.1 Recommendation: Statutorily direct a percentage of financial penalties levied on CSEC offenders into a victim services fund.
- 2.2.1 Recommendation: Statutorily provide policy guidance that facilitates access to services and assistance for trafficked foreign national children.
- 2.6.1 Recommendation: Amend state law to prohibit the criminalization of child sex trafficking victims for status offenses, and misdemeanors and non-violent felonies committed as a result of their trafficking victimization.
- 2.7.1 Recommendation: Amend state law to prohibit the criminalization of child sex trafficking victims for sex trafficking and commercial sexual exploitation offenses, including accomplice and co-conspirator liability, committed as a result of their trafficking victimization.
- 2.8.1 Recommendation: Amend Ky. Rev. Stat. Ann. § 529.170 (Being victim of human trafficking is affirmative defense to violation of chapter) to provide child sex trafficking victims with an affirmative defense to violent felonies committed as a result of their trafficking victimization.
- 2.9.1 Recommendation: Enact comprehensive state laws requiring age-appropriate juvenile court responses for all children accused of engaging in juvenile or criminal conduct.
- 2.11.1 Recommendation: Statutorily provide for a specialized response in non-caregiver child sex trafficking cases.
- 3.1.1 Recommendation: Statutorily mandate a process for coordinating access to specialized services for child sex trafficking victims that does not require involvement in child-serving systems.

- 3.2.1 Recommendation: Strengthen existing responses to require a specialized multi-disciplinary team response to child sex trafficking victims.
- 3.3.1 Recommendation: Strengthen existing law by requiring child welfare to provide access to specialized services for all child sex trafficking victims without hinging access on whether or not a formal report has been filed.
- 3.5.1 Recommendation: Strengthen existing law to better support transition age youth by extending transitional foster care services to youth under 23 years of age.
- 3.6.1 Recommendation: Appropriate state funds to support the development of and access to specialized, community-based services to child and youth survivors of sex trafficking.
- 4.1.1 Recommendation: Enact legislation expressly allowing victims of trafficking and CSEC to obtain *ex parte* civil orders of protection against their exploiters.
- 4.2.1 Recommendation: Statutorily exempt victims of child sex trafficking and CSEC from ineligibility factors for crime victims' compensation.
- 4.3.1 Recommendation: Strengthen existing law by allowing sex trafficked children and youth to vacate delinquency adjudications and criminal convictions for any offense arising from trafficking victimization.
- 4.4.1 Recommendation: Statutorily mandate restitution in all child sex trafficking and CSEC cases.
- 4.6.1 Recommendation: Eliminate the statute of limitation for filing trafficking-specific civil actions.
- 5.1.1 Recommendation: Enact a hearsay exception that applies to non-testimonial evidence in cases involving commercial sexual exploitation of children under 18 years of age.
- 5.2.1 Recommendation: Strengthen existing protections to allow all commercially sexually exploited children to testify by an alternative method regardless of the child's age and the offense charged.
- 5.3.1 Recommendation: Statutorily require that child sex trafficking victims' identifying information is protected from disclosure in court records.
- 6.1.1 Recommendation: Statutorily mandate statewide training for child welfare agencies on identification and response to child sex trafficking.
- 6.2.1 Recommendation: Statutorily mandate statewide training for juvenile justice agencies on identification and response to child sex trafficking.
- 6.3.1 Recommendation: Statutorily mandate ongoing, trafficking-specific training on victim-centered investigations for law enforcement.
- 6.5.1 Recommendation: Statutorily mandate trafficking-specific prevention education training for school personnel.
- 6.6.1 Recommendation: Statutorily mandate developmentally and age-appropriate child sex trafficking prevention education in schools.

More information about the recommendations and their rationale can be found in the report.² It should be noted that the recommendations from Shared Hope International focus only on sex trafficking of children and youth, and do not specifically address labor trafficking, with the exception of one consideration added in recent years in the Advanced Legislative Framework.

² Ibid.

STATE AND REGIONAL POLICY AND PRACTICE GUIDANCE RESOURCES

The Kentucky Human Trafficking Task Force and its partners have produced resources and guidance for those working against human trafficking. The following resources are available and recommended.

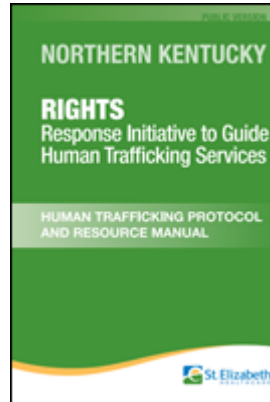
Policies and Protocols (2018)



Includes protocols for law enforcement, victims service providers, healthcare providers, child welfare professionals, and educators; Describes the hotline notification process in Kentucky and offers some history of the task force.

Kentucky Statewide Human Trafficking Task Force (2018), *Policies and Protocols*. [Link](#).

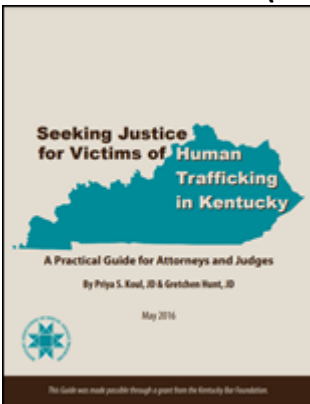
Human Trafficking Protocol and Resource Manual (2018)



Guidance on best practices in responding to human trafficking in Northern Kentucky. Dimensions include law enforcement, legal aid, EMS, health care, and community services.

Response Initiative to Guide Human Trafficking Services (RIGHTS) Task Force (2018) *Human Trafficking Protocol and Resource Manual*, St. Elizabeth Hospital. [Link](#).

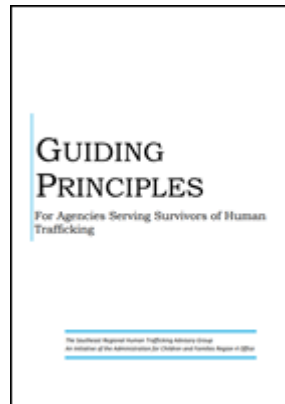
Seeking Justice for Victims of Trafficking: A Practical Guide for Attorneys and Judges (2016)



Guidance for attorneys and judges who work with survivors of human trafficking to develop an increased understanding of clients' needs and provide them effective representation

Hunt, G. and Koul, P. (2016), *Seeking Justice for Victims of Human Trafficking: A Practical Guide for Attorneys and Judges*, Kentucky Association of Sexual Assault Program. [Link](#).

Guiding Principles for Agencies Serving Survivors of Human Trafficking (2018)



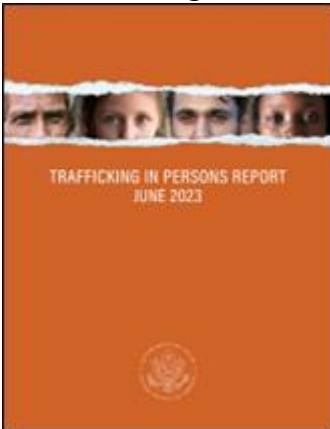
A framework to guide agencies in providing high-quality services to survivors of human trafficking. The Guide includes 15 principles with related resources and tools, including a self-evaluation for agencies.

Castellanos, M., Gilot, B., Hunt, G., Nace-DeGonda, A., and Wray, M. (2018) *Guiding Principles for Agencies Serving Survivors of Human Trafficking*, ACF HHS Southeast Regional Human Trafficking Advisory Group. [Link](#).

NATIONAL POLICY AND PRACTICE GUIDANCE RESOURCES

Many resources are available from national sources. The following resources provide important information and guidance for those engaging in anti-human trafficking work.

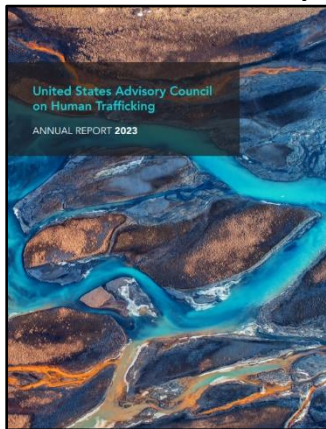
Trafficking in Persons Report (2023)



This annual report by the U.S. Dept. of State utilizes the "3P" Framework of Prevention, Protection, and Prosecution to highlight emergency anti-trafficking trends and country-specific anti-trafficking efforts through a global lens

US Department of State (2023), *2023 Trafficking in Persons Report*, Office to Monitor and Combat Trafficking in Persons, US Department of State. [Link](#).

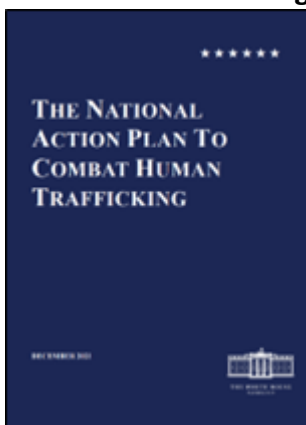
US Advisory Council on Human Trafficking Annual Report (2023)



Guidance on policy and practice from the U.S. Advisory Council on Human Trafficking, whose members are survivor leaders advising the President's Interagency Task Force to Combat Human Trafficking.

US Advisory Council on Human Trafficking (2023), *Annual Report 2023*, Office to Monitor and Combat Trafficking in Persons, US Department of State. [Link](#).

The National Action Plan to Combat Human Trafficking (2021)



A 3-year national action plan to improve anti-trafficking policies and practices through collaboration among federal agencies utilizing the "3P" Framework of Prevention, Protection, and Prosecution.

The White House (2021) *The National Action Plan to Combat Human Trafficking*. [Link](#).

Best Practices and Recommendations for States (2020)



Multi-disciplinary recommendations for states to improve efforts to combat the sex trafficking of children and youth, followed by the opportunity for states to self-assess on each of the recommendations.

The National Advisory Committee on the Sex Trafficking of Children and Youth in the United States (2020) *Best Practices and Recommendations for States*, Office on Trafficking in Persons, Administration for Children and Families. [Link](#).

Screening for Human Trafficking

The use of screening tools to identify human trafficking in Kentucky communities is invaluable to ensure survivors of trafficking are identified and able to access the specialized services available to them. Kentucky organizations utilize a variety of screening tools, based on the populations they serve and the environment in which they are working. The KY Statewide Human Trafficking Task Force advocates for the use of validated screening tools to ensure that screening utilizes tools which are evidence-based and proven effective in identifying human trafficking among the populations and within the environments in which the tool was tested and validated.

Several Kentucky Task Force member organizations utilize the VERA Screening Tool (TVIT) due to its inclusivity of labor trafficking, the availability of the tool in Spanish, the wide age range with which the tool was tested and validated (13 years and up), the section that addresses migration, and the availability of both a Short Form and Long Form, depending on the specific needs of the individual being screened.

The Kentucky Cabinet for Health and Family Services, as part of their OVC Improving Outcomes for Child and Youth Victims of Human Trafficking Project has developed, and is in the process of piloting and validating, a new screening tool that may be utilized for children 12 and under, which includes screening for labor trafficking. As of the publication of this report, existing validated tools only screen for labor trafficking down to age 13 (VERA TVIT), and sex trafficking down to age 10 (CSE-IT Tool).

VALIDATED SCREENING TOOLS

Validated Human Trafficking Screening Tools

Tool Identifier	In-Depth Screener	Short/Rapid	Demographic	Environment	Tool Available Online
Commercial Sexual Exploitation-Identification Tool (CSE-IT)		X	Ages 10-24+, sex trafficking only	Multiple settings, including child welfare, juvenile justice, schools, homeless youth shelters, healthcare, and mental health.	Yes
Human Trafficking Identification and Measurement (HTIAM-14)		X	Homeless Youth; sex trafficking and labor trafficking	Service Provider Setting	Yes
Human Trafficking Screening Tool (HTST/HTST-SF)	X	X	Ages 18-24, sex trafficking only	Runaway-Homeless Youth System settings	Yes
Quick Youth Indicators for Trafficking (QYIT)		X	Homeless Young Adults; sex trafficking and labor trafficking	Service Provider Setting	Yes
Vera Institute's Trafficking Victim Identification Tool (TVIT)	X	X	Ages 13+; sex trafficking and labor trafficking	Not specified	Yes
Short Screen for Child Sex Trafficking		X	Ages 12-18; sex trafficking only	Health care setting	Yes

Here is a list of known validated human trafficking screening tools in the United States, some of which are being used by organizations in Kentucky. Most of the screening tools are available online. For additional guidance on considerations in screening for human trafficking, please see [Section 4 of the Guiding Principles for Agencies Serving Survivors of Human Trafficking](#). The list of validated screening tools below is in Appendix B-5 of the Guiding Principles.

Kentucky State Data

DATA SUMMARY

The state of Kentucky has robust anti-trafficking training, awareness, policy, and response efforts that have continued to expand in recent years. Generally, anti-trafficking data in Kentucky is kept by individual organizations and government agencies, specific to anti-trafficking projects or timeframes. There are varying levels of transparency and accuracy in local human trafficking data. Some existing data is publicly available, other data is available upon request, while some data on anti-trafficking efforts is not readily available and may not be tracked or maintained. This report contains data that was available publicly or upon request and provided to the KY Statewide Human Trafficking Task Force Data and Research Subcommittee. Lack of availability of relevant data is a primary limitation of this report.

Key Data Sources

Crime Data Explorer	Link	Federal, State, and Local Law Enforcement Cases	2010-2022
Human Trafficking Institute	Link	Federal Prosecutions	2017-2021
Attorney General’s Annual Report to Congress on U.S. Government Activities to Combat Trafficking in Persons	Link	Federal Prosecutions	2003-2021
Kentucky State Police	Link	State and Local Arrests	2010-2022
Administrative Office of the Court	MOU	State Prosecutions	2007-2023
Human Trafficking Legal Center	Protected Drive	Civil Case Database	2007-2023
Catholic Charities of Louisville	TIMS	Specialized HT Services	2021-2022
KY Dept. of Community Based Services	Link	State Child Welfare	2021-2022
The Refuge for Women	Link	Specialized HT Services	2021-2022
Natalie’s Sister	Link	Drop-in Center	2021-2022
The Well of Lexington	E-mail	Specialized HT Services	2021-2022
Safe Passage	Link	Specialized HT Services	2021-2022

INVESTIGATION AND PROSECUTION DATA OVERVIEW

In Kentucky, most human trafficking investigations and prosecutions are done by state and local law enforcement. Federal efforts have been fewer in number, and sometimes in collaboration with local law enforcement.

Sex trafficking cases are more often investigated and prosecuted than labor trafficking cases.

Human trafficking cases can be complicated to prosecute. Not all investigations lead to prosecutions, and not all prosecutions for suspected human trafficking utilize human trafficking charges. However, data shows that since 2017, suspected human trafficking incidents are regularly reported.

Crime Data Explorer

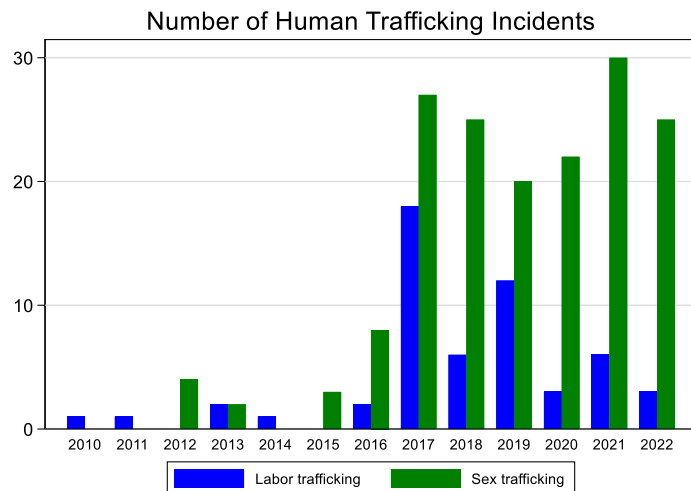
The Crime Data Explorer ([link](#)) is a data transparency tool. Law enforcement agencies report their data to the Federal Bureau of Investigation where it is made available to the general public. The data for each state includes reporting from both state and federal law enforcement agencies. Data about cases is available, including the number and demographic characteristics of offenders and victims and the location of the reported crimes. Note that prosecution and court data is not included. Reported cases have not been adjudicated.

For this report, data of reported trafficking cases in Kentucky was collected for the years 2010 to 2022 (latest available). After 2013, the coverage in Kentucky is nearly universal.

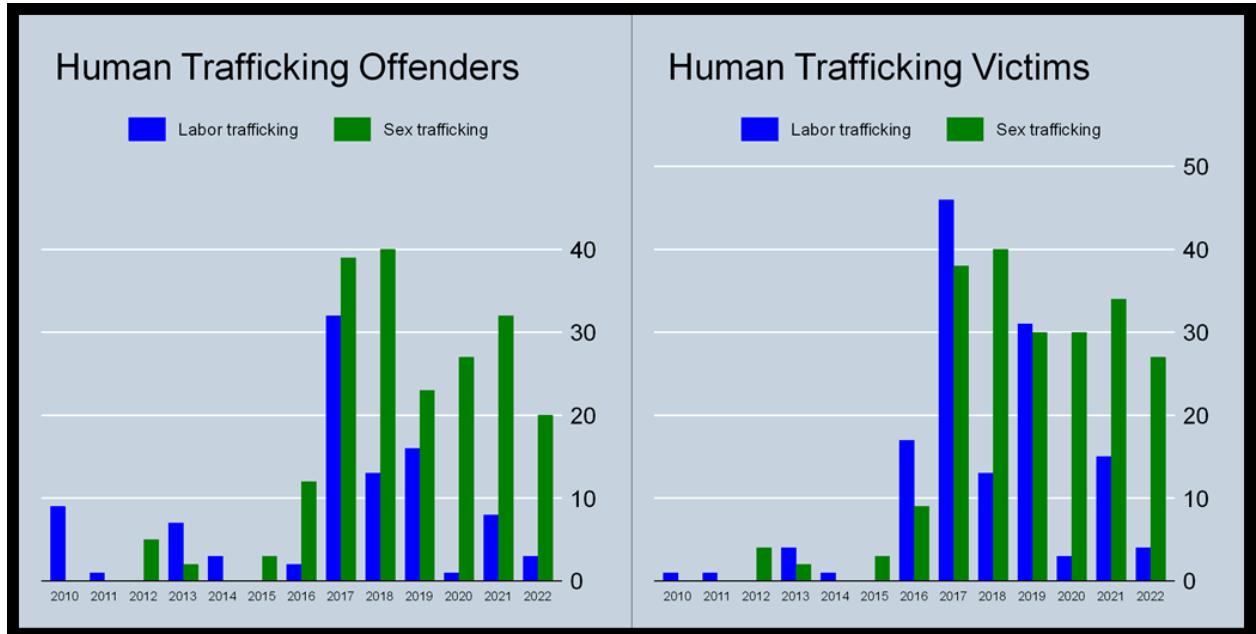
Kentucky Law Enforcement Agencies Reporting to the Crime Data Explorer, 2010-2022

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Agencies	370	378	382	397	401	427	429	437	412	412	427	427	431
Coverage	.81	.82	.83	.98	.99	.99	.99	.99	.99	.99	.99	.99	.99

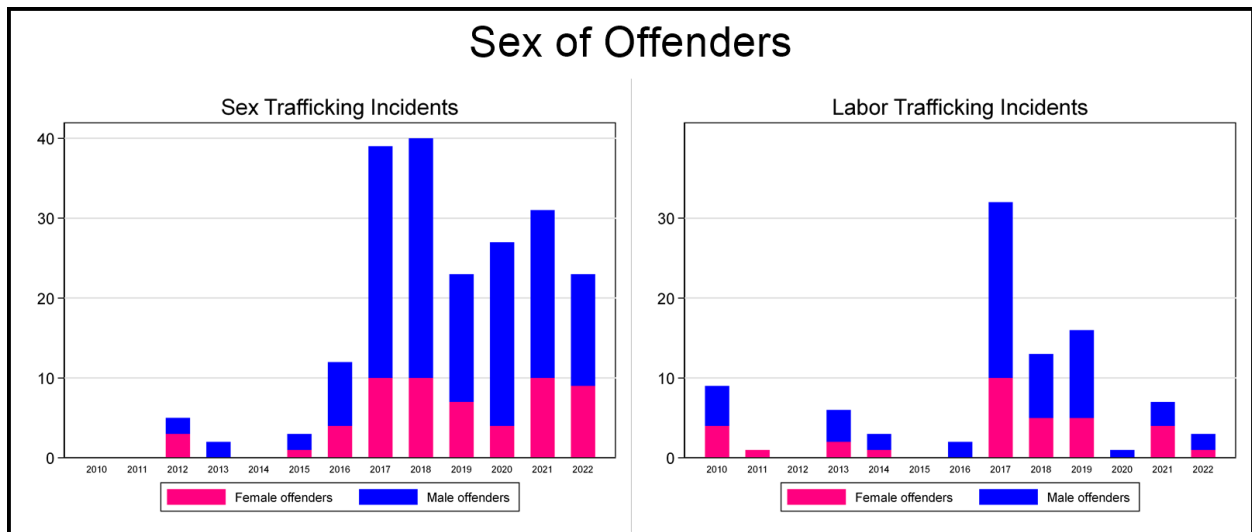
Data shows that over time, the number of reported human trafficking incidents increased significantly in 2017 after which it has plateaued. Sex trafficking incidents are more commonly reported than labor trafficking incidents. Some incidents include both labor and sex trafficking.



The numbers of reported human trafficking offenders and victims follow a similar pattern to the number of reported incidents. In general, more victims are identified than offenders. In some years more labor trafficking victims were identified than sex trafficking victims, exceeding the number of reported incidents, indicating multiple victims related to the same incident in some cases. An individual may have been identified as both a labor and sex trafficking victim.

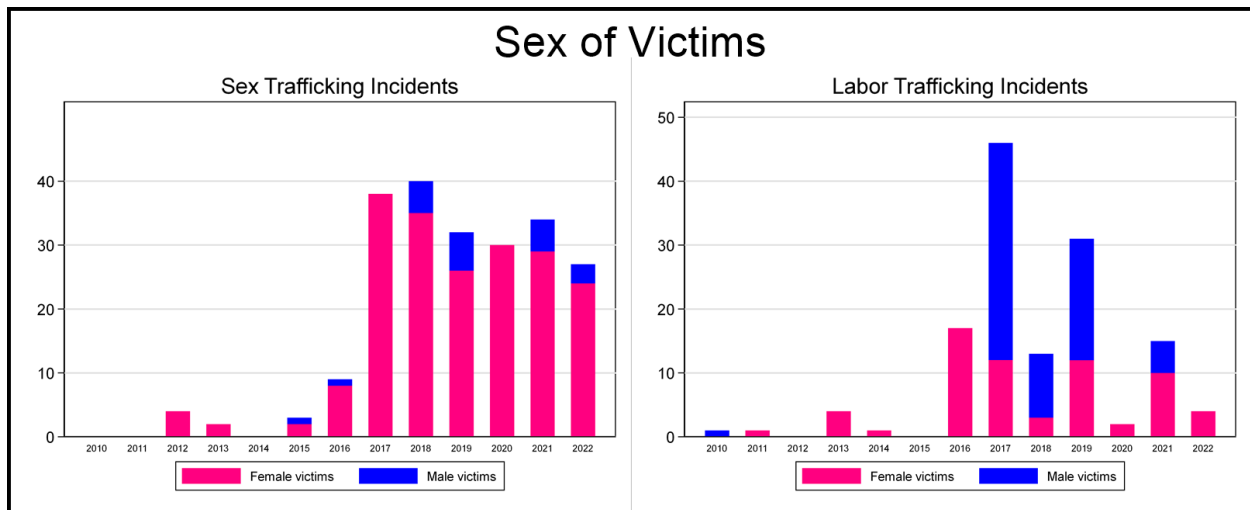


An overview of the sex of the offenders reveals that, in Kentucky, more men have been identified as perpetuating human trafficking crimes than women, though women are clearly involved in many cases. This finding applies to both sex and labor trafficking cases.

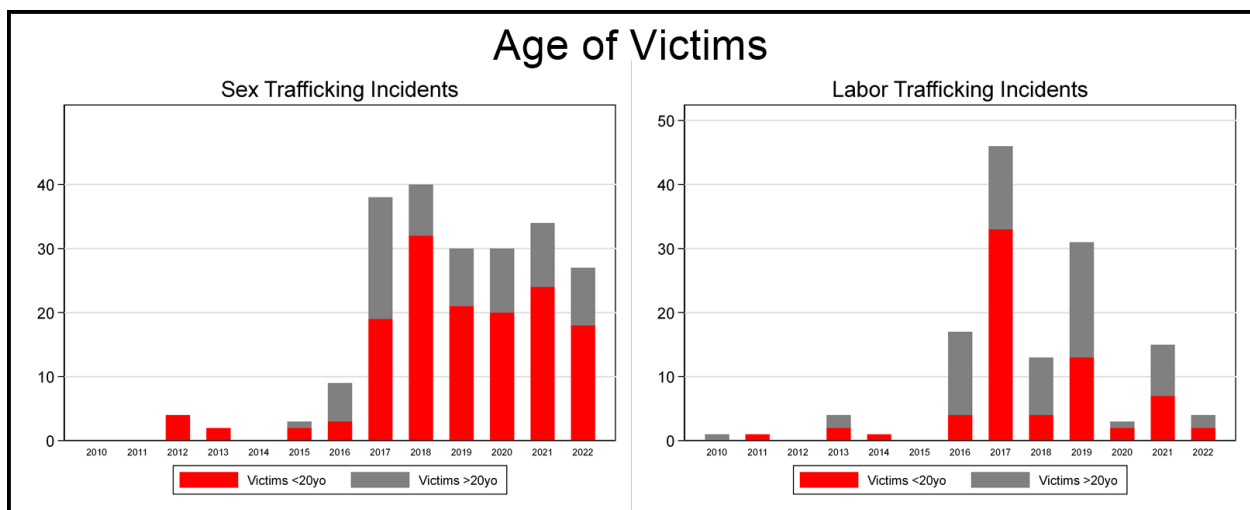


An overview of the sex of the victims reveals that in sex trafficking incidents, more women and girls have been identified as victims than men and boys. However, more men and boys were identified as victims in labor trafficking incidents. The data sources cited here utilize the language "sex of victims" and "sex of

offenders" instead of gender, therefore this report cannot accurately speak to the self-identified gender of victims or offenders, as it is not clear that self-reporting of gender is considered in the data collection process. It is for this reason that the same language is utilized in this report.



An overview of the age of the victims shows that children, youth, and young adults have been identified as victims in both sex and labor trafficking incidents, although children and youth are more represented in the data among victims of sex trafficking. In each year of reporting, with the exception of 2016, children and youth represent the majority of identified trafficking victims in sex trafficking incidents.

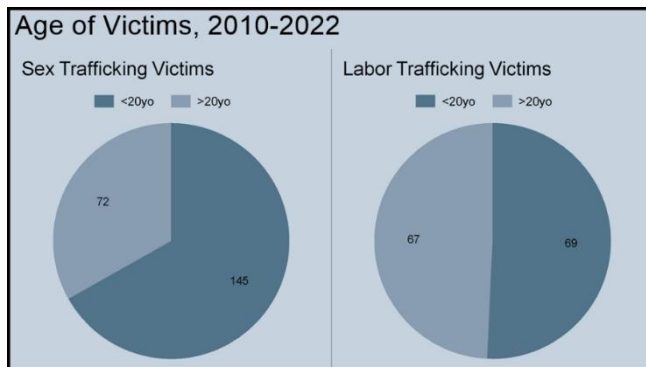


In reviewing demographic data for offenders and victims of sex or labor trafficking, it is important to consider the likely impact of training, screening, bias, and other factors influencing who is identified and reported among these incidents of labor or sex trafficking.³ Inadequate language access may also limit

³ Institute for Intergovernmental Research (2020) *10 Things Law Enforcement Executives Need to Know about Labor Trafficking*, [Link](#); see also Office for Victims of Crime, *Collecting Data to Better Understand Human Trafficking*, [Link](#).

identification of trafficking incidents; we therefore counsel law enforcement to ensure that appropriate translation services are consistently provided.⁴

The pie graph to the right summarizes the age of victims for the entire period 2010-2022 and indicates higher numbers of identified trafficking incidents involving children, youth, and young adults, especially for sex trafficking.



The graph to the bottom right summarizes the relationship between victim and offender in human trafficking cases. Three categories are shown: (1) familial, indicating that the offender was a member of the victim's family, (2) other known, indicating that the victim knew their offender (e.g., employer), or (3) stranger, indicating that the victim did not know their offender.



While "stranger danger" is not absent in human trafficking cases, including in Kentucky, this data indicates that identified victims, generally knew their perpetrator, and, in many cases, the offender was a member of the victim's family.

Data from the Crime Data Explorer should not be taken as representative of the true incidence of human trafficking in Kentucky. While the data presented here is suggestive of the scope and characteristics of law enforcement encounters with trafficking in Kentucky, further analysis of this data is warranted.

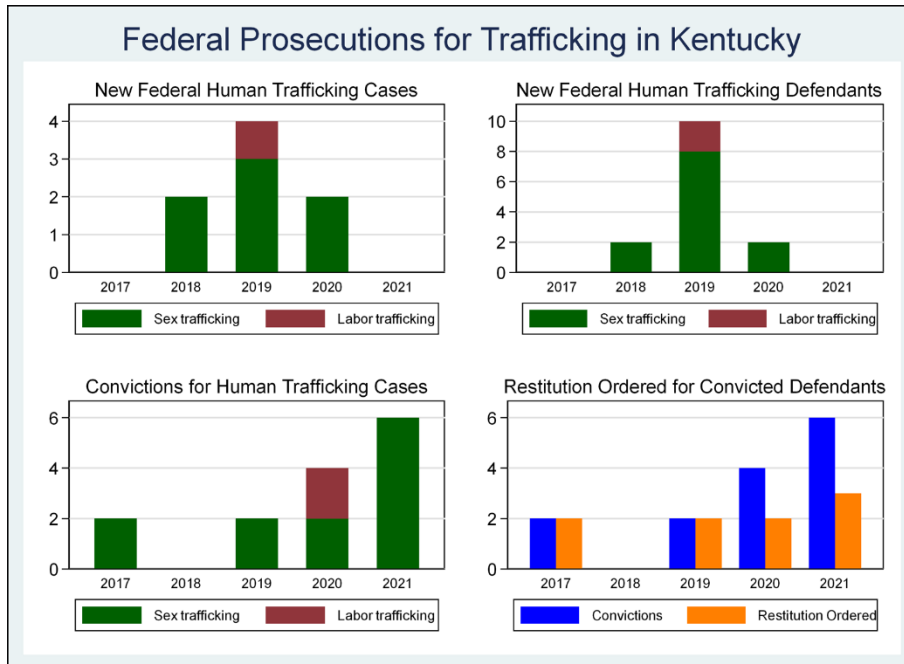
Federal Investigation and Prosecution Data

The US federal government has extended timeframes for releasing data on human trafficking. The Human Trafficking Institute collates federal data on human trafficking, with its most recent report from 2021. The US Attorney General makes an annual report to Congress about its activities to combat human trafficking, but the most recently available report is for FY2021.

United States v. Bixler (District of Kentucky). In February 2021, defendant Prince Bixler was sentenced to 36 years in prison and ordered to pay more than \$333,000 in restitution to three victims of his extensive, violent sex trafficking and drug trafficking enterprise. The defendant compelled young women struggling with drug addiction to engage in commercial sex and sell cocaine, heroin, and methamphetamines. He provided the victims with narcotics to further their addictions and to increase their dependence on him, and physically assaulted them to compel their compliance.

U.S. v. Bixler was a federal prosecution for human trafficking highlighted in the US Attorney General's 2021 report to Congress (p. 99). [Link](#).

⁴ Office for Victims of Crime, *Human Trafficking Task Force E-Guide*, [Link](#); See also Title VI of the Federal Civil Rights Act, [Link](#); Louisville Metro Government, *Language Access Ordinance*, [Link](#); International Association of Chiefs of Police (2020) *Language Access Protocol Checklist*, [Link](#); Administration for Children and Families, *SOAR E-Guide*, [Link](#)



According to the Human Trafficking Institute’s 2021 Federal Human Trafficking Report, federal law enforcement data for Kentucky shows that there were no new federal criminal human trafficking charges filed in 2021, and six defendants from previously filed human trafficking charges were convicted. Of defendants in active federal human trafficking cases in Kentucky, 91% (10 defendants) were charged with sex

trafficking, while 9% (1 defendant) involved a charge of forced labor. Restitution was ordered to be paid in half (3) of the federal human trafficking convictions in 2021.⁵

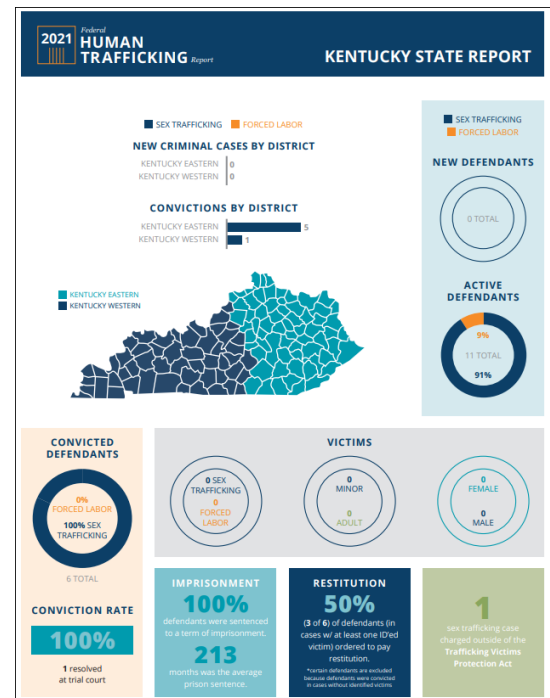
Historically, several federal human trafficking cases that have involved forced labor were charged with other offenses, such as "harboring an [immigrant] for financial gain." In *U.S. v. Zheng & Wu*, federal agents investigated suspected forced labor of foreign national workers between 2014 and 2017 at the Tokyo Dragon restaurant in Alexandria, KY. The investigation resulted in 4 criminal counts of harboring (8 U.S.C. § 1324(a)(1)(A)(iii), 8 U.S.C. §§ 1324(a)(1)(A)(v)(II) & (a)(1)(B)(i) related to different individuals working at the restaurant.⁶

U.S. v. Zheng & Wu

Yun Zheng and Yan Qui Wu owned and operated the Tokyo Dragon Buffet in Alexandria, where they employed at least four undocumented workers, who were present in the United States illegally. Zheng and Wu, a married couple, housed the workers in their own home and provided virtually all the workers' transportation, to avoid detection. While working at the restaurant, one of the workers was severely burned by hot oil, but Zheng and Wu initially refused to take him to the hospital for medical treatment because they feared he would be deported.

The Result: Zheng and Wu were sentenced to six months in prison.

Covington, KY
Department of Homeland Security and Alexandria Police Department



⁵ U.S. Department of Justice (2022), *U.S. Attorney’s Office Eastern District of Kentucky 2022 Annual Report*, pg. 21. [Link](#).

Human Trafficking Institute (2023) *2021 Kentucky State Human Trafficking Report*. [Link](#).

⁵ Human Trafficking Institute (2023) *2021 Kentucky State Human Trafficking Report*. [Link](#).

⁶ U.S. Courts (2023) Public Access to Court Electronic Records (PACER), accessed December 17, 2023. [Link](#).

Kentucky State Level Investigation and Prosecution Data

Kentucky Revised Statutes

Kentucky Revised Statutes (KRS) include seven charges specific to human trafficking (KRS 529.100, KRS 529.110). All charges are Class B-D felonies and may go up a class if there is serious physical injury or death of a victim or if the victim was a minor at the time of the offense.

Kentucky Revised Statutes Human Trafficking Charges				
KRS	Code	Description	Level	Class
529.100	40100	Human Trafficking	Felony	C
529.100	40101	Human Trafficking (serious physical injury)	Felony	B
529.100	40102	Human Trafficking (victim <18 YOA)	Felony	B
529.100	40083	Human Trafficking- Forced Labor	Felony	C
529.100	40091	Human Trafficking- Commercial Sex Activity	Felony	C
529.110	40104	Promoting Human Trafficking	Felony	D
529.110	40105	Promoting Human Trafficking (victim <18 YOA)	Felony	C
529.100	40087	Human Trafficking- Forced Labor (Victim <18 YOA)	Felony	B
529.100	40088	Human Trafficking- Forced Labor (Victim <18 YOA) Operating a Commercial Motor Vehicle	Felony	B
529.100	CSAOC	Human Trafficking- Commercial Sex Activity (Victim <18 YOA) Operating a Commercial Motor Vehicle	Felony	B
620.030	02819	Failure to report victim of human trafficking (first offense)	Misdem.	B

Source: Kentucky State Police (2020), Kentucky Uniform Crime Reporting Codes. [Link](#).

Kentucky State Police

The Kentucky State Police (KSP) collects and reports on arrest data from all local law enforcement agencies in Kentucky through Kentucky's Uniform Crime Reporting (UCR) System. KSP's *Crime in Kentucky Report* ([link](#)) has included human trafficking arrest information since 2016, although human trafficking data has been collected through KSP since 2010. Human trafficking crimes are included among Group A Offenses, considered the most serious crimes in Kentucky. Law enforcement agencies reporting through UCR include Kentucky State Police posts, local police departments, the Kentucky Office of the Attorney General, Alcohol and Beverage Control, school police departments, and airport police, among others.

Former Campbell County District Judge Tim Nolan sentenced to 20 years on human trafficking charges

May 4th, 2018

Attorney General Andy Beshear today announced that former Campbell County District Judge Timothy Nolan was sentenced to 20 years in prison after pleading guilty to numerous charges related to human trafficking.

Prosecutors from Beshear's Special Prosecutions Division accepted a guilty plea from Nolan Feb. 9 on 21 counts, including human trafficking of adults, promoting human trafficking of minors and unlawful transaction with minors, against 19 victims. At that time, prosecutors' recommended sentences totaling 20 years in prison.

As part of his plea agreement, Nolan will pay \$110,000 in asset forfeiture and to the Human Trafficking Victims Fund – within the executive branch's Justice and Public Safety Cabinet – which was established in 2013.

Nolan paid \$10,000 to the victims fund and \$40,000 in asset forfeiture today. He is to pay an additional \$60,000 in asset forfeiture.

Nolan, 71, of California, Ky., a former local school board member, was originally charged in a criminal complaint by the Campbell County Police Department for crimes that occurred between 2010 and 2017.


That complaint alleged that Nolan committed human trafficking with a minor by subjecting a child under age 18 to engaging in commercial sexual activity.

He was later indicted on 28 felony counts and two misdemeanor counts.

"The punishment in this case does not undo the trauma inflicted on the victims, but it brings closure and some justice," Beshear said. "I want to thank the Campbell County Police Department and our special prosecutions team for working this case."

Nolan is subject to lifetime sex offender registration.

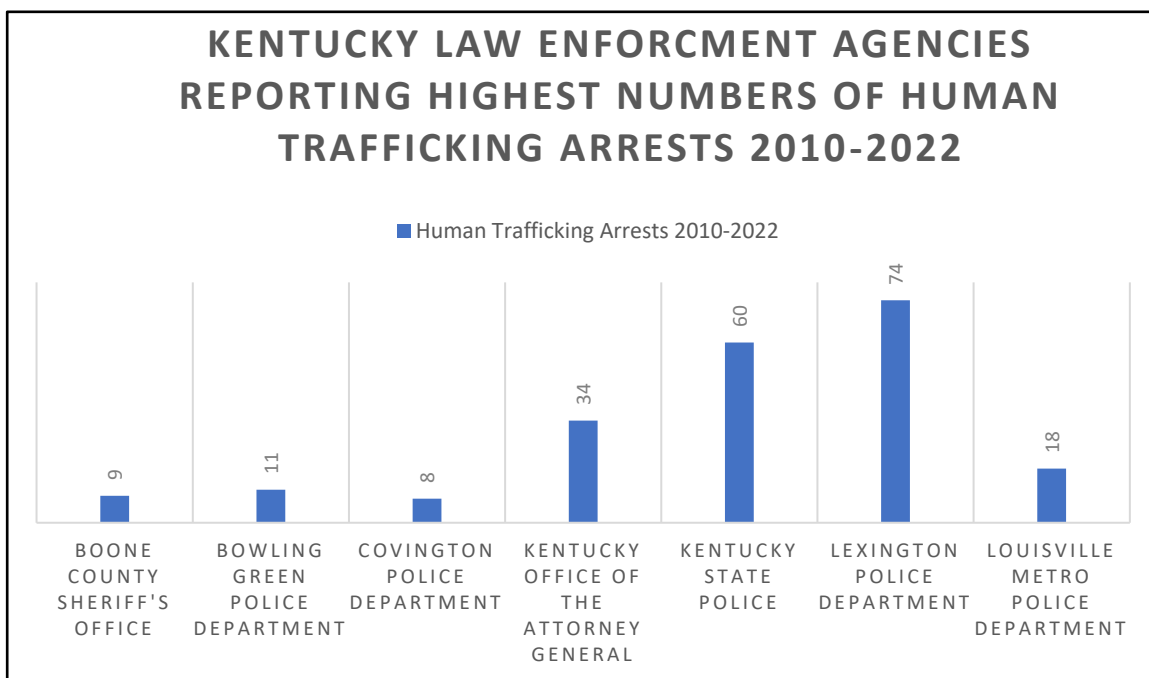
A core mission of Beshear's is to bring justice to victims of rape, sexual assault and human trafficking.



Northern Kentucky Tribune (2018) "Former Campbell County District Judge Tim Nolan sentences to 20 years on human trafficking charges," May 4, 2018. [Link](#).

As is visible in the data from the Crime Data Explorer described above, human trafficking arrests remained low for several years after initial passage of Kentucky's state human trafficking legislation in 2008. In 2013, renewed efforts were made to engage stakeholders statewide to improve Kentucky's human trafficking laws. Kentucky's Human Trafficking Victim's Rights Act was passed in 2013, which may be connected to the significant increase in human trafficking arrests in subsequent years, as there was targeted training for law enforcement and other stakeholders following passage of the 2013 law. The Kentucky Office of the Attorney General (KYOAG) reports their first human trafficking arrests in 2016, with 34 total arrests through 2022, perhaps reflecting outcomes of the BJA Enhanced Collaborative Model grant received by the KYOAG in 2017, which supported collaboration among agencies, targeted training for law enforcement, and increased investigations and prosecutions.

Since 2010, KSP data shows that the highest number of human trafficking arrests were reported by the Lexington Police Department (74), followed by Kentucky State Police (all posts) with 60 arrests, and the Kentucky Office of the Attorney General who has reported 34 arrests statewide, and Louisville Metro Police Department with 18 arrests.⁷ The Lexington Police Department began requiring human trafficking training in annual roll call training in 2008 and was the first local Kentucky law enforcement agency to have a dedicated detective for human trafficking cases, which may have directly impacted the high number of human trafficking arrests by the Lexington Police Department.



Circuit Court Data

The Administrative Office of the Court collects and reports prosecution data from District and Circuit courts throughout Kentucky. Kentucky Revised Statutes (KRS) include seven charges specific to human trafficking (KRS 529.100, KRS 529.110). All charges are Class B-D felonies and may go up a class if there is

⁷ Kentucky State Police (2023) Human Trafficking Arrest Data (2010-2022) E-mailed to Marissa Castellanos by Kentucky State Police Staff.

serious physical injury or death of a victim or if the victim was a minor at the time of the offense. As such, indictments are made in District Courts and charges are disposed of in Circuit Courts.

The Administrative Office of the Courts provided Glenn Harden, Chair of the Kentucky Human Trafficking Task Force Data Working Group, data on statewide human trafficking charges within cases filed since calendar year 2007 through 15 September 2023 under Memorandum of Understanding 2023-683.

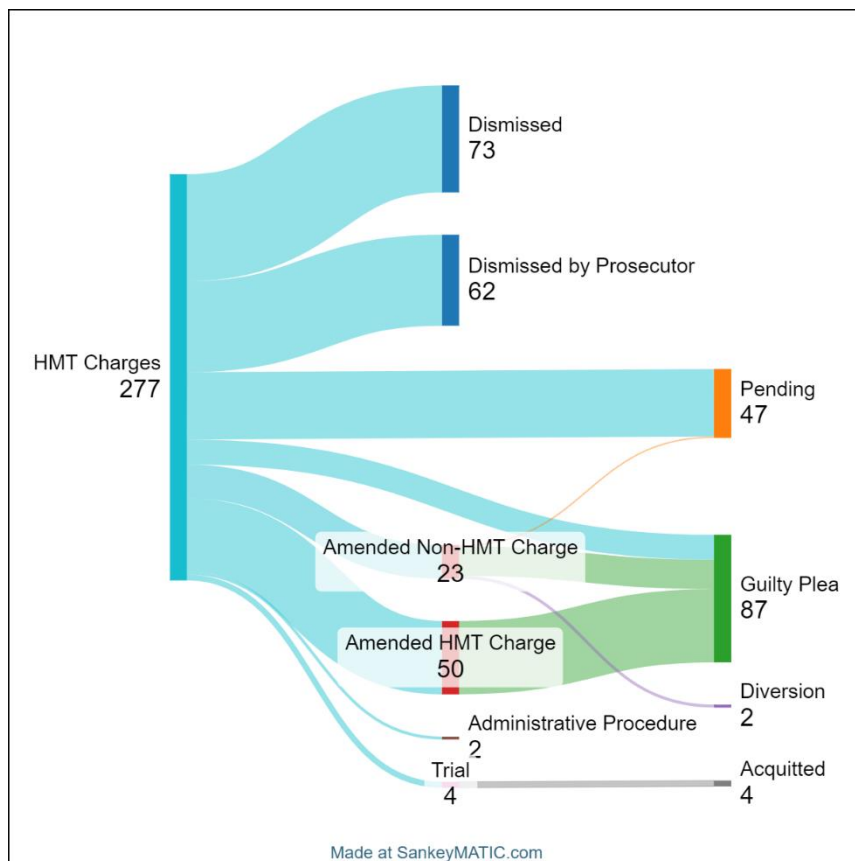
This Sankey diagram shows the disposition of all 277 human trafficking charges in Circuit Courts from 1 January 2007 through 15 September 2023. All defendants found guilty in the Circuit Courts occurred through guilty plea bargains. In this period, only one Circuit Court trial occurred, and the defendants were acquitted on all charges. Many charges were dismissed or amended in order to attain guilty pleas.

The chart shows the critical role that plea bargaining plays in securing convictions. Prosecutors dismiss charges in the process of securing guilty pleas, and most guilty pleas are made on amended charges.

Note that 23 of the guilty pleas were made when the charges were amended to non-human trafficking charges, which indicates that, in some cases, prosecutors choose to use alternative charges in order to secure convictions.

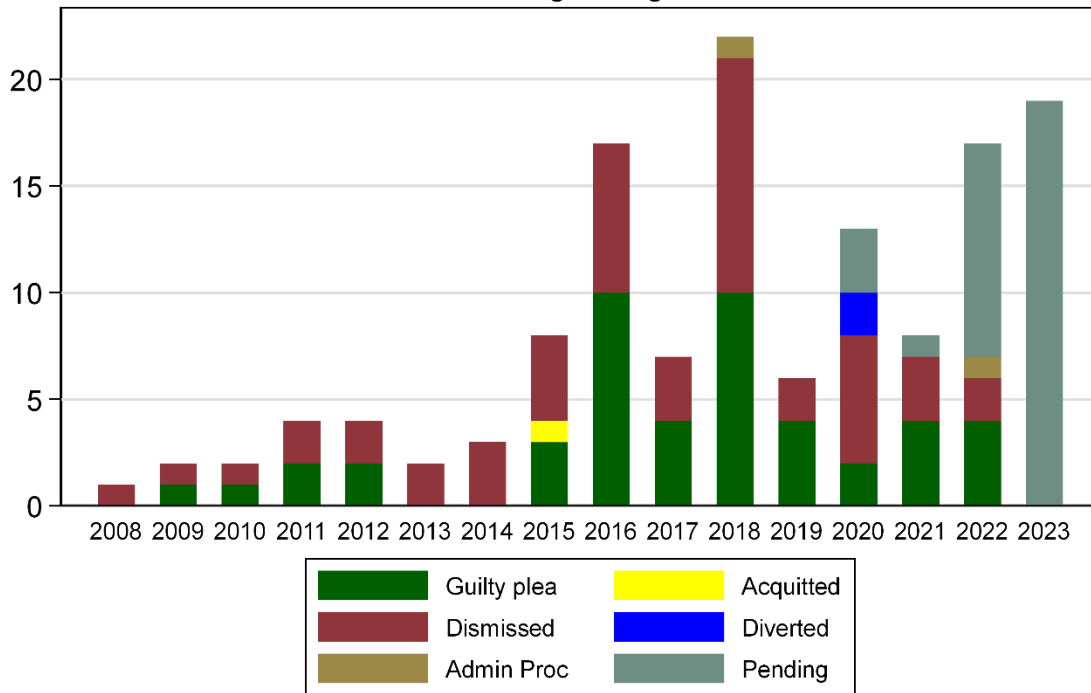
"Administrative procedure" means a warrant or summons issued on indictment was not served within 60 days and the case was closed.

An examination of the outcomes of Circuit Court cases by year of initiation follows the general pattern outlined in the Crime Data Explorer, but it is clear that fewer cases are prosecuted than the number of incidents reported. Why this is so is not immediately apparent, but suggests various possibilities, including (1) that investigations reveal that crimes are misidentified as human trafficking incidents, (2) that prosecutors do not believe they have sufficient evidence to secure a guilty plea or conviction on a human trafficking charge, (3) that prosecutors lack resources to investigate or prosecute human trafficking cases, (4) lack of familiarity or precedent in prosecuting human trafficking charges, (5) lack of training related to human trafficking. Previous studies have shown that lack of victim cooperation can

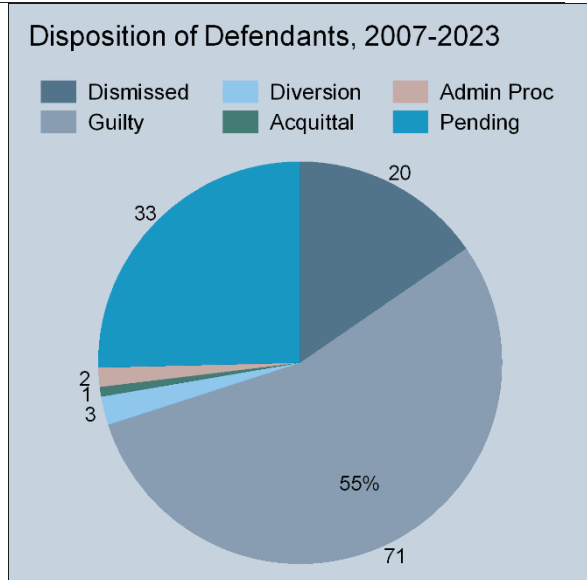


hinder prosecutions.⁸ The graph below also shows that it takes time for human trafficking cases to work their way through the Circuit Courts. Some cases from 2020 were still pending as of September 2023.

Case Outcomes by Year Initiated
with Human Trafficking Charges in Circuit Court



An examination of the disposition for all defendants in cases from 2007 to 9/15/2023 which included human trafficking charges, shows that 55% ($n=71$) pled guilty to a human trafficking charge or its amendment. Like other charges in the criminal justice system, the majority of cases are decided by plea bargains or are dismissed. Diversions are seldom used in cases with human trafficking charges, and when they are used, the charges have been amended to non-human trafficking charges. As noted above, only one case involving human trafficking charges has gone to trial in Kentucky, and in that case, the defendant was acquitted on the charges.

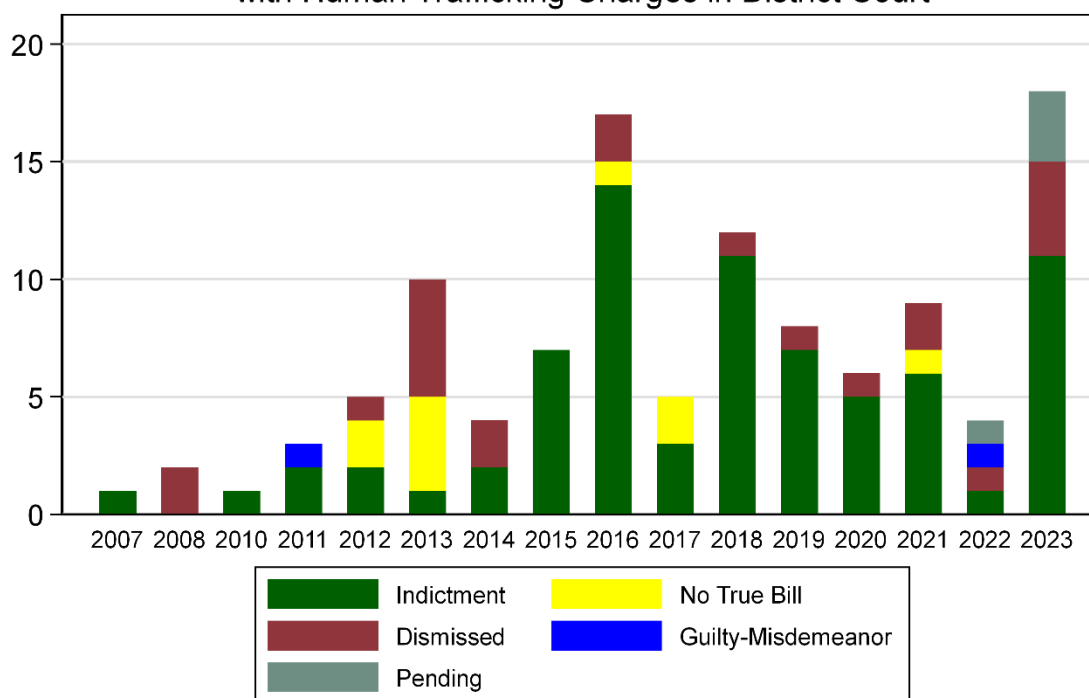


⁸ For example, Farrell, Amy, Monica J. DeLateur, Colleen Owens, and Stephanie Fahy (2016) "The Prosecution of State-Level Human Trafficking Cases in the United States" *The Anti-Trafficking Review*. [Link](#).

District Court Data

In Kentucky, District Courts are primarily used to bring indictments for human trafficking. As almost all human trafficking charges are felonies, they are adjudicated in Circuit Courts. In most cases since 2015, Grand Juries have brought indictments, however, sometimes charges are dismissed or Grand Juries fail to bring an indictment. Some anti-trafficking advocates have identified that the failure of a Grand Jury to bring an indictment or to deliver a guilty verdict could be the result of a poorly educated jury about the true nature of human trafficking. For example, anti-trafficking advocates have expressed concerns that some films, media coverage, and awareness campaigns contain misinformation about human trafficking or portray a narrow and sensationalist view of human trafficking that "can obscure juries' perception of what trafficking looks like when these cases are actually brought to court."⁹

Case Outcomes by Year Initiated with Human Trafficking Charges in District Court



⁹ Dickson, EJ (July 12 2023) "Why Anti-Trafficking Experts are Torching 'Sound of Freedom'" *Rolling Stone*. [Link](#). See also Stevens, Kay Lynn, Dara Mojtahedi, and Adam Austin (2023) "Juror Decision-Making within Domestic Sex Trafficking Cases: Do Pre-trial Attitudes, Gender, Culture and Right-Wing Authoritarianism Predict Believability Assessments?" *Journal of Criminal Psychology*. [Link](#).

Proactive Law Enforcement Actions

Kentucky law enforcement and federal agencies have utilized proactive law enforcement actions (also known as operations, stings, raids, or details) on multiple occasions in the years since the passage of the federal TVPA (2000) and Kentucky's initial state-level human trafficking statutes (2008). Some operations have been part of larger multi-state efforts, while others have been limited to Kentucky. Many proactive law enforcement actions have been "demand reduction" activities, utilized to deter individuals from providing or purchasing commercial sexual activities. Operations may be cited by law enforcement or the media as "human trafficking operations," though human trafficking charges may not be utilized, or are minimally utilized. Operations have targeted online ads, responses to online ads, or suspected or identified victims of trafficking. Proactive law enforcement actions in Kentucky have targeted both labor trafficking and sex trafficking.¹⁰ The first federal sex trafficking investigation and prosecution in Kentucky resulted from an extensive law enforcement investigation and subsequent raid, resulting in multiple arrests, and the identification of at least one victim.¹¹

On September 1, 2021, a multi-state human trafficking law enforcement operation known as "Operation United Front" involved proactive law enforcement actions in twelve states, including Kentucky. According to law enforcement statements and subsequent press coverage, the multi-state operation resulted in "102 arrests and the rescue of 47 victims and sex workers, including 2 minor victims," with the majority of arrests (46) and identified victims (21) occurring in four Kentucky locations (Northern Kentucky, Bowling Green, Elizabethtown, McCracken County).¹² Among the Kentucky arrests one individual, Christopher Terry, was charged with a human trafficking offense. Other charges related to the Kentucky arrests included promoting prostitution (2), use of a minor in a sexual performance (1), prostitution/solicitation (39), and various drug possession charges. According to Kentucky State Police records, a total of 6 individuals were ultimately arrested in Kentucky as a result of Operation United Front, while 37 individuals were cited, primarily for charges related to prostitution (solicitation).¹³

In September 2017, the Kentucky Office of the Attorney General planned a law enforcement action resulting from a report of a minor being advertised online for commercial sexual activities. After further investigation in other Kentucky towns, the minor was identified, resulting in the arrest and federal prosecution of Silky Clark on sex trafficking and production of child pornography charges. The prosecution resulted in a sentence of 22 years in federal prison. Clark was also ordered to pay \$61,500 in restitution.¹⁴

¹⁰ Dean, Kelly (2021) "Operation United Front human trafficking sting leads to Bowling Green arrests," *ABC13 WBKO News*, September 1, 2021, ([link](#)); Scherker, Amanda (2013) "Subway Owners Arrested After Human Trafficking Investigations," *Huffington Post*, Nov. 21, 2013 ([link](#)); WDRB (2018) "LaGrange Chinese restaurant owner says 5 of her workers were taken by ICE after raid," *WDRB News*, Jan. 18, 2018 ([link](#)); Soodalter, Ron (2013) "Freedom Fight," *Kentucky Monthly Magazine*, July 22, 2013 ([link](#)); Johnson, Stephan (2019) "Undercover sex trafficking sting by LMPD leads to 4 arrests," May 7, 2019, *WDRB* ([link](#)); Beane, Darby (2023) "Bardstown police say human trafficking arrests part of year-long investigation into illicit massage industry," *WDRB*, Feb. 9, 2023 ([link](#)).

¹¹ Soodalter, Ron (2013) "Freedom Fight," *Kentucky Monthly Magazine*, July 22, 2013 ([link](#)); Federal Bureau of Investigation Louisville Division (2012) "Leader of Sex Trafficking Conspiracy Sentenced 180 Months," Press Release, July 25, 2012 ([link](#)).

¹² PR Newswire (2021) "Operation United Front: DeliverFund announces 102 arrests and 47 victims rescued from Missouri-led multi-state human trafficking operation," *PR Newswire*, Sept. 1, 2021 ([link](#)). Kobin, Billy (2021) "Kentucky law enforcement rescues 21 human trafficking victims as part of multistate effort," *Courier Journal*, Sept. 1, 2021, ([link](#)).

¹³ State of Kentucky (2021) "Operation United Front Arrests and Citations," Kentucky State Police data, ([link](#)).

¹⁴ Latek, Tom (2019), "Louisville man gets hefty sentence for human trafficking," *Kentucky Today*, October 9, 2019 ([link](#)).

Guidance and recommendations for proactive law enforcement operations highlight the importance of not re-victimizing victims during raids. These operations work best when victims are suspected or identified prior to the operation and social service support is immediately available. Arresting victims during raids, even temporarily, can traumatize victims and survivors and undermine the trust that is critical for successful victim cooperation in prosecution efforts. Law enforcement is encouraged to consult the following resources before proactive operations:

Guidance and Recommendations for Law Enforcement

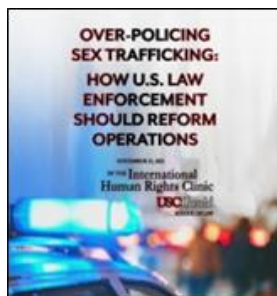
Development and Operations Roadmap (2020)



Provides guidance to assess and plan multi-disciplinary human trafficking task force development, including effective approaches to law enforcement actions.

International Association of Chiefs of Police (2020), *Development and Operations Roadmap*. [Link](#).

Over-Policing Sex Trafficking: How U.S. Law Enforcement Should Reform Operations (2021)



This report examines the efficacy of anti-sex trafficking law enforcement operations, centering the perspectives of individuals with lived experience of sex trafficking.

USC Gould International Human Rights Clinic (2021), *Over-Policing Sex Trafficking: How U.S. Law Enforcement Should Reform Operations*. [Link](#).

The U.S. Department of Justice (USDOJ) funds Enhanced Collaborative Model (ECM) Task Forces which require coordination between law enforcement and specialized service providers as they implement the task force model utilizing approaches that are victim-centered, trauma-informed, survivor-informed, and proactive.¹⁵ A 2022 Urban Institute study evaluating ECM task forces found that half of ECM task forces indicated that they may arrest a survivor as part of an investigation.¹⁶ The USDOJ clearly states in the *OVC FY2023 Enhanced Collaborative Model Task Force to Combat Human Trafficking* solicitation:

ECM funding does not support efforts or operations that are counter to a victim-centered and trauma-informed approach. For example, approaches that do not align with the ECM model include those that target—

- The purchases or commercial sex that fail to result in the identification of one or more actual victims of human trafficking prior to an operation OR otherwise fail to involve a connection to one or more actual victims.
- Individuals engaged in commercial sex for arrest as a means for identifying victims of trafficking. Such efforts may compromise victim safety by failing to properly screen for sex trafficking victimization and may result in the arrest of victims of sex trafficking.¹⁷

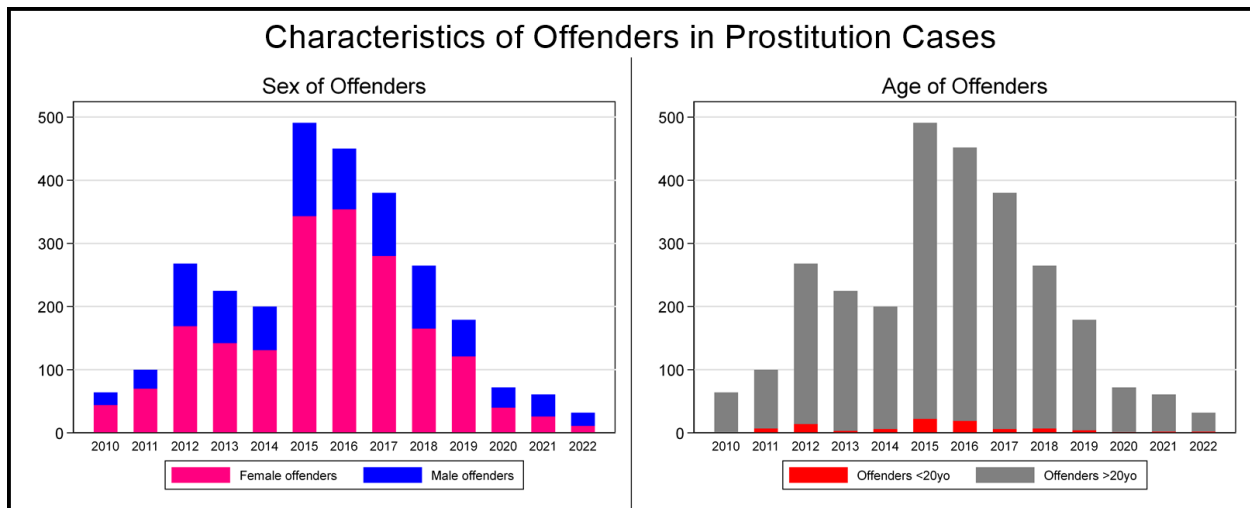
¹⁵ U.S. Department of Justice (2023) *OVC FY 2023 Enhanced Collaborative Model (ECM) Task Force to Combat Human Trafficking Solicitation*, pgs. 10-11, [Link](#).

¹⁶ The Urban Institute (2022) *Findings from an Evaluation of the Enhanced Collaborative Model Task Forces to Combat Human Trafficking*, [Link](#).

¹⁷ Ibid.

Prostitution Charges

Scholars and anti-trafficking advocates have long been concerned that individuals engaged in the sex trades may be trafficked or otherwise exploited and should not be targeted in law enforcement actions.¹⁸ The Crime Data Explorer does not differentiate whether prostitution charges in Kentucky target buyers or sellers of sex, but the data does reveal a dramatic decrease in the numbers of prostitution charges over time. For the time period from 2010 to 2022, the high point was 2015 with nearly 500 prostitution charges, and of these a large majority targeted females who are more likely to be selling sex. But these numbers steadily declined so that 2022 had the fewest number of prostitution charges. Moreover, in 2021 men outnumbered women listed as offenders among prostitution charges for the first time, a trend that continued in 2022.



Similarly, arrests of youth for prostitution offenses may be harming victims of sex trafficking. While charges against individuals under the age of 20 have continued through 2022, the number of charges has decreased from a high point in 2015.

These graphs suggest that in recent years law enforcement in Kentucky has, to some extent, shifted their focus on pursuing those who buy sex rather than on those who sell sex, though this data deserves further analysis.

It should be noted that the language in this report mirrors the language in the data related to "offenders" and "prostitution," to describe the charges as listed in the data reports, so as to accurately reflect the data that was collected.

¹⁸ For example, see Auguston, Danielle (2016) "Protecting Human Trafficking Victims from Criminal Liability—A Legislative Approach" *Georgetown Journal of Gender and the Law* 17; Boggiani, Michele (2015-16) "When Is a Trafficking Victim a Trafficking Victim? Anti-Prostitution Statutes and Victim Protect" *Cleveland State Law Review* 64; National Survivor Network (2023) *Re-Centering Sex Worker Safety in Anti-Trafficking Work: Perspectives from the Field*, [Link](#); and Dempsey, Michelle Madden (2015) "Decriminalizing Victims of Sex Trafficking" *American Criminal Law Review* 52.

CIVIL LEGAL CASE DATA

There have been seven civil human trafficking cases filed in Kentucky’s Federal District Courts, the first dating back to 2004. The majority of civil cases have involved forced labor in agriculture involving individuals with H-2A visas. These cases involve a total of 23 known plaintiffs. Three of the civil cases involve more than one plaintiff, with the highest number of plaintiffs in one case being nine, followed by a case with eight plaintiffs. Six of the seven cases involved plaintiffs who either had limited English proficiency, only spoke a language other than English, or for whom English was not their first language.

Federal Human Trafficking Civil Cases in Kentucky¹⁹

Case Name	Date Filed	Case Type	Jurisdiction	Status	Notes
<i>Cruz v. Toliver et al.</i>	12/3/2004	Domestic Servitude	Western District of KY	Judgement for plaintiff granted in the amount of \$68,318; affirmed on appeal 11/2/07.	
<i>Sanchez v. Williams</i>	4/2/2010	Forced Labor (agriculture-tobacco)	Eastern District of KY	Settled 5/20/2011; case dismissed with prejudice.	Plaintiff had H-2A visa
<i>Riggs v. Hull</i>	12/24/2013	Sex (pled as forced labor)	Western District of KY	Judgement for plaintiff granted in the amount of \$8,023 (\$1,450 in damages and \$6,573 in attorney’s fees).	Corporate defendant
<i>Chigangu v. Ndusha</i>	2/24/2014	Domestic Servitude	Eastern District of KY	Settled 3/14/2016; defendant agreed to pay \$69,000 to plaintiff; case dismissed without prejudice.	
<i>Cruz-Cruz et al. v. McKenzie Farms et al.</i>	5/28/2015	Forced Labor (agriculture-tobacco)	Eastern District of KY	Settled 9/5/2017.	8 Plaintiffs with H-2A visas
<i>Guitierrez-Morales v. Planck</i>	5/28/2015	Forced Labor (agriculture-tobacco)	Eastern District of KY	Settled 3/7/17; defendant agreed to pay \$10,800 to plaintiffs (split among plaintiffs) plus legal fees; case dismissed with prejudice.	9 Plaintiffs with H-2A visas
<i>Bernal et al. v. Coleman et al.</i>	7/12/2018	Forced Labor (agriculture-tobacco)	Western District of KY	Settled 9/4/19; case dismissed without prejudice.	2 Plaintiffs with H-2A visas

¹⁹Human Trafficking Legal Center (2023) Federal Civil Trafficking Case Database, accessed October 5, 2023; U.S. Courts (2023) Public Access to Court Electronic Records (PACER), accessed December 15, 2023, ([link](#)).

Five of Kentucky’s civil cases occurred in the central part of the state, including cases filed in Lexington, Louisville, Richmond, Stamping Ground, and Nicholas County (town not identified). The southernmost case in the state was located in Adairville, while the westernmost case occurred in Paducah. The civil cases involving forced labor in agriculture were in Adairville, Stamping Ground, Richmond, and Nicholas County, while the force labor in domestic servitude cases were in Lexington and Paducah, both urban areas. The sex trafficking case occurred in Jefferson County, just outside of Louisville.

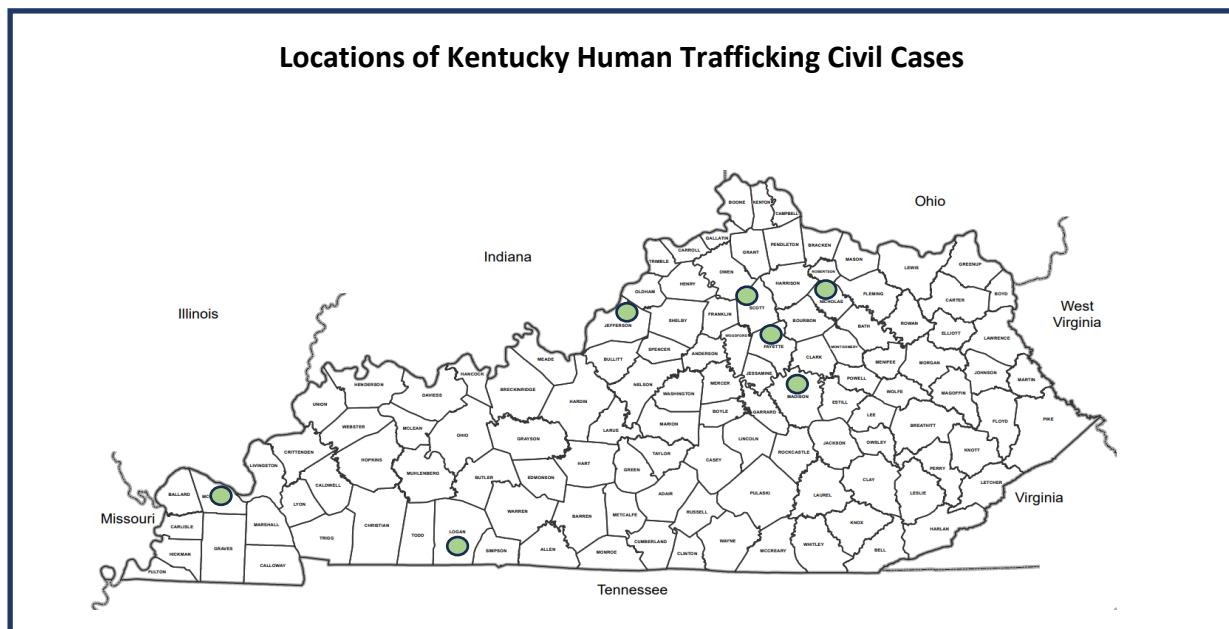


Image Source: Kentucky Transportation Cabinet, Kentucky Counties Map, 2023 (case locations added for this report)

The plaintiffs in these civil legal cases were represented by both non-profit legal service providers and law firms who provided pro bono legal services. The plaintiffs who had limited English proficiency were represented by attorneys with bilingual staff who could speak the preferred language of the plaintiff or utilized qualified interpreters provided by the law firm or non-profit organization throughout the case. Five of the civil cases resulted in settlement agreements, while two cases resulted in judgements for the plaintiffs.

SERVICES DATA

Services for survivors of human trafficking in Kentucky are available through specialized human trafficking service providers and through service providers for intersecting issues and populations at risk for trafficking. Some providers have funding specifically for services to survivors of trafficking, while others provide services through funding for individuals experiencing homelessness, immigrant and refugee services, domestic violence, sexual assault, substance use, child abuse and neglect, and other populations or issues.

Specialized Resources for Service Providers

The following resources are recommended for organizations providing survivor care:

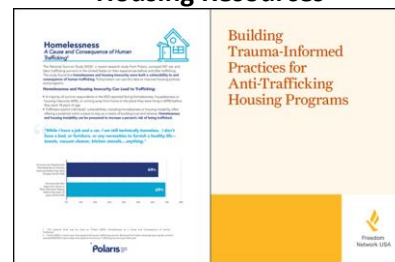
In Harm's Way: How Systems Fail Human Trafficking Survivors (2023)



Analysis of information gathered in the first National Survivor Study designed to highlight the experiences and needs of human trafficking survivors in order to develop effective strategies to support survivors.

Polaris (2023) *In Harm's Way: How Systems Fail Human Trafficking Survivors: Survey Results from the First National Survivor Survey.* [Link.](#)

Housing Resources



Polaris (2023) *Homelessness: A Cause and Consequence of Human Trafficking.* [Link.](#)

Freedom Network USA (2022) *Building Trauma-Informed Practices for Anti-Trafficking Housing Programs.* [Link.](#)

Human Trafficking Service Providers

Kentucky currently has several human trafficking specialized service providers, including residential services, drop-in centers, comprehensive services, and child-specific services. Some service providers maintain data specific to services provided to survivors of human trafficking, while others only offer more general data on overall services to individuals engaged in the sex trades or individuals with substance use disorder. The data table below provides data for 2021 and 2022, the most recent data available at the time of this report. Several qualifiers are discussed related to the data for each service provider, including the numbers of labor trafficking survivors, foreign nationals, and minors served, when that data is available. The subsets are included in the overall numbers for each year as well.

2021-22 Human Trafficking Specialized Services Data			
Data Source	Type of Data	2021	2022
Catholic Charities of Louisville ²⁰	Statewide Human Trafficking Specialized Services Data	85 survivors served (37-sex, 38-labor, 10-both) **40 foreign national survivors**	
Kentucky Cabinet for Health and Family Services ²¹	Statewide Child Welfare Data	312 reports <i>3-labor</i>	344 reports <i>12-labor</i>
The Well of Lexington ²²	Lexington area Residential Specialized Services Data for Female-Identifying Survivors of Sex Trafficking	4 survivors served through residential housing services	9 survivors served through residential housing services
Refuge for Women ²³	Data for Residential Services to Women who Experienced Sexual Exploitation or Sex Trafficking	73- emergency housing; 7- long term and transitional housing	37- emergency housing; 16- long term and transitional housing
Natalie's Sisters ²⁴	Data for Drop-In Center Services to Women who Experienced Sexual Exploitation or Sex Trafficking	400+	500+
Safe Passage ²⁵	Mentorship and Support Services for Minors	17 youth	14 youth

Catholic Charities of Louisville (CCL) is the only comprehensive service provider in Kentucky providing specialized services for adults or children who have experienced sex trafficking or labor trafficking, including individuals of any gender or nationality. CCL has provided services to more than 450 survivors of human trafficking since the human trafficking program, now known as the Bakhita Empowerment Initiative (BEI), was founded in 2008. From 2021-2022 CCL provided services to 85 (non-duplicative) survivors, of whom 37 experienced sex trafficking, 38 labor trafficking, and 10 both sex and labor

²⁰ Catholic Charities of Louisville (2020-2022) OVC Victim Services Data.

²¹ Kentucky Cabinet for Health and Family Services (2022) CHFS Child Trafficking in Kentucky Report to the Legislature, available online at:

²² The Well of Lexington (2022) E-mail received from The Well of Lexington on July 11, 2023, 2022 program data

²³ Refuge for Women (2022) *Annual Report 2021* ([link](#)) and *Annual Report 2022* ([link](#)); Nikki Instone, e-mail message to Marissa Castellanos, August 8, 2023.

²⁴ Natalie's Sisters (Jan 1, 2023) *E-News 2022 Recap* ([link](#)) and Natalie's Sisters (Jan. 2, 2022) *January E-News Annual Report* ([link](#))

²⁵ Safe Passage (2022) *2021 Annual Report* ([link](#)); Safe Passage (2023) *2022 Annual Report* ([link](#)).

trafficking.²⁶ This includes services for 40 survivors who are foreign nationals, from eight different countries, not including the United States.²⁷ Survivors who identified as having limited English proficiency (LEP) or identified a preferred language other than English were provided language accessible services. Language access was provided by CCL through bilingual staff and certified in-person or remote interpreters on at least 629 occasions during this two-year period.²⁸ Among the individuals served by CCL from 2021-2022, 51% identified as female and 49% identified as male.²⁹ Four individuals identified as LGBTQ.³⁰ CCL is currently the only comprehensive and specialized service provider in Kentucky for survivors of labor trafficking.

Over the two-year period from 2021-2022, CCL BEI provided direct services to survivors of trafficking through four primary federally funded projects, all within the U.S. Department of Justice, including the Office for Victims of Crime (OVC) and the Victims of Crime Act (VOCA). OVC funding supported comprehensive services, specialized services to foreign national survivors of trafficking, and long-term independent housing. VOCA funding supported shorter-term services, such as independent housing, language access, transportation, food, crisis intervention and case management, primarily for domestic survivors of trafficking in Central and Western KY, as well as some survivors statewide. In 2021, The VERA Screening Tool was utilized for 32 screenings, and in 2022, 59 screenings were provided, totaling 91 screenings over the two-year period, of which 66 identified human trafficking during the screening process (25 in 2021; 41 in 2022). Screenings were often provided in languages other than English utilizing bilingual staff and certified interpreters.

In-depth data regarding type of trafficking, demographic information, and services is available separately, by funded project, in the data tables below. The limitations and context for the data are included in the titles, notes, and table content. Please note: the data in the tables may include duplicative individuals, given that some survivors were served through one project, then transitioned to another funded project due to changing circumstances and individualized needs.

OVC Comprehensive Services	OVC Specialized Services	OVC Housing	VOCA
<ul style="list-style-type: none"> • 34 survivors received comprehensive services • Central Kentucky only 	<ul style="list-style-type: none"> • 22 foreign national survivors received comprehensive services • KY Statewide 	<ul style="list-style-type: none"> • 23 survivors received long term housing services • Central Kentucky only 	<ul style="list-style-type: none"> • 24 survivors received short-term comprehensive services • KY Statewide

²⁶ Catholic Charities of Louisville (2020-2022) *OVC Victim Services Data*.

²⁷ Ibid.

²⁸ Ibid.

²⁹ Ibid.

³⁰ Ibid.

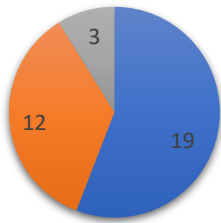
OVC Comprehensive Services

OVC Specialized Services

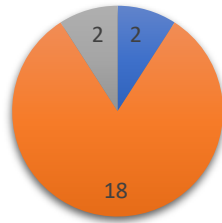
OVC Housing

VOCA

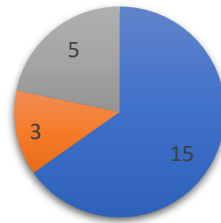
TYPE OF TRAFFICKING



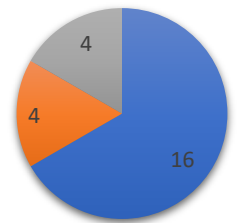
- Sex Trafficking
- Labor Trafficking



- Sex Trafficking
- Labor Trafficking
- Sex and Labor Trafficking

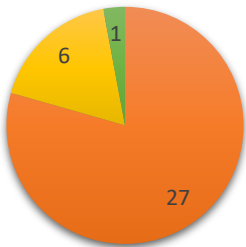


- Sex Trafficking
- Labor Trafficking
- Sex and Labor Trafficking

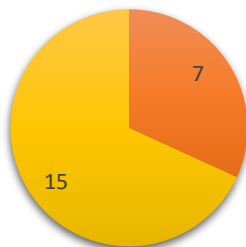


- Sex Trafficking
- Labor Trafficking
- Sex and Labor Trafficking

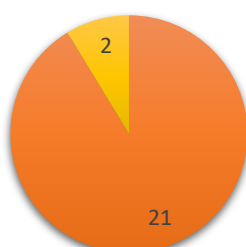
GENDER IDENTITY



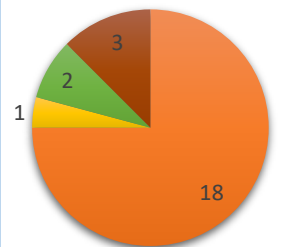
- Female
- Male
- Transgender



- Female
- Male

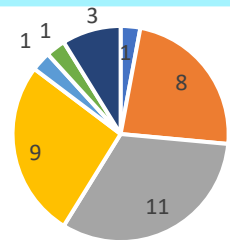


- Female
- Male

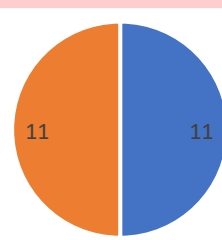


- Female
- Male
- Transgender
- Gender Not Reported

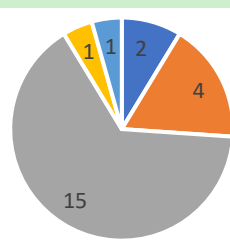
RACE / ETHNICITY



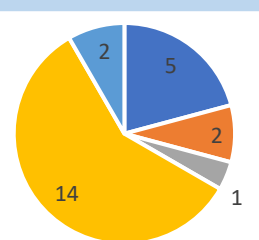
- Asian
- Black/African American
- Latinx
- White
- American Indian / Alaska Native
- Multi-Racial
- Race Not Reported



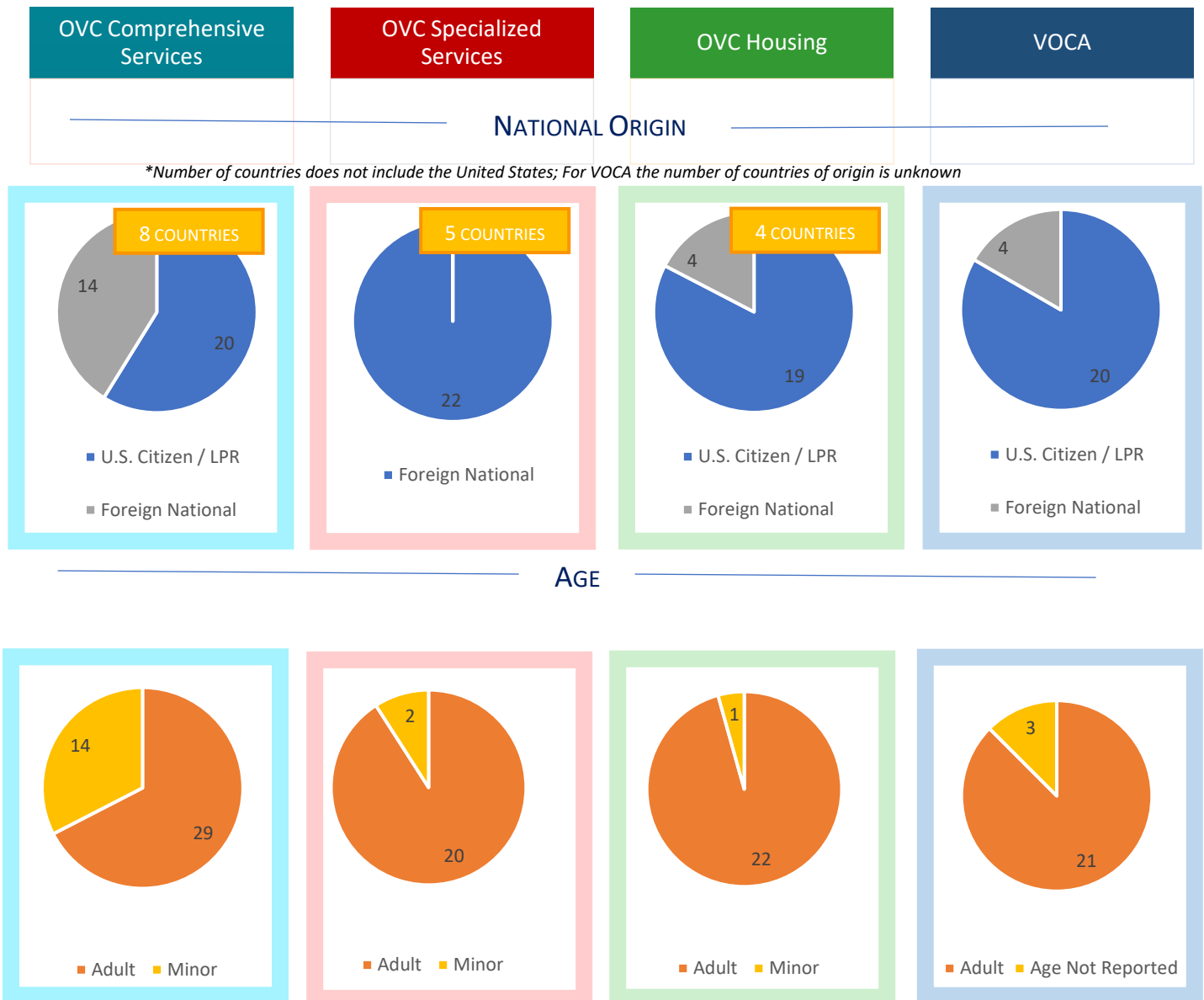
- Asian
- Latinx



- Black/African American
- Latinx
- White
- Multi-Racial
- Race Not Reported



- Asian
- Black/African American
- Latinx
- White
- Race Not Reported



All charts above show data from Catholic Charities of Louisville, 2021-2022

The Kentucky Cabinet or Health and Family Services (CHFS), Kentucky’s child welfare agency, is required by the Kentucky General Assembly to compile and submit a report annually to the Kentucky State Legislature identifying reported cases of human trafficking involving children and youth in Kentucky. The report is mandated in state legislation ([HB 3](#)) and requires specific breakdowns by region, demographic information, and other narrative details specific to reported cases in Kentucky. The CHFS report only includes information about cases that were identified as trafficking.

The annual CHFS Human Trafficking Report to the KY State Legislature includes the breakdown of reported cases by year since the report was initially required in 2013. The annual report includes how many reports of potential trafficking involving children were made to CHFS annually, which as of the 2022 report is a total of 1,827 reported cases, with the highest number of reported cases in 2022,

Labor Trafficking

Does the low number of labor trafficking reports to CHFS indicate actual fewer incidents of labor trafficking in the state? Labor trafficking could be underreported due to other factors, such as:

- Less understanding of labor trafficking among the general public and practitioners.
- Need for training and additional tools/resources related to labor trafficking for law enforcement.
- Challenges in identifying labor trafficking cases due to isolation of victims or language access.
- The presence of coercion in labor trafficking cases, as a primary method of control.

babysitters, other relatives, and other individuals exercising care, custody or control of the child or children involved. Examples of the non-caretakers in these cases would be intimate partners, such as a boyfriend or girlfriend, other children or peers, and others who do not have the care, custody or control over the child or children.³⁵

totaling 344.³¹ Between 2015-2022, an 8-year period, a total of 1,724 potential human trafficking incidents have been reported to CHFS, of which only 3%, a total of 45 reports, have referenced labor trafficking, and less than 1% referenced both sex and labor trafficking.³² In CHFS reports to the Kentucky State Legislature some incidents of labor trafficking have been cited in more detail, including youth found traveling and working with magazine or candy sales and youth found traveling and working in other sales which are unspecified. Door to door sales, which may fit in some instances within the labor trafficking typology of traveling sales crews, as defined by Polaris, has been highlighted by CHFS as the most common labor trafficking reported to the agency.³³

In 2015, the CHFS began tracking incidents of potential caretaker and non-caretaker trafficking. Between 2015-2022, an 8-year period, 47% of all potential human trafficking incidents reported to CHFS have involved a caretaker, referred to also as familial trafficking. Although the exact number and overall percentage of caretaker cases has fluctuated each year, on average it hovers around 50% of all reported cases, some years just over 50%, some years just under 50%.³⁴ In some cases, both a caretaker and non-caretaker were alleged to be perpetrators in the case. According to KY state law, the Cabinet is required to be involved in these cases whether the perpetrator is a caretaker or a non-caretaker. Examples of caretakers in these cases include the parents, the guardians, older siblings,

³¹ Kentucky Cabinet for Health and Family Services (2022) 2022 CHFS Child Trafficking in Kentucky Report to the Legislature.

³² Kentucky Cabinet for Health and Family Services (2015-2022), 2015-2022 CHFS Child Trafficking in Kentucky Report to the Legislature.

³³ Polaris (2017). *The Typology of Modern Slavery: Defining Sex and Labor Trafficking in the United States*. [Link](#).

³⁴ Kentucky Cabinet for Health and Family Services (2015-2022), 2015-2022 CHFS Child Trafficking in Kentucky Report to the Legislature.

³⁵ Ibid.

CHFS's Report to the Legislature includes demographic breakdowns by age, gender, race, and national origin of potential child and youth trafficking incidents reported to the Cabinet. Over the past 9 years the majority of reports involved youth ages 13-17, although there were incidents in every age range.³⁶ In the most recent report, from November 2022, the majority of reported victims were female (a total of 333 children and youth), 62 were reported as male (higher than reports from any other previous year), and 2 as transgender or non-binary.³⁷ The demographic breakdown of identified child victims in the 2022 report by race and ethnicity shows 61% were reported as white, followed by 17% bi-racial or multi-racial, 9% Black or African American, 7% race unknown, 5% Hispanic or Latinx, and 1% Asian American.³⁸

The majority of reported victims (a total of 359 children and youth) were reported as being U.S. born, with 36 reported as being foreign-born.³⁹

For the 2022 reporting period, 21 children were placed outside of the familial home due to human trafficking allegations. Placements included relative or fictive kin caregivers, DCBS foster care, private child-placing foster care, and private childing facilities.⁴⁰

The commercial exchange of illegal substances was identified in the trafficking of 141 alleged victims in the 2022 reporting period, more than any other prior reporting period. According to the CHFS report, **"the commercial exchange of illegal substances was identified in the trafficking of 141 children. These substances included alcohol, marijuana and marijuana/THC related products, methamphetamines, and nicotine products."**⁴¹

³⁶ Kentucky Cabinet for Health and Family Services (2013-2022), 2013-2022 CHFS Child Trafficking in Kentucky Report to the Legislature.

³⁷ Kentucky Cabinet for Health and Family Services (2022) 2022 CHFS Child Trafficking in Kentucky Report to the Legislature.

³⁸ Ibid.

³⁹ Ibid.

⁴⁰ Ibid.

⁴¹ Ibid.

Gender Disparity

All legislative reports on child trafficking in Kentucky made by CHFS have included data showing that by far the majority of identified cases involved female-identifying youth as the reported victim.

Interpersonal violence perpetrated against male-identifying children, youth, and adults is often under-reported and under-identified. Is the same true for human trafficking? This question may be good to keep in mind in considering gender-specific statistics.

Language Access

Could personal bias, language access, or cultural understanding impact the identification of foreign nationals who have been trafficked?

If meaningful language access for limited or non-English speaking individuals is not provided, it greatly impacts reporting, screening, and identification of human trafficking cases involving foreign nationals.

Racial Disparity

The most recent Census data for Kentucky, from 2020, show overall population race percentages of white 87%, Black or African American 8%, Latinx 4%, Bi-racial or Multi-racial 2%, and Asian American 2%.

Recognizing that there may be gaps in reporting for census data, when comparing this data, children and youth of color are over-represented in sex trafficking reports across race and ethnicity, as compared to white children and youth, who are significantly underrepresented.

available through Refuge for Women include emergency housing, transitional housing, and long-term housing. In 2021, Refuge for Women provided emergency housing to 73 women, which included 907 hours of mental health services for emergency housing residents. In 2022, emergency housing was provided to 37 women, including 870 hours of mental health services. Seven women were served in transitional and long-term housing.⁴⁴

Safe Passage provides mentorship and support services to minors who have experienced sex trafficking and their families. In 2021, Safe Passage provided services to 17 youth and, in 2022, to 14 youth. The demographic breakdowns of the youth who received services and referrals sources are described in more detail in the image to the right.

As of the publication of the 2022 report, criminal charges had been filed against alleged perpetrators in 27 investigations.⁴² Reported charges included promoting human trafficking, incest, sodomy, sexual abuse and rape, use of a minor in a sexual performance, distribution of obscene matter to a minor, and unlawful transaction with a minor, among other charges.

Natalie's Sisters is a Street Ministry with a drop-In center that provides food and personal items, street outreach, jail visitation, hospital visits, mentoring, and community resource referrals for women engaged in the sex trades. Many of the women served through Natalie's Sisters have been unhoused, have experiences with substance misuse, or have experienced exploitation or trafficking. In 2021 Natalie's Sisters served more than 400 women, and in 2022 more than 500 women received services.⁴³

Refuge for Women provides residential housing to adult women who have experienced sexual exploitation and/or sex trafficking. Refuge for Women has locations in seven states in the U.S., including Kentucky. Housing services

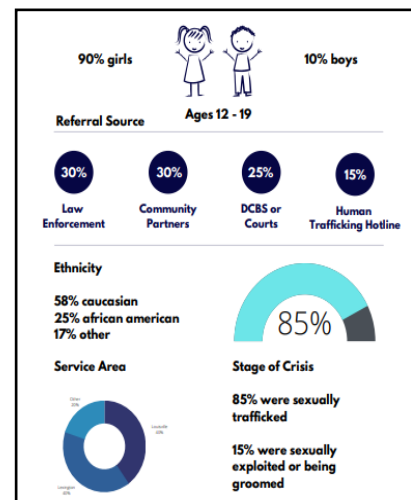


Image Source: Safe Passage, 2022, 2023

⁴² Ibid.

⁴³ Natalie's Sisters (2023) *2022 Stats* ([link](#)); Natalie's Sisters (Jan. 2, 2022) *January E-News Annual Report* ([link](#)).

⁴⁴ Refuge for Women (2023) *Annual Report 2022* ([link](#)).

In 2021, Safe Passage received 47 referrals and provided 53 hours of intake and referral services support. For the 17 youth who were served, 850 hours of support were provided to the youth, as well as 116 hours of support to parents.⁴⁵ In 2022, Safe Passage received 23 referrals and provided 31 hours of intake and referral services support. The mentorship program supported 14 youth, with 957 hours of support provided to the youth, as well as 393 hours of support to parents.⁴⁶

The Well of Lexington provides residential housing to adult female-identifying survivors of sex trafficking. Individuals who receive residential services through The Well may engage in programming for a year or longer, as they work towards self-sufficiency, including independent living. In 2021, The Well provided residential housing and case management services to four survivors of sex trafficking and received 53 referrals from local and national organizations.⁴⁷ In 2022, services were provided to nine survivors of sex trafficking and 100 referrals were received. In addition to supporting nine residents in 2022, The Well provided 40 instances of technical assistance, which includes referrals to community resources and non-residential support.⁴⁸

There are additional specialized service providers in Kentucky who focus in full or in part on services to survivors of human trafficking, many of whom are residential service providers or operate as drop-in centers. These include, but may not be limited to, **Sycamore Farms, Unshackled by Love, the Kristy Love Foundation, Women of the Well, and Free 2 Hope**. At the time of publication, service data was not available for this report.

Case Data & Personal Bias

There are many factors that influence how cases are identified and reported related to levels of awareness and training specific to trafficking, access to information and resources, personal biases, and approaches to working with children and youth who have experienced interpersonal violence. Personal biases may very much impact who is determined to be a victim of sex trafficking based on bias around gender, race, sexual orientation, nationality, or age. This context is important to keep in mind when reviewing this data.

⁴⁵ Safe Passage (2021) 2021 Annual Report ([link](#)).

⁴⁶ Safe Passage (2022) 2022 Annual Report ([link](#)).

⁴⁷ Natasha Villaseñor, personal communication, August 10, 2023.

⁴⁸ Natasha Villaseñor, personal communication, July 11, 2023.

Local Service Providers Supporting Survivors of Human Trafficking

There are many organizations in Kentucky serving populations at high-risk for human trafficking (e.g., individuals who have experienced other forms of interpersonal violence, individuals who are foreign nationals, and youth at risk for trafficking) and individuals with experiences that often intersect with human trafficking (e.g., individuals experiencing homelessness, substance use programs, and drop-in centers).

Kentucky has a broad network of domestic violence shelters and sexual assault agencies that have been serving survivors of human trafficking for many years. Although data is not available regarding human trafficking services within these programs, they are primary service partners in providing residential housing, trauma-informed counseling, support groups, crisis intervention, and case management services.

Culturally specific service providers are important community partners in anti-trafficking efforts. These organizations are trusted by their communities and provide culturally appropriate outreach, services, and access to resources. **La Casita Center**, **Gate of Hope**, and **Americana Community Center** are essential collaborative partners in anti-trafficking efforts in the Louisville Metro area.

There are several refugee resettlement agencies in Kentucky who have provided services for survivors of human trafficking. In addition to identification and referral for specialized services, refugee resettlement agencies are important collaborative partners in accessing benefits for foreign nationals upon receipt of HHS Certification or Eligibility Letters, English as a Second Language Classes, transportation assistance, and refugee cash benefits, among other services.

Legal service providers support survivors of human trafficking in pursuing immigration relief, filing civil lawsuits, reclaiming stolen wages from employers, family legal services support, and support in criminal cases. Both private attorneys and non-profit attorneys provide low cost or pro-bono services to support survivors of trafficking. **The Kentucky Equal Justice Center** and **Maxwell Street Legal Clinic** have provided immigration legal services and civil legal services to many survivors of labor trafficking since 2008.

Behavioral health support is often provided through private therapists who specialize in working with survivors of torture or other abuse and provide trauma-informed counseling and therapeutic support. Some therapists provide bilingual services, while others utilize an interpreter when the survivor's primary language is not English.

Independent living in short term, transitional, or long-term housing and independent emergency housing are often provided for survivors of human trafficking in partnership with private business owners, such as hotel chains, management companies, and independent landlords. The varieties of independent housing needed to sufficiently support survivors trafficking through low-barrier access to housing requires many partnerships across geographic regions of the state.

While it's not possible to know or name each individual collaborative partner accepting referrals and providing services to survivors of trafficking, they are integral to providing the comprehensive support survivors need and deserve.

DATA RELATED TO HIGH-RISK POPULATIONS FOR TRAFFICKING

In Kentucky some of the individuals most disproportionately impacted by sex and labor trafficking are youth experiencing homelessness, individuals experiencing substance use disorder, foreign nationals (refugees, unaccompanied minors, migrant workers, undocumented adults and minors), LGBTQ+ youth, and youth in foster care.⁴⁹ Identified victims of human trafficking in Kentucky have disproportionately been people of color.⁵⁰

H-2A Visa Program and Workers

The H-2A Visa Program provides agricultural businesses the opportunity to seek foreign national workers for temporary or seasonal employment in agricultural work such as planting, cultivating, and harvesting, when domestic (U.S. based) workers are not available. H-2A workers come to the U.S. specifically to work in agriculture, are sponsored by their employers, and have an established contract for their work outlining the hours that will be worked, the location of the work, the pay rate for work, and the types of work that will be done under the contract, among other information. H-2A workers have visas to work in the US which are tied directly to the employer on record. H-2A workers typically have a visa approved for a specific period of time, such as the six months of a planting and harvest season, then are required to return to their home country at the end of the approved time period and re-apply for a visa in order to return for the next growing season. Despite the fact that the H-2A process requires substantial paperwork and is officially within the oversight of the U.S. Department of Labor, there is limited oversight regarding the work conditions of H-2A workers across the country, relative to the large number of H-2A workers, including in Kentucky. Given the isolated nature of much agricultural work, it is often easy for unscrupulous employers to exploit H-2A workers through wage theft (lack of payment for work completed), substandard work conditions, overwork, abuse, and labor trafficking.

The U.S. Department of Labor Office of Foreign Labor Certification lists Kentucky as one of the top 10 states of employment for H-2A visas workers in FY2020, citing 2.5% of H-2A workers reported as working in Kentucky.⁵¹ According to the U. S. Citizenship and Immigration Service (USCIS), in FY2020, there were 254,069 H-2A visa requests approved for Kentucky worksites for a variety of agricultural work.⁵² In FY2021, a total of 293,401 H-2A visa requests were approved for Kentucky worksites, with the highest number of requested employees being 133 for any one worksite. The listed hourly rate for H-2A workers in Kentucky for both years was \$10-13.99/hour.⁵³ The hourly rate, worksite location, type of agricultural work, and other conditions of employment are required to be included in contracts for employment

⁴⁹ Cole, Jennifer and Anderson, Elizabeth (2013) *Sex Trafficking of Minors in Kentucky*, Center on Trauma and Children Reports, ([link](#)); Middleton, J.S., Ghent, R., Gattis, M., Roe-Sepowitz, D., Goggin, R., & Frey, L.M. (2016), *Youth Experiences Survey (YES): Exploring the Scope and Complexity of Sex Trafficking in a Sample of Youth Experiencing Homelessness in Kentuckiana*, ([link](#)); Middleton, J., Edwards, E., Cole, J., Ayala, R., & Dobson, V. (2020), *Project PIVOT: Prevention and Intervention for Victims of Trafficking: A Final Report of Child Trafficking in Kentucky*, ([link](#)); Sprang, J., Cole, J. (2018), "Familial Sex Trafficking of Minors: Trafficking Conditions, Clinical Presentation, and System Involvement," *Journal of Family Violence* 33:185-195, ([link](#)).

⁵⁰ Catholic Charities of Louisville (2020) Human Trafficking Direct Services Infographic, ([link](#)); Hayden, T., Thompson, J., and Bowling, J. (2020) *Kentucky Statewide Enhanced Collaborative Model to Combat Human Trafficking*, Kentucky Statewide Human Trafficking Task Force ([link](#)); Kentucky Statewide Human Trafficking Task Force (2017) *2017 Annual Report*, Catholic Charities of Louisville and the Kentucky Office of the Attorney General, ([link](#)).

⁵¹ U.S. Department of Labor (2021) "FY2020 Office of Foreign Labor Certification H-2A Temporary Agricultural Program – Selected Statistics," ([link](#)). Note that the numbers reported to DOL are self-reported by employers who sponsor H-2A workers and are much lower than the documented petitions for H-2A workers submitted by employers and approved by USCIS.

⁵² U.S. Citizenship and Immigration Service (2021) *FY2020 H-2A Employer Data*, H-2A Employer Data Hub Files, ([link](#)).

⁵³ U.S. Citizenship and Immigration Service (2022) *FY2021 H-2A Employer Data*, H-2A Employer Data Hub Files, ([link](#)).

between each worker and the sponsoring employer. Unfortunately, some sponsors do not comply with the conditions outlined in the contract, which is seen often in labor trafficking cases involving H-2A workers. Most of the civil cases referenced earlier in this report have involved H-2A workers in locations throughout Kentucky, often involving multiple H-2A workers.

Youth Experiencing Homelessness and Youth Absent from Care

Research and reporting from national, specialized programs serving missing children and youth continue to identify the increased vulnerability and exposure to human trafficking among children and youth absent from care or experiencing homelessness, with sex trafficking listed as one of the top 5 endangerments for children and youth absent from care.⁵⁴ The Kentucky Department of Education identifies that in Kentucky, an average of 20,293 students enrolled in Kentucky schools experienced homelessness each year between 2021-2023.⁵⁵

Statewide Homeless Student Count

School Year	Student Count
2019-2020	21,648
2020-2021	18,697
2021-2022	21,062
2022-2023	21,121

Source: Kentucky Department of Education (2023) "Homeless Children and Youth Data Collection and Reporting," [Link](#).

At the time of publication of this report, 38 missing children and youth from Kentucky were listed on the website for the National Center for Missing and Exploited Children.⁵⁶ According to the Kentucky Office of the Attorney General, more than 3,700 children and youth were reported missing in 2022, among whom the majority were determined to be "endangered runaways."⁵⁷ Kentucky Attorney General David Cameron stated in a May 2023 press conference that between September 2020 and July 2021, 20% of Kentucky children in foster care were reported missing at least once.⁵⁸

TRAINING

Training on human trafficking is provided throughout Kentucky by various government agencies and non-profit organizations. The Kentucky Statewide Human Trafficking Task Force Public Awareness Working Group has developed a review and approval process for local trainings. Federal, state and local law enforcement agencies provide human trafficking training to officers through four police academies (Louisville Metro Police Department, Lexington Police Department, Kentucky State Police, and the Department of Criminal Justice Training at Eastern Kentucky University) and through the Kentucky Office of the Attorney General. Law enforcement training is sometimes provided in partnership with federal law enforcement agencies and non-profit organizations. The table below provides details on training

⁵⁴ National Center for Missing and Exploited Children (2020) *Children Missing from Care: 2019 Update*, ([link](#)); Murphy, Laura (2016) *Labor and Sex Trafficking Among Homeless Youth: A Ten City Study*, Loyola University, ([link](#)).

⁵⁵ Kentucky Department of Education (2023) Homeless Children and Youth Data Collection and Reporting, ([link](#)).

⁵⁶ National Center for Missing and Exploited Children (2023) Kentucky Missing Child Records, accessed on December 10, 2023, ([link](#)).

⁵⁷ Kentucky Office of the Attorney General (2023) "Announcing New Statewide Missing Child Awareness Campaign," Press Conference, Livestreamed May 10, 2023, ([link](#))

⁵⁸ Ibid.

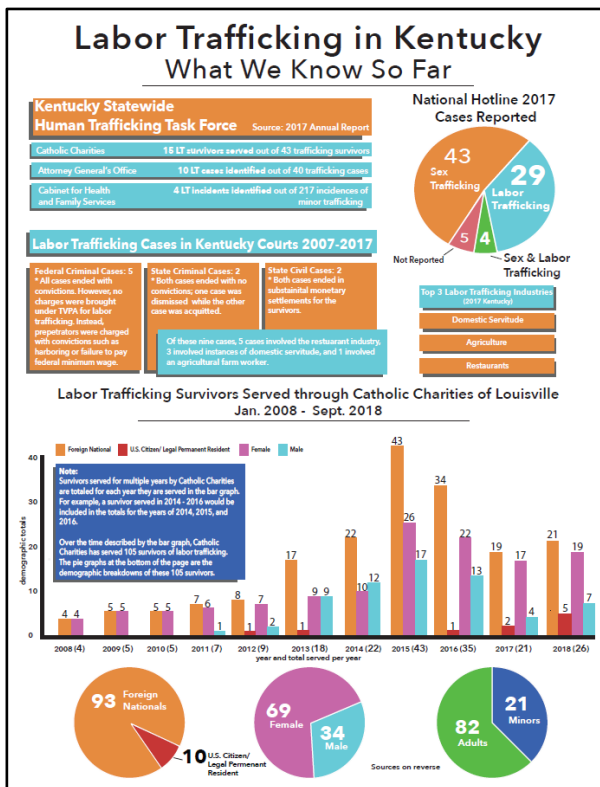
topics, numbers of professionals trained, and the organizations who provided the training. There may be additional training that has been provided in Kentucky, beyond the information in the table below. The included data is the information available by the date of publication of this report. Law enforcement training data was not available for inclusion in this report.

Kentucky Human Trafficking Training Data 2021-2022				
Organization	Training Topics	Number of Professionals Trained		TOTALS
		2021	2022	
Catholic Charities of Louisville	HT 101	78	506	584
	HT 201	170	100	270
	Guiding Principles for Agencies Serving Survivors of Human Trafficking	253	168	421
	Survivor Engagement	232	38	270
	Labor Trafficking	30	100	130
	Data-Driven Outreach	0	32	32
	HT Screening and Identification Among Foreign Nationals in the United States and Specialized Services	122	496	618
	HT 101 Train the Trainer	0	5	5
	Labor Trafficking in the Seafood Industry	0	30	30
	Housing Services and Labor Trafficking	0	17	17
	HT Services: Housing Needs and Challenges	0	61	61
Training Subtotal:				2,438
KY Department of Community-Based Services	HT 101	0	2,681	2,681
	HT Screening and Identification	0	1,002	1,002
	Training Subtotal:			
PATH	HT101	138	511	649
Multi-Disciplinary Training: KY Office of the Attorney General, Fayette County Commonwealth Attorney's Office, and Catholic Charities of Louisville	Case Study: Restaurant-based Labor Trafficking Investigation and Prosecution	31	0	31
Multi-Disciplinary Training: Louisville Metro Office for Women, La Casita Center, Louisville Metro Office for Safe and Healthy Neighborhoods, Catholic Charities of Louisville, and Metro United Way	Human Trafficking Overview, Labor Trafficking Deeper Dive, Identification and Screening, Impacted Populations, Resources, Trauma-Informed Care, Guiding Principles for Agencies Serving Survivors of Human Trafficking, Survivor Engagement	0	55	55
TOTAL TRAINED:				6,856

The **People Against Trafficking Humans (PATH) Coalition** of Kentucky provides awareness and training in Kentucky and across the world. PATH began as a collaborative effort spearheaded by Women’s Religious Organizations in Kentucky in partnership with community advocates. PATH develops resources, hosts anti-trafficking events, develops training content about human trafficking, provides awareness to community members, and training to professionals.

Catholic Charities of Louisville hosted the first **National Labor Trafficking Conference** in 2018, in partnership with the HHS Southeast Region 4 Human Trafficking Advisory Group. The conference was a multi-disciplinary training event held at the Galt House in Louisville, with 225+ participants from 25 states across the U.S and DC. The second National Labor Trafficking Conference, also hosted by CCL in partnership with HHS Region 4, was fully virtual in 2021 and included 282 participants representing 27 states and DC. Both conferences included workshop tracks, plenaries, and resources developed for conference attendees to build capacity to address labor trafficking through training, outreach, research, investigations, and specialized services. Fact sheets were created and shared highlighting known information and data from reliable sources within Kentucky and nationally. The 3rd [National Labor Trafficking Conference](#) will be hosted by **The Coterie** and will be fully virtual on October 16-17, 2024.

KENTUCKY LABOR TRAFFICKING FACT SHEET



Source: Catholic Charities of Louisville, 2018

NATIONAL LABOR TRAFFICKING FACT SHEET

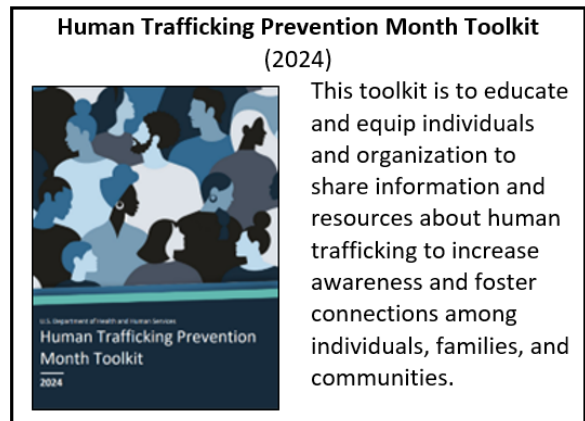


Source: Catholic Charities of Louisville, 2021

AWARENESS AND OUTREACH

In 2021, the Kentucky Office of the Attorney General's Office of Trafficking and Abuse Prevention and Prosecution launched a human trafficking awareness campaign entitled "Your Eyes Save Lives." The campaign includes billboards, radio spots, videos, and printed resources for use in training and awareness efforts throughout Kentucky.⁵⁹

In March 2023, the Centers for Disease Control funded a child sex trafficking awareness and prevention research project through the University of Kentucky (UK) Center for Research on Violence Against Women and the UK Center on Trauma and Children. The project, known as "CSTOP Now!" has two phases which include billboards and training for middle school staff.⁶⁰



Administration for Children and Families (2024) Human Trafficking Prevention Month Toolkit, Office on Trafficking in Persons, [Link](#).



Image Source: University of Kentucky, 2023



Image Source: Kentucky Office of the Attorney

DATA-DRIVEN OUTREACH

In 2021 Catholic Charities of Louisville began collecting and mapping data to target outreach efforts for labor trafficking in Kentucky specific to the geographic areas, industries, impacted populations, and existing knowledge of workplace exploitation. The purpose of the project was to promote strategize to engage in prevention and intervention to target individuals who may be at higher risk of trafficking and to pinpoint areas of the state by layering relevant data, in order to target outreach efforts as a means to increase identification of individuals who have experienced trafficking and access to services. The project went through three phases from 2021-2022, focused on agriculture, meatpacking, and poultry. Data was collected over multiple months from public-facing data sources, including the Department of

⁵⁹ Kentucky Office of the Attorney General (2023) "Your Eyes Save Lives," [link](#).

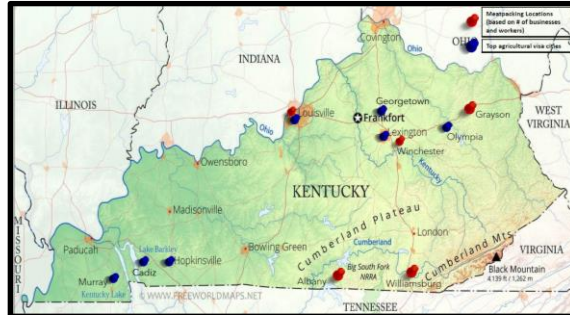
⁶⁰ University of Kentucky College of Medicine (2023) "New billboards across Kentucky part of UK study to prevent child sex trafficking", March 3, 2023, [link](#).

Labor Wage and Hour Division, the Department of Homeland Security, the Kentucky Labor Cabinet, and media reports, among others.

Agriculture



Meatpacking



Poultry



HUMAN TRAFFICKING AWARENESS AND THE KENTUCKY DERBY

The Kentucky Derby is often cited as being associated with human trafficking. For the past decade, human trafficking awareness and outreach efforts have often focused on increasing access to information about trafficking and targeted law enforcement details in the days and weeks leading up to Derby. While the Kentucky Derby impacts various Kentucky communities, the greatest impact is likely in and around Louisville Metro. Non-profits, government agencies, community-based groups, faith-based organizations, and others have asserted a connection between the Kentucky Derby and increased human trafficking, as evidenced by press coverage in a variety of media outlets over several years.⁶¹

Kentucky Derby Media Coverage Excerpts

REUTERS
Corrected: Kentucky Derby a magnet for human trafficking, officials warn
By Dan Whitcomb
April 23, 2019 4:36 PM EDT - Updated 5 years ago
[Blacked] - Human traffickers are likely to prey on vulnerable young women and children at this year's Kentucky Derby, state and local officials warned on Monday, and urged spectators to be alert to people with matching tattoos or branding marks.
The Derby, the best-known horse race in the United States, takes place this year on May 4 and is expected to draw more than 750,000 people to Louisville, Kentucky. Law enforcement officials and anti-human trafficking activists told a news conference that the most major sporting events, the world famous race would also attract predators looking for victims and buyers of sex, sometimes known as jobs.

Advocates warn about human trafficking during Derby season
By Olivia Russell
Published: Apr. 27, 2022 at 6:25 PM EDT
LOUISVILLE, Ky. (WAVE) - There are some groups warning that the Kentucky Derby does not only bring race fans and money to the Bluegrass State, but also human trafficking.

Kentucky Derby season draws warnings of human trafficking
By THE ASSOCIATED PRESS | The Associated Press
PUBLISHED: April 20, 2017 at 3:42 p.m. | UPDATED: April 20, 2017 at 4:09 p.m.

Human trafficking is 'dark side' of Kentucky Derby season, group says
By Emma Austin
Courier Journal
Published 8:54 p.m. ET May 1, 2018

AG urges Kentucky Derby-goers to be proactive in fight against sex trafficking
AG: Large sporting events see spike in human trafficking

Kentucky Derby Triggers Spike in Human Trafficking
LOUISVILLE'S PREMIER EVENT PUTS POLICE AND ADVOCATES ON ALERT FOR HUMAN SEX TRAFFICKING
BY ANNE MARSHALL
11:38AM EDT 5/2/2013 | MARK MARTIN/CBN NEWS

⁶¹ For example: The Associated Press (2017) "Kentucky Derby season draws warnings of human trafficking," April 20, 2017, [Link](#); Austin, Emma (2018) "Human Trafficking is 'dark side' of Kentucky Derby Season, group says," *Courier Journal*, May 2, 2018, [Link](#); Marshall, Anne (2012) "Derby traffic: Louisville's premier event puts police and advocates on alert for human sex trafficking," *LEO Weekly*, April 18, 2012, [Link](#); Martin, Mark (2013) "Kentucky Derby triggers spike in human trafficking," *CBN News*, May 2, 2013, [Link](#); Russell, Olivia (2022) "Advocates warn about human trafficking during Derby season," *WAVE3*, April 27, 2022, [Link](#); Whitcomb, Dan (2019) "Kentucky Derby a magnet for human trafficking, officials warn," *Reuters*, April 23, 2019, [Link](#); WLWT5 (2016) "AG urges Kentucky Derby-goers to be proactive in fight against sex trafficking," May 3, 2016, [Link](#); Marshall, Anne (2012) "Derby traffic: Louisville's premier event puts police and advocates on alert for human sex trafficking," *LEO Weekly*, April 18, 2012, [Link](#); Nelson County Gazette (2015) "Human rights group gets human trafficking update, discusses essay contest," October 6, 2015, [Link](#).

However, in recent years, scholars and advocates have pushed back at narratives of increased human trafficking connected to large sporting events due to lack of supporting data, conflation of terminology (i.e., sex trafficking, prostitution, sex work), media hype, and press coverage of related claims without evidence. According to scholars Martin and Hill, "available empirical evidence does not suggest that major sporting events cause trafficking for sexual exploitation."⁶² A 2019 article in *Rolling Stone* quoted Bradley Myles, (former) CEO of the non-profit Polaris, as saying "I don't think the data convincingly makes a point there's a major spike in trafficking." Law enforcement efforts characterized as anti-trafficking may, in effect, be directed against consensual sex work.⁶³

Review of human trafficking arrest data from 2010-2022 shows a total of 18 arrests by the Louisville Metro Police Department and 9 Jefferson County (Louisville area) arrests by the Kentucky Office of the Attorney General.⁶⁴ Of the KYOAG Jefferson County arrests, only one has an arrest date the first week of May, the week of the Kentucky Derby each year (the first Saturday in May). The dates of the LMPD human trafficking arrests are not available in the known data, therefore if all 18 arrests were made the week of Derby, over the course of 12 years, and adding the KYOAG arrest on 5/4/19, the average is 1.5 arrests per year, if all occurred the week of Derby.⁶⁵ This data does not show a substantial increase in human trafficking arrests in Louisville as a result of the Kentucky Derby. Given resource constraints, local officials and policymakers may want to reflect on whether this is the priority for law enforcement action.

⁶² Martin, L. and Hill, A., (2019) "Debunking the Myth of 'Super Bowl Sex Trafficking': Media hype or evidence-based coverage," *Anti-Trafficking Review* 13, pp 13-29, [Link](#).

⁶³ Dickson, EJ (2019) "No, 'sex trafficking' won't actually increase during the Kentucky Derby", *Rolling Stone Magazine*, May 2, 2019, [Link](#).

⁶⁴ Kentucky State Police Data, 2010-2022; Crime in Kentucky Reports, 2010-2022

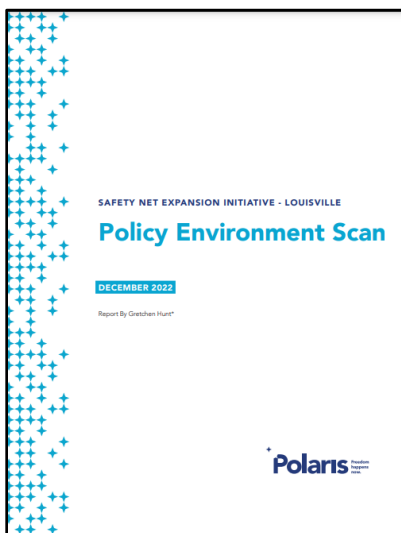
⁶⁵ Ibid.

Prevention

Robust prevention strategies are critical to addressing human trafficking, to get ahead of trafficking victimization before it occurs. It is a vital element of anti-human trafficking efforts. Prevention may include policy and practice changes that positively impact social determinants of health broadly in communities, language accessible outreach in high-risk communities, or targeted prevention education with youth, among other prevention efforts.

In January 2024, the U.S. Department of Health and Human Services released the Human Trafficking Prevention Month Toolkit, which provides guidance for prevention activities. Highlighting the importance of collaboration, the Toolkit provides guidance and resources on ethical storytelling, messages, images, statistics, and engagement with lived experience experts.⁶⁶

In 2021 Polaris led the **Safety Net Expansion Initiative** in several locations throughout the United States, including Louisville, in collaboration with the **Louisville Metro Office for Women** and other community partners, with the focus of expanding social safety nets for populations vulnerable to human trafficking victimization. Local community stakeholder engagement and feedback was utilized in creating an *Action Guide: Preventing Human Trafficking Through Housing Stability in Louisville*, providing guidance for prevention of human trafficking among youth experiencing homelessness.⁶⁷ A *Policy Environment Scan* was then developed which identifies housing and awareness as primary areas of focus for this population and makes policy and communications recommendations including:⁶⁸



Policy Recommendations:

- (1) Expungement of juvenile records
- (2) Increase supply of housing
- (3) Create more shelters or supportive housing
- (4) Support changes to the zoning code
- (5) Support new rental policies
- (6) Care after exiting foster care or juvenile justice
- (7) Youth housing ordinances

Communications Recommendations:

- (1) Education for decision-makers and service providers
- (2) Dispel misinformation
- (3) Educate landlords
- (4) Translation services
- (5) Involving cultural and language experts

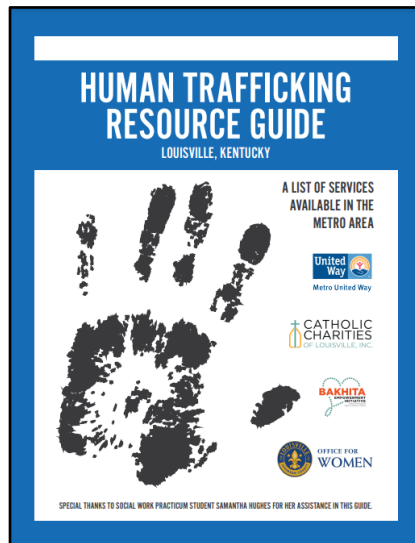
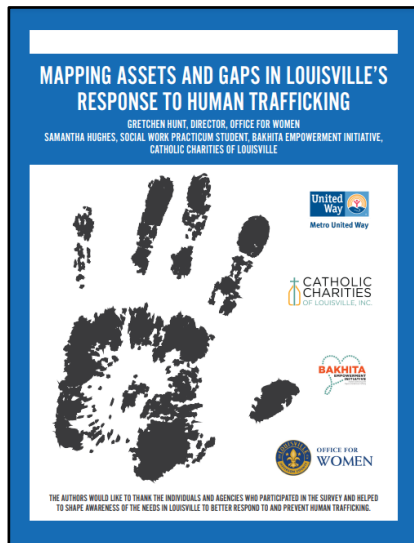
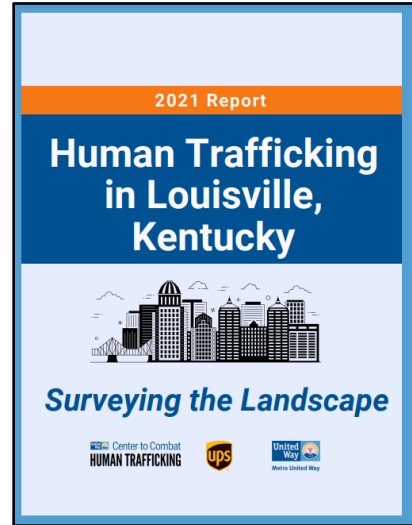
⁶⁶ Administration for Children and Families (2024) *Human Trafficking Prevention Month Toolkit*, [Link](#)

⁶⁷ Polaris (2022) *Action Guide: Preventing Human Trafficking Through Housing Stability in Louisville*, [Link](#)

⁶⁸ Hunt, Gretchen (2022) *Policy Environment Scan*, Polaris Safety Net Expansion Initiative- Louisville, [Link](#)

After a year of engagement with community stakeholders and interviews with key informants, in 2021 **Metro United Way** released the *Human Trafficking in Louisville, Kentucky: Surveying the Landscape Report*, which highlights existing anti-trafficking efforts in the Louisville Metro area and provides recommendations related to four focus areas, including 1) Awareness, Education, and Training, 2) Survivor/Victim Service Needs, 3) Children and Young Adults, and 4) Collaboration and Coordination.⁶⁹ The report recommends addressing root causes of human trafficking including safe housing, low barrier access to services, and gaps in services for opportunity youth. The report also mentions the need for increased prevention efforts.

In follow-up to this report, **Metro United Way** engaged in a second year of programming to provide targeted training, resource development, and direct services through funding to Louisville-area government agencies and non-profit organization to begin implementation of recommendations that addressed identified gaps from the *Surveying the Landscape* report. The **Louisville Metro Office for Women** and **Catholic Charities of Louisville** collaborated to survey area service providers and develop an informational guide *Mapping Assets and Gaps in Louisville's Response to Human Trafficking*,



identifying the populations served, services available, and organizational information to assist with accessing needed services.⁷⁰ Survey results found that less specialized and long term housing is available as compared to other housing options, and the majority of surveyed organizations do not engage in prevention work.⁷¹ A Human Trafficking Resource Guide was developed with information about organizations who participated in the survey,

providing guidance on specialized services and related resources for survivors of human trafficking in the Louisville Metro Area.⁷² The **Louisville Metro Office for Women** hosted the Community Convening on Human Trafficking in May 2023 which further addressed recommendations from the *Surveying the Landscape Report*, which included training on racial equity, housing for survivors of human trafficking, and strategic planning break-out sessions to continue addressing the report recommendations related to services, collaboration and coordination, and prevention.

⁶⁹ Metro United Way (2021) *Human Trafficking in Louisville, Kentucky: Surveying the Landscape 2021 Report*, [Link](#).

⁷⁰ Hunt, G. and Hughes, S. (2023) *Mapping Assets and Gaps in Louisville's Response to Human Trafficking*, [Link](#).

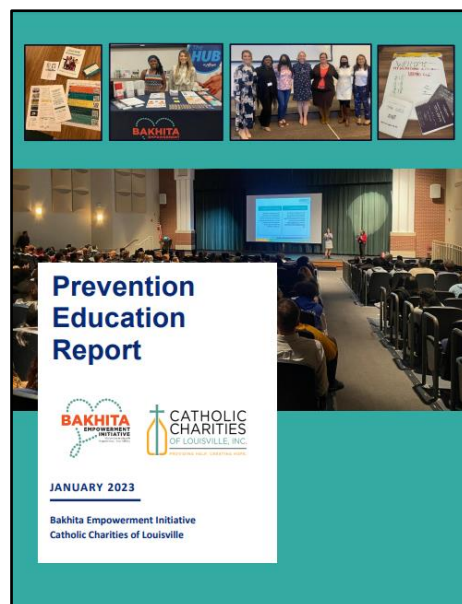
⁷¹ Ibid.

⁷² Hunt, G. and Hughes, S. (2023) *Human Trafficking Resource Guide*, [Link](#).

PREVENTION EDUCATION

Limited prevention education is available in Kentucky communities specific to human trafficking. Existing prevention education efforts primarily focus on sex trafficking and target female-identifying youth.

Catholic Charities of Louisville began providing prevention education in 2015 utilizing the *My Life My Choice* curriculum for female-identifying youth⁷³. In 2019, CCL began implementing prevention education groups for male-identifying youth utilizing the *I AM* curriculum.⁷⁴ In 2023, CCL staff became trained facilitators of the *Not a Number* curriculum for youth of any gender, which is expected to be offered in 2024.⁷⁵ The prevention education groups are provided to youth in residential facilities, juvenile justice facilities, schools, and community-based organizations. Language access has been provided through CCL to offer groups to youth who speak languages other than English, including Swahili, Spanish, French, Kinyarwanda, and Arabic. Information on both sex and labor trafficking is shared with youth in each prevention education group. CCL's 2023 Prevention Education report provides additional details on numbers of groups provided, locations, partner organizations, and other prevention resources.⁷⁶



Gate of Hope Ministries International provides prevention education, training, and mentorship through the **Tabara Initiative**, a program for East African women and girls which focuses on sexual exploitation and trafficking.⁷⁷

Safe Passage provides prevention education to youth utilizing the Raise the Standard curriculum.⁷⁸ The curriculum addresses sexual abuse, health boundaries, and trafficking among middle and high school-age youth.

Prevention Education Data

Agency	Geographic Area	Youth Reached in 2021	Youth Reached in 2022	Totals
Catholic Charities of Louisville	Kentucky Statewide	121	62	183
Gate of Hope	Louisville Metro	Not available	Not available	n/a
Safe Passage, Link	Kentucky Statewide	800	691	1,491
			TOTAL:	1,674

⁷³ My Life My Choice (2024) *My Life My Choice Curriculum*, [Link](#).

⁷⁴ I AM Training and Consultation Group (2024) *I AM Curriculum*, [Link](#).

⁷⁵ Love146 (2024) *Not a Number Curriculum*, [Link](#).

⁷⁶ Castellanos, M. and Israel, T. (2023) *Prevention Education Report*, Catholic Charities of Louisville, [Link](#).

⁷⁷ Tabara Initiative (2024) Gate of Hope Ministries International, [Link](#).

⁷⁸ Safe Passage (2024) *Raise the Standard Curriculum*, [Link](#).

Recommendations

1. Increase institutional capacity in support of multi-disciplinary anti-trafficking collaboration by funding merit employees dedicated to supporting and growing the work of the Kentucky Human Trafficking Task Force and the state's regional coalitions.

Discussion: Collaboration takes intention and effort, and it is necessary for effective anti-trafficking prevention and response. Dedicating state resources to nurture cross-sectoral collaboration and the operation of the Statewide Task Force would be of enormous benefit to statewide anti-trafficking efforts. It is especially important that after an election for executive offices in Kentucky that anti-trafficking coordination not lapse during transitional periods. Having merit employees in state government dedicated to coordinating multi-disciplinary collaboration would provide consistency and help ensure cohesiveness of anti-trafficking efforts. It is recommended that merit employees dedicated to anti-trafficking efforts be located within the executive branch so that (1) there is sufficient authority to guide all sectors, (2) the positions are not overly-identified with a single sector such that contributions of and engagement with other sectors are negatively impacted, and (3) anti-trafficking efforts will address both sex and labor trafficking as defined in Kentucky state law. Government-supported anti-trafficking efforts would both build capacity in addressing anti-trafficking and support improved data collection and reporting which is a significant gap and need.

2. Increase community resilience through policies which promote self-empowerment, economic opportunity, and safety to decrease vulnerability to human trafficking in Kentucky communities.

Discussion: Improving community resilience requires policy change and resources but we can lay a foundation for it by creating a political culture that respects disagreement and promotes a vision of conscientious service in our public servants and elected leaders. Members of civil society, religious communities, businesses, and the academy should also take initiatives to empower our communities. As community leaders think about improving resilience, they should consider what would be necessary to ensure that every individual has the knowledge and resources necessary to leave an exploitative situation. This may mean that some people will need access to work or other sources of income security, housing, or health care (including mental health care, such as that necessary to overcome an addiction) so that removing themselves from exploitation is imaginable and will be supported by the legal and cultural environment.

3. Promote self-correcting anti-trafficking efforts through the collection, transparent reporting, and evaluation of comprehensive human trafficking data in Kentucky, especially within state systems.

Discussion: Requisite to improving anti-trafficking efforts is the capacity for self-evaluation, assessment, and modifications to ensure positive outcomes and long-term impact. This requires the collection and reporting of data related to human trafficking and local anti-trafficking efforts. State systems, including law enforcement and the courts, should work to make their data more accessible to the public. Data collection and reporting should be consistent and transparent to support public evaluation of anti-trafficking efforts. For example, The [Human Trafficking in Louisville, Kentucky Surveying the Landscape Report](#) and the [Safety Net Expansion Initiative Policy Scan](#) both address existing gaps in available services and the need to increase prevention efforts. These qualitative and quantitative findings should guide anti-trafficking efforts in Louisville, and throughout the state, to increase the focus on broad-reaching prevention efforts, including and beyond prevention education. As additional evidence emerges regarding promising practices, effective strategies, and long-term impact, we should shift resources to support these findings.

4. Focus proactive law enforcement efforts on situations which involve identified or suspected victims of human trafficking and ensure that appropriate services are available and accessible to potential victims.

Discussion: Law enforcement is a key stakeholder in anti-trafficking coordination and response efforts. It is imperative that law enforcement efforts are victim-centered and trauma-informed. Law enforcement actions taken to address human trafficking should be centered on the well-being of victims and the larger community. Blind raids (stings, details, etc.) should not occur. These law enforcement actions ensnare many individuals not connected to human trafficking and rarely result in human trafficking arrests or identification of trafficking victims. Proactive law enforcement actions should focus on identified or potential victims who require the support of law enforcement to exit the trafficking situation. Specialized service providers able to provide basic needs, case management, and related services should be immediately available to identified or potential victims to support screening and provide direct services. Appropriate language access must be provided for any communications with identified or potential victims.

5. Prioritize survivor-centered, trauma-informed, and culturally responsive human trafficking training for law enforcement, public health, service providers, educators, and state government agencies.

Discussion. Consistent, comprehensive, and up-to-date training on human trafficking is key to effectively identifying and responding to trafficking in Kentucky communities. In order for professionals in government and community-based agencies to be positioned to address human trafficking prevention and response in their discipline and within their specific roles, human trafficking training must be provided regularly. Training will help to ensure knowledge and skills continue to develop and are sustainable over time and across agencies. Training should emphasize the importance of self-determination for survivors, minimizing harm to survivors, and ensuring communication and engagement with survivors is culturally appropriate and accessible. Human trafficking training should include both sex and labor trafficking and follow best practice guidance regarding imagery, language, and data that does not sensationalize, tokenize, or misinform.

6. Increase training, awareness, identification, specialized services, and prosecutions specific to labor trafficking.

Discussion. Data shows that labor trafficking is occurring in Kentucky communities. Despite there being fewer investigations and prosecutions of labor trafficking, there are a significant number of individuals supported by specialized service providers who experienced labor trafficking. Labor trafficking cases often include multiple victims, in both formal and informal labor sectors. Most civil cases in Kentucky have involved labor trafficking, particularly among H-2A workers. However, labor trafficking is not often addressed in training, awareness, or outreach efforts across the state. Labor trafficking should be included in anti-trafficking initiatives statewide. There is existing expertise locally and nationally that may be leveraged to build capacity to address labor trafficking, ensure employers and other facilitators of labor trafficking are held accountable, and provide comprehensive services to survivors.

7. Improve standards of care among service providers supporting survivors of human trafficking through training, technical assistance, policy change, and sharing of best practices.

Discussion. Organizations providing direct services to survivors of human trafficking should prioritize the well-being of survivors in their care and ensure that their policies and practices are trauma-informed, survivor-centered, and minimize harm. Self-evaluation (such as the [Guiding Principles Self-Assessment](#)) and external evaluation are important tools to assist programs in improving their practices. Meaningful and intentional survivor engagement is an important practice for providers to ensure their services truly meet the needs of the populations they serve. Service providers should utilize promising practices and regularly evaluate program outcomes to assess impact.

8. Support data-driven outreach and awareness efforts.

Discussion. Outreach and awareness efforts should be informed by data from reliable sources and adjusted based on what is learned from the data. This requires multiple steps, as first the data must be collected, accessible, analyzed, then utilized to inform local anti-trafficking work. If the data highlights trends or issues that were previously unknown or misunderstood, it is imperative that efforts shift based on what is learned. Data is far from perfect, but it can and should provide guidance, and anti-trafficking language, materials, and campaigns should reflect what is learned. Local and national research and evaluation are helpful tools in data-driven approaches. Misinformation is problematic and harms anti-trafficking efforts and individuals impacted by human trafficking. For example, existing data does not support the assertion that sex trafficking increases during the Kentucky Derby each year. Data does support that labor trafficking occurs on Kentucky farms. Outreach and awareness efforts should adjust to call attention to this understanding, and emerging knowledge, of how human trafficking presents in Kentucky communities.

9. Increase focus on addressing familial trafficking through prevention, training, and intervention efforts.

Discussion: Human trafficking is believed to typically be perpetrated by strangers, while the data shows that trafficking is often facilitated by family members, including caretakers. DCBS annual report data demonstrates that approximately half of all reports of potential child trafficking incidents each year in Kentucky involve a caretaker. Prevention, training, and intervention efforts need to better reflect this reality through policy changes, prevention efforts, specialized services, and information sharing to address and support trafficking happening in familial settings. Safe and stable housing with non-perpetrating family members or other caring adults is a primary need in many familial trafficking cases along with trauma-appropriate clinical interventions. More research is needed to better understand sex and labor trafficking in the familial context and to learn effective methods for prevention, identification, and intervention.

10. Prioritize language access in training, outreach, investigations, prosecutions, and service provision in compliance with Title VI of the Civil Rights Act, local ordinances, and best practice guidance.

Discussion: Human trafficking impacts many diverse populations. Accessibility and language limitations are often exploited by traffickers. In order to identify, respond to, and support survivors of trafficking access to information that is understandable to impacted individuals is crucial. Language access includes information and communication accessibility for individuals who are blind and/or visually impaired, Deaf, hard-of-hearing, and limited English proficient. [Title VI of the Civil Rights Act of 1964](#) prohibits discrimination on the basis of race, color, or national origin and requires recipients of federal financial assistance to take reasonable steps to make their programs, services, and activities accessible by eligible persons with limited English proficiency. State agencies and community-based programs must at the least comply with federal laws related to language access, and should adhere to accessibility best practices, to ensure human trafficking is identified and survivors are sufficiently supported. Bilingual staff, use of certified interpreters, and appropriate technological tools can help to ensure language accessible information and requires both intentionality and resources. Language Access Plans are helpful tools for agencies to develop policies and procedures for appropriate language access. Human trafficking incidents will continue to be overlooked and victims will continue to be exploited and abused without language access. The [Equal Access Advocacy Project](#) through Catholic Charities of Louisville offers guidance and tools for building capacity in language access, including development of language access plans.

Appendix

KENTUCKY REPORTS AND RESEARCH

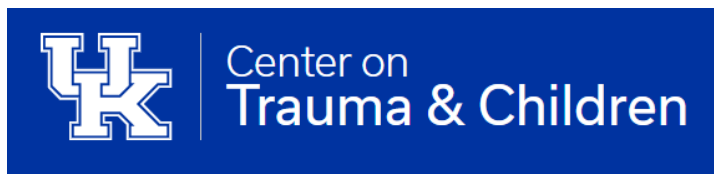
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RESEARCH INITIATIVES



The [University of Kentucky Center on Trauma and Children \(CTAC\)](#), located in the College of Medicine, Department of Psychiatry is dedicated to the enhancement of the health and well-

being of children and their families through research, practice, policy and the dissemination and implementation of evidence-based approaches to address child abuse and trauma. CTAC recognizes the impact of indirect trauma on the child-serving workforce and seeks to address this pervasive occupational hazard. Research conducted by the CTAC includes commercial sexual exploitation of children and familial trafficking.

Executive Director: Ginny Sprang, Ph.D.



The [Human Trafficking Research Initiative \(HTRI\)](#) is an interdisciplinary research center founded in 2015. University of Louisville faculty partnering with local community and organization leaders to produce research about human trafficking to increase competency amongst those who interact

with victims of human trafficking. The HTRI focuses on human trafficking in Kentucky, but they examined anti-trafficking task forces throughout the country to inform their practices. Their work has been published in several journal articles, and the program gives students a unique opportunity to learn about human trafficking and be involved in anti-trafficking efforts.

Director: Jennifer Middleton, Ph.D.



[The Human Trafficking & Health Equity Academic Collaborate](#) was born in 2022 to increase awareness about human trafficking on a national and global level through the collaboration of college students, local coalitions, and K-12 communities. They collect data, provide

anti-trafficking training, and advocate for increased awareness about human trafficking and health equity in education settings.

Project Founder: Suk-hee Kim, Ph.D.

KENTUCKY UNIVERSITIES OFFERING COURSES IN HUMAN TRAFFICKING

The following universities in Kentucky are known to offer courses specifically on human trafficking in various disciplines:

Asbury University (AU) will offer an undergraduate minor in [Human Trafficking Studies](#) beginning in the Fall of 2024.

Campbellsville University (CU) offers undergraduate and graduate [Social Work](#) courses on human trafficking:

- Human Trafficking, SWK487
- Human Trafficking Interventions, SWK682

Consult the current [catalog](#).

Eastern Kentucky University (EKU) offers undergraduate and graduate [Criminal Justice](#) courses on human trafficking:

- Human Trafficking, CRJ422
- Human Trafficking, CRJ833

Consult the current [catalog](#).

Georgetown College (GC) offers an undergraduate Psychology course on Human Trafficking (PSY358). Consult the current [catalog](#).

Murray State University (MSU) offers an undergraduate Social Work course on Human Trafficking (SWK340). Consult the current [catalog](#).

Western Kentucky University (WKU) offers a graduate Social Work course on Human Trafficking: Theories, Policies, & Intervention (SWRK685). Consult the current [catalog](#).

University of Louisville (UofL) offers an undergraduate Criminal Justice course on Human Trafficking: Critical Thinking About Modern-Day Slavery (CJ440). Consult the current [catalog](#).

The following universities in Kentucky are known to offer courses that include the topic of human trafficking:

Brescia University (BU) offers an undergraduate course Social and Political Philosophy (PHL104H). An undergraduate course (3 credits) for honor students that explore various social issues, including human trafficking, through political philosophies. See course [catalog](#).

Kentucky Western College (KWC) offers an undergraduate Criminal Justice course Victimology (CJC460) which includes human trafficking. See course [catalog](#).

Morehead State University (MSU) offers undergraduate criminology/sociology courses that include discussions of human trafficking:

- Global Crime and Terrorism, CRIM316/SOC316
- Sex Industry Perspectives, CRIM363/GST363/SOC363

Consult the current [catalog](#).

Simmons College of Kentucky (SCKY) offers undergraduate and graduate Political Science courses that include discussions of human trafficking:

- Human Security: Transnational Issues in a Global World, POLS224
- Feminist International Relations, POLS556/WGST556

Consult the current [catalog](#).

Union College (UC) offers an undergraduate Political Science course on Global Organized Crime (PSC351) that includes discussions of human trafficking. Consult the current [catalog](#).

University of Kentucky (UK) offers courses in a variety of disciplines that include discussions of human trafficking, but their course [catalog](#) makes it difficult to locate these.

University of the Cumberlands (UC) offers a Human Services course Human Tragedies and Intervention which includes discussions of human trafficking interventions. Consult a course [catalog](#).

Please note that these courses are not exhaustive of courses offered at Kentucky universities regarding human trafficking, but based on what can be reasonably ascertained by searching course catalogs.

FEDERAL HUMAN TRAFFICKING LEGISLATION

Human trafficking was first introduced into federal law in October of 2000 with the passage of the first Victims of Trafficking and Violence Protection Act (TVPA). Since the TVPA was signed into effect, federal lawmakers have made amendments with each reauthorization act to strengthen support services for survivors and hold traffickers accountable. In the last two decades, federal legislation has grown more accommodating for victims from diverse backgrounds such as foreign-born and juvenile survivors. As public concern regarding human trafficking continues to grow, it is imperative that professionals from the field continue to push for legislative action that supports a holistic approach to combating human trafficking.

The Victims of Trafficking and Violence Protection Act 2000

The Victims of Trafficking and Violence Protection Act of 2000 (TVPA), Pub. L. No. 106- 386 was signed into effect on October 28, 2000. The TVPA established the “3 P’s” in the fight against human trafficking domestically and internationally: protection, prevention, and prosecution.

Protection. The TVPA provided increased protection for trafficking survivors by making foreign-born victims eligible for federal healthcare and other services without a contingency on immigration status. The TVPA provided protection for trafficking from removal through the T visa and U visa, as well as allowing nonimmigrant status holders the opportunity to adjust to permanent resident status.

Prevention. The TVPA provided international initiatives to improve economic opportunity for potential victims as a means of deterring trafficking. Furthermore, the TVPA created the Office to Monitor and Combat Trafficking in Persons in the State Department and made the office responsible for producing an annual report (Trafficking In Person [TIP]) that describes the efforts of countries to combat human trafficking. In addition, the TVPA required the President to establish an Interagency Task Force to Monitor and Combat Trafficking (PITF), a coordinating task force comprising cabinet-level officers chaired by the Secretary of State and directed it to carry out activities that included measuring and evaluating the progress of the United States and other countries in preventing human trafficking, protecting its victims, and prosecuting its perpetrators.

Prosecution. The TVPA enhanced the capacity of federal prosecutors to bring human traffickers to justice for their crimes by adding new criminal provisions prohibiting forced labor, trafficking with respect to peonage, slavery, involuntary servitude, or forced labor, and sex trafficking of children or by force, fraud, or coercion. The TVPA criminalized attempting to engage in trafficking-related behavior, mandated that traffickers pay restitution to their victims, and strengthened the penalties for existing trafficking crimes.

The Trafficking Victims Protection Reauthorization Act of 2003

The Trafficking Victims Protection Reauthorization Act of 2003 (TVPRA 2003), Pub. L. No. 108-193 was signed into effect on December 19, 2003. The TVPRA 2003 refined federal criminal provisions against trafficking to include human trafficking crimes as a Racketeer Influenced and Corrupt Organizations Act (RICO) predicate and created a civil remedy enabling trafficking victims to file lawsuits against their traffickers in federal district court.

The TVPRA 2003 also established a Senior Policy Operating Group (SPOG) within the executive branch, to “coordinate activities of Federal departments and agencies regarding policies (including grants and grant policies) involving the international trafficking in persons and the implementation of the TVPA.

The Trafficking Victims Protection Reauthorization Act of 2005

The Trafficking Victims Protection Reauthorization Act of 2005 (TVPRA 2005), Pub. L. No. 109-164 was signed into effect on January 10, 2006. This law provided extraterritorial jurisdiction over trafficking offenses committed overseas by persons employed by the federal government.

The TVPRA 2005 established a grant program for states, Indian tribes, local governments, and nongovernmental organizations (NGOs) to develop and strengthen assistance for trafficking victims and directed the Department of Health and Human Services to establish and implement a pilot program to provide benefits and services for juvenile trafficking victims. The TVPRA 2005 also established a grant program for state and local law enforcement agencies to combat trafficking. In addition, the TVPRA 2005 expanded the reporting requirements of the TVPRA 2003.

The William Wilberforce Trafficking Victims Reauthorization Act of 2008

The William Wilberforce Trafficking Victims Protection Reauthorization Act of 2008 (TVPRA 2008), Pub. L. No. 110-457 was signed into effect on December 23, 2008. This law featured new measures to prevent and deter trafficking by creating new crimes that impose appropriately serious penalties on those who obstruct or attempt to obstruct the investigation and prosecution of trafficking crimes and permitting prosecution of sex traffickers who recklessly disregard the fact that force, fraud, or coercion would be used against the victims.

With respect to prevention and protection, the TVPRA 2008 directed the government to provide information about workers’ rights to all people applying for work and education-based visas. The TVPRA 2008 expanded the protections available with the T visa and required that all unaccompanied alien children be screened as potential victims of human trafficking. The TVPRA 2008 eliminated the requirement to prove the defendant knew a sex trafficking victim was a minor in cases where the defendant had a reasonable opportunity to observe the minor, expanded the crime of forced labor by providing that “force” includes the abuse or threatened abuse of legal process, imposed criminal liability on those who, knowingly and with intent to defraud, recruit workers from outside the United States for employment within the United States by making materially false or fraudulent representations, increased the penalty for conspiring to commit trafficking-related crimes, and created penalties for those who knowingly benefit financially from participating in a venture that engaged in trafficking crimes.

The Trafficking Victims Protection Reauthorization Act of 2013

The Trafficking Victims Protection Reauthorization Act of 2013 (TVPRA 2013), Pub. L. No. 113-4 was signed into effect on April 8, 2013. The TVPRA 2013 focused in part on eliminating human trafficking from the supply chain of goods. This legislation required the Director of the DOS TIP Office—working with other DOS officials, DOL officials, and other U.S. government officials—to build partnerships between the U.S. Government and private entities to ensure that U.S. citizens do not use items, products, or materials produced or extracted with the use and labor of trafficking victims and that those entities do not contribute to trafficking in persons involving sexual exploitation.

In addition, the TVPRA 2013 strengthened the minimum standards for the elimination of trafficking used by DOS to describe the anti-trafficking efforts of U.S. and foreign governments in its annual TIP Report, amended the Racketeer Influenced and Corrupt Organization (RICO) Act to include labor contract fraud, amended the federal criminal code to (1) subject U.S. citizens or permanent resident aliens who reside overseas and engage in illicit sexual conduct with a person under 18 years of age to a fine or imprisonment or both; and (2) subject a person who knowingly destroys, conceals, removes, confiscates, or possesses certain immigration documents to a fine or imprisonment or both.

The TVPRA 2013 also extended the statute of limitations for a person to bring a civil action for an injury received while the person was a minor that was caused by certain sex or forced labor-related violations of federal criminal law and added reporting requirements for the Attorney General's human trafficking report.

The Justice for Victims of Trafficking Act of 2015

The Justice for Victims of Trafficking Act of 2015 (JVTA), Pub. L. No. 114-22 was signed into effect on May 29, 2015. This law gave the Department more tools to address human trafficking by adding "patronizes" and "solicits" to 18 U.S.C. § 1591(a) to facilitate the prosecution of customers of sex trafficking victims. Adding "advertises" to the modes of commission of an offense under 18 U.S.C. § 1591 when there is proof that the defendant knew the victim being advertised was a minor or that force, fraud, or coercion would be used. The TVPRA 2015 also clarified that there is no need to prove either that the defendant knew that a sex trafficking victim was a minor if the defendant had a reasonable opportunity to observe the victim.

The TVPRA 2015 amended 18 U.S.C. § 1594 to direct any assets forfeited in a human trafficking case to be used to satisfy a victim restitution order. The TVPRA 2015 added the production of child pornography to the definition of "illicit sexual conduct" as used in 18 U.S.C. § 2423, as well as creating a mandatory \$5,000 special assessment that applies to non-indigent defendants for each count of conviction of certain offenses. The revenue generated from this special assessment shall be used to support programs to provide services to victims of human trafficking and other offenses. Lastly, the TVPRA 2015 directed the Attorney General to create and maintain a National Strategy to Combat Human Trafficking.

The Trafficking Victims Protection Act of 2017

The Trafficking Victims Protection Act of 2017 (TVPA 2017), Pub. L. No. 115-393 was signed into effect on December 21, 2018. The TVPA 2017 provided additional funding and mandates to support victims of trafficking, and to increase the transparency of the federal government's anti-trafficking work.

The TVPA 2017 requires the Attorney General to issue a human trafficking victim screening protocol for use in all federal anti-trafficking law enforcement operations, and, in consultation with the Department of Health and Human Services, to identify and disseminate tools and recommended practices for the screening of HT victims. The TVPA 2017 also directed the Department of Justice to submit a report to Congress on the efforts by the National Institute of Justice to develop a methodology to assess the prevalence of human trafficking in the United States and mandated the U.S. Advisory Council to review federal government policies and programs and file its findings annually in a report to Congress.

Trafficking Victims Reauthorization Act of 2017

The Trafficking Victims Protection Act of 2017 (TVPRA 2017), Pub. L. No. 115-427 was signed into effect on September 19, 2017. The TVPRA 2017 added provisions focused on increasing the federal government’s ability to effectively assess foreign government compliance with TVPA minimum standards and encouraged increased collaboration between the government and private sectors in efforts to combat human trafficking.

The Frederick Douglas Trafficking Victims Prevention and Protection Reauthorization Act of 2018

The Frederick Douglass Trafficking Victims Prevention and Protection Reauthorization Act of 2018, Pub. L. No. 115-425 was signed into effect on January 8, 2019. This law increased the federal government’s focus on addressing forced labor by amending the 18 U.S.C. 1375c to include prevention and prohibition of labor trafficking in diplomatic households, increasing reporting obligations regarding the prohibition of goods produced through forced labor, requiring the Senior Policy Operating Group to establish a working group focused on demand reduction, and amending the Child Soldiers Prevention Act to include “police or other security forces.”

Sources: U.S. Congress (www.congress.gov) and U.S. Department of Justice (www.justice.gov)