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Everybody Matters: A Mixed-Methods Analysis of Support Services Available to Survivors of Human Trafficking in Central Kentucky

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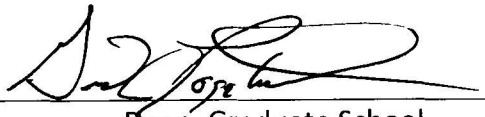

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ABSTRACT

This research is designed to identify service and capacity gaps that exist and need to be addressed in Central Kentucky to improve the provision of social services for survivors of human trafficking. Relying upon in-depth interviews with individuals from different organizations/agencies (e.g., social service providers, federal and local law enforcement agencies, human trafficking task forces) in Central Kentucky that work on human trafficking and with survivors, this research provides a comprehensive picture of the social services available to survivors of human trafficking, including the need for additional services. This research offers an analysis of the capacity gaps that exist, making it difficult for survivors of human trafficking to get the necessary protection, rehabilitation, recovery, and repatriation services needed.

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CHAPTER I

INTRODUCTION

Background

Human trafficking is a human rights violation that has become a hot button human rights issue over the past several decades and has been equated to a form of modern-day slavery. It creates compelling images of people from impoverished countries being shipped across borders to work in brothels; this image elicits a powerful reaction from people who are demanding something be done to help human trafficking victims. While this type of human trafficking does occur, it has become a fairly dominant image of what all trafficking looks like and it becomes more difficult to discuss the severity of the issue when one begins speaking on how it is a human rights violation that is occurring much closer to home than many would like to realize. It is hard to make people understand the severity of human trafficking when the annual estimated number of those affected by trafficking in the United States alone can range from 17,000-50,000 persons; estimates vary severely based on the method of data collection used (Wilson, et al, 2006). For example, there are studies that predict the number of victims based specifically on data collected about sex trafficking, thereby not taking into consideration the number of those affected by labor trafficking, or a combination of sex and labor trafficking (Desyllas, 2007; Kotrla, 2010; Logan et al., 2009; Webber & Shirk, 2005).

Logan et al. (2009) conducted a study analyzing nine reports that assessed service organizations in the U.S. and their knowledge of available legal representation and experience with human trafficking cases. Based upon telephone and mail surveys of

professionals, Logan et al. found a "lack of adequate resources, funding, and staffing needed to serve human trafficking victims was frequently mentioned as a barrier to serving victims" (p. 17). This has been problematic for victims of trafficking who often require help with basic needs, including food, housing, and clothing, as well as financial assistance, mental care and mental health assistance, and legal assistance (Polaris Project, 2012, 2013; Virginia Department of Criminal Justice Studies, 2012; Office for Victims of Crime, 2014). These complications in service provisions have been found not only nationally, but in Kentucky as well.

In 2014, President Barak Obama and the President's Interagency Task Force to Monitor and Combat Trafficking In Persons published *Coordination, Collaboration, Capacity*, the *Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States; 2013-2017* as a way to promote improvements that can be made to better assist human trafficking victims. The Plan has developed four goals it hopes to accomplish by 2017: 1) align efforts in a strategic, coordinated approach to provide services to human trafficking victims, 2) improve understanding and use trafficking-related research and data to support evidence-based practices in victim services, 3) expand access to services to increase victim identification and expand the availability of services, and 4) to improve outcomes so as to promote effective, culturally appropriate, trauma-informed services so as to be improve health, safety, and well-being of the victims (Office for Victims of Crime, 2014).

According to Abbie Darst, a program coordinator with Kentucky's Department of Criminal Justice Training, the Commonwealth of Kentucky have made significant efforts to better assist victims of human trafficking, and some legislators even believe that

Kentucky has some of the most victim-centered laws of any state within the country (Darst, 2014A). For example, by 2014 Kentucky had successfully implemented seven of the required ten categories of legislation for human trafficking laws, however, it was not until the 2014 State Reports published by the Polaris Project that Kentucky had fulfilled the victims assistance laws (Polaris Project, 2014). Furthermore, while Kentucky holds itself as being such a progressive state in terms of laws for human trafficking, the laws made work to serve victims who have not committed any crime; even if the crime was committed while the victim was being exploited they can still be charged and incarcerated (Todd, 2014). Vacating convictions for sex trafficking victims, the posting of a Hotline, and a unified Human Trafficking Task Force are categories Kentucky needs to improve upon in order to completely fulfill National Policy of Human Trafficking Laws (Polaris Project, 2014).

Both the Trafficking Victims Protection Act of 2000 and the 2003 Trafficking Victims Protection Reauthorization Act included additional provisions for the protection of victims and their families from deportation. Over the years, the Reauthorization Act added grant programs to assist law enforcement agencies to combat trafficking, and shelter programs for minors to provide them with a safe place to stay once identified as a victim of human trafficking. At the local level, Kentucky has been involved in the fight to combat trafficking by passing legislation in the form of the Human Trafficking Victims' Right Act of 2013 (Darst, 2014B). Under this Act, Kentucky has been working to protect and safely care for victims, including children, who have been victimized by traffickers, although they have not yet been able to build a shelter specifically for juvenile victims (Darst, 2014A). Kentucky also has yet to develop any law enforcement task forces

specifically designated to investigate trafficking cases, and there are only two full-time trafficking advocates within the state. This is not nearly enough considering how many suspected cases there are in Kentucky; a report published in 2014 identified 160 cases of reported human trafficking during 2013 (Overly & Wuchner, 2014). Although there is plenty of room for improvement, Kentucky is actively working to combat human trafficking and raise awareness about the serious Human Rights crime that it is, as well as protect and provide services to those who have been affected by it. This research sheds light on areas of success of human trafficking service providers and law enforcement, as well as analyzes where the gaps in services may be. It is these service and capacity gaps that impact the treatment survivors are getting, something they have a legal right to receive.

Statement of Purpose

This research study was designed to identify social service provisions and capacity gaps that exist and need to be addressed in Central Kentucky to improve the system of social services for survivors of human trafficking. Relying upon qualitative and quantitative data from interviews with individuals from different organizations/agencies (e.g., social service providers, federal and local law enforcement agencies, and human trafficking task forces) in Central Kentucky, this study provides a preliminary analysis of the social services available to survivors of human trafficking. This includes an examination of the need for additional services and an analysis of capacity gaps that currently exist that make it difficult for survivors of human trafficking to get the necessary protection, and rehabilitation and recovery services needed.

The purpose of this research was to perform a mixed-methods analysis on the support services provisions that are available to survivors of human trafficking in Central Kentucky. Initial background research into this topic found there are very few resources available to victims of trafficking, and even fewer training courses on how to best provide for victims from both a support service perspective as well as a law enforcement perspective. This research looked at what kinds of services are available to survivors once they are identified as having been exploited through trafficking, the challenges service providers face when handling their cases, and how they would like to see those challenges resolved. A review of the literature on human trafficking in Kentucky revealed that no such support services or capacity gap analysis had been completed.

Research Objectives

This mixed methods research study seeks to investigate the following questions:

1. What support services are available to survivors of human trafficking in Central Kentucky?
2. Are there gaps in the support services available to survivors of human trafficking in Central Kentucky?
3. Are there capacity gaps among service providers and law enforcement?
4. How can these capacity gaps be addressed?

CHAPTER II

LITERATURE REVIEW

Human Trafficking in the United States

Human trafficking is a serious human rights issue, but there is so much about it that is still widely unknown and easily misunderstood. What is known though is that contributing factors such as poverty, war, global and economic crises, and ignorance fuel the human trafficking business. Courtesy of the globalization of the world economy, there has been an increased movement of people across borders, both legally and illegally, and typically from poorer to wealthier countries (Miko & Park, 2003); and while human trafficking takes place all over the world, the United States of America is one of the highest destination countries for traffickers as measured by the extent that trafficking is reported (UNODC, 2006).

Human trafficking was defined in The Trafficking Victims Protection Act of 2000 and categorizes "Severe Forms of Trafficking in Persons" to be either sex trafficking or labor trafficking. Sex trafficking was defined as the recruitment, harboring, transportation, provision, or obtaining of a person for the purpose of a commercials sex act, in which a commercial sex act in induced by force, fraud, or coercion, or in which the person forced to perform such an act is under the age of 18 years. The other severe form of trafficking in persons is labor trafficking which is defined as the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage of slavery (TVPA, 2000)

Human trafficking is broken up in various categories and subcategories of exploitation such as sexual exploitation, labor exploitation, domestic servitude, forced labor, debt bondage/bonded labor (TVPA, 2000). These categories alone have been questioned because some researchers believe these are incomplete categories due to limited research (Logan, et al., 2009; Wilson et al., 2006).

Because human trafficking is such a well-hidden crime, it is difficult to know exactly how many people are being trafficked. For decades, research has suggested sex trafficking is the largest category of exploitation (Desyllas, 2007; Kotrla, 2010; Webber & Shirk, 2005), yet other studies debate this claim and suggest more people are victims of labor trafficking than sex trafficking (Logan, et al., 2009; Webber & Shirk, 2005). The idea that people are being trafficked for sexual exploitation quickly grabbed the spotlight and has been the main focus for media attention when it comes to raising awareness about the issue of human trafficking (Logan, et al., 2009, Miko & Park, 2003). One study published numbers, yet does not identify the source of said numbers, claiming close to 85% of human trafficking victims of sexual exploitation in the U.S. are citizens of the U.S. (Darst, 2014C). The focus has been tightly centered on young women who have been trafficked for sexual exploitation, and while it is a major problem worthy of attention, it has unintentionally lessened the amount of research interest in labor trafficking (Logan, et al., 2009). So this begs the question: Does the focus on sex trafficking victims have an impact on the services and shelters made available for victims of labor trafficking?

In 1998, the Clinton Administration addressed the issue of human trafficking and argued for "legislation to provide shelter and the support services to victims who

are in the country unlawfully and therefore presently ineligible for assistance." (Miko & Park, 2003, p. CRS-9) The Clinton Administration also "pressed for creation of a humanitarian, non-immigrant visa classification to allow victims to receive temporary resident status so that they could receive assistance and help to prosecute traffickers" (Miko & Park, 2003, p. CRS-9). Support for combatting human trafficking and providing services to victims of human trafficking has continued on through the Bush and Obama Administrations and has resulted in millions of dollars in funding going towards service provisions for individuals, both domestic and foreign citizens, who become victimized by human trafficking (Kotrla, 2010). However, even with all of the provided funding, there are still too few services that are adequate enough to successfully assist victims of trafficking (Logan, et al. 2009; Mike & Park, 2003).

The first Federal law put into place relating to human trafficking was the Trafficking Victims Protection Act (TVPA) of 2000, and is considered the cornerstone of federal human trafficking legislation. This Act established numerous methods to prosecute traffickers, prevent human trafficking, and protect survivors of human trafficking. This was the first law that established human trafficking, and all offenses relating to human trafficking, as a federal crime, and it has worked to prevent human trafficking by establishing the Office to Monitor and Combat Trafficking in Persons. This Office is required to publish an annual Trafficking In Persons report which describes the efforts of countries in the fight to combat trafficking. Most importantly, the TVPA protects survivors of human trafficking by establishing the T visa, "which allows victims of human trafficking, and their families, to become temporary U.S. residents and eligible to become permanent

resident after three years" (Polaris Project, 2012). A T-Visa is a renewable, temporary visa that lasts for one year at a time and, once certified by law enforcement, can be issues to a victim who has suffered severe forms of trafficking. The victims must be physically within the borders of the United States on account of human trafficking and victims must comply with all requests made by law enforcement in order to apply for the visa. This visa also acts as a work authorization and gives the victim access to public benefits such as food stamps, Medicaid, cash assistance, job placement, etc. (Rescue & Restore, 2012)

Since the TVPA of 2000, four amendments in the form of Reauthorization Acts have been established to further assist victims; the Trafficking Victims Protection Reauthorization Act of 2003, 2005, 2008, and 2013. These Reauthorization Acts have added additional provisions to protect victims and their families from deportation, piloted shelter programs for minors, has enhanced criminal sanctions against traffickers, implemented systems to gather and report human trafficking data, and worked to strengthen collaboration with state and local law enforcement to ease the charging and prosecuting of traffickers. (Polaris Project, 2014).

In 2014 the Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States; 2013-2017 as a way to promote improvements that can be made to better assist human trafficking victims. The Plan made the aforementioned four goals discussed in the introduction (Office for Victims of Crime, 2014) and also recognized that trafficking victims often require numerous types of social support services. These services include victim advocacy, shelter and housing, food, medical care, mental health treatment, substance abuse treatment, support

groups, translation services, immigration and other legal assistance, and intensive case management (Office for Victims and Crime, 2014). While there are Federal laws and action plans in place to ensure victims are receiving services and assistance, it is important to note the services offered to human trafficking victims can vary greatly throughout the United States. This variation can be due to the location of the victim, the type of trafficking, age, gender, immigration status of the victim, the funding available within the community, and the coordination of those services in the community. These factors can, and do, create challenges in ensuring victims are being given access to the specialized services that address their needs (Office for Victims of Crime, 2014). In accordance with the Federal Strategic Action Plan and the Polaris Project, one of the states actively working to implement necessary legislation to better provide services to survivors of human trafficking is the Commonwealth of Kentucky.

Kentucky Legislation

While there is always room for improvement, Kentucky put forth an effort to better assist victims of human trafficking within the State. According to Abbie Darst, a program coordinator with Kentucky's Department of Criminal Justice Training, people working within the Commonwealth of Kentucky believe it has some of the strongest and most victim-centered laws of any state within the country of the United States (Darst, 2014A). In June of 2013, Kentucky passed the Human Trafficking Victims' Rights Act to protect and safely care for children found to be victims of trafficking (HB 3, 2013). This law was passed in accordance with guidelines based on ten provisions of necessary legislation that are critical to develop a legal framework

that combats human trafficking (Polaris Project, 2014). As of 2014, Kentucky is considered to be a 'Tier 1' State in that it has fulfilled seven of the ten required categories of law implementation as mandated by National Law. The ten categories in which laws regarding human trafficking are required to be implemented are: 1) sex trafficking, 2) labor trafficking, 3) asset forfeiture for human trafficking and investigative tools for law enforcement, 4) training on human trafficking for law enforcement and a human trafficking commission or task force, 5) to lower burden of proof for sex trafficking of minors, 6) posting a human trafficking hotline, 7) safe harbor for sexually exploited minors, 8) victim assistance, 9) access to civil damages, 10) and vacating convictions for sex trafficking victims (Polaris Project, 2014).

Of the ten categories, Kentucky has not fulfilled the requirements for a unified, statewide human trafficking task force, the posting of a hotline, or the vacating of convictions for sex trafficking victims. Now, this is not to say Kentucky has not made efforts in these three areas, the efforts just have not been enough to consider the category fulfilled (Polaris Project, 2014).

Additionally, there are only two full-time trafficking advocates within the state, and Abbie Darst has recognized that Kentucky needs more services and trained people to assist with victims. Darst also made note that as of 2014, none of the Kentucky police departments have received any funding to create a human trafficking investigative task force (Darst, 2014C).

A 2010 article by Kelly Calk, Department of Corrections Staff Attorney, identified the two criminal statutes that have been added to the Kentucky State Legislature, in accordance with the categories identified through Polaris Project, to

address the issue of human trafficking. Statutes 529.100, human trafficking, and 529.110, promoting human trafficking were added to Kentucky State Legislature, and define human trafficking as being a "criminal activity whereby one or more persons are subjected to engaging in: (a) forced labor or services; or (b) commercial-sexual activity through the use of force, fraud, or coercion…" (p. 26).

While the statutes were meant to protect and assist victims of trafficking, Calk (2010) added these statutes would be somewhat difficult to apply until law enforcement officers had a thorough understanding of the definitions that were used within the statutes. According to the Polaris Project State Ratings Report of 2014, Kentucky has implemented training for law enforcement that allows for the training on, "The characteristics and dynamics of human trafficking, state and federal laws relating to human trafficking, the investigation of cases involving human trafficking…and resources for assistance to victims of human trafficking" (Polaris Project, 2014, p.4).

In the summer of 2014, the Kentucky Law Enforcement magazine published a short excerpt on the Kentucky Revised Statute, Chapter 529, which allows for the expungement of charges and/or convictions where the crime is found to be the direct result of human trafficking, but only under certain circumstances (Todd, 2014). This is only applicable if the victim was not involved in a violent offense, but if a violent offense occurred then the fact the person was victimized by traffickers is overlooked (Todd, 2014.). Kentucky still has a long way to go, but they have proven to be working towards assisting victims considering they have more training than other agencies who have no written policy pertaining to human trafficking (Wilson et al.,

2006). Kentucky has also shown improvement in that the state went from being a Tier 3 state regarding the implementation of human trafficking laws in 2011, to a Tier 1 state by 2013, however, there is still necessary improvement that can be made regarding the state's victims' assistance laws (Polaris Project, 2014).

In 2013, Kentucky Rescue and Restore Victims of Human Trafficking Coalition and the Kentucky Association of Sexual Assault Programs published a short report on the number of human trafficking victims who have received assistance through their organizations. The following statistics were published based on the Kentucky Rescue and Restore Coalition's partner agencies. These agencies are Catholic Charities, KY Association of Sexual Assault Programs, Bluegrass Rape Crisis Center, Women's Crisis Center, and Adanta Sexual Assault Resource Center. Between 2008 and 2013, 151 victims have been served by the Rescue and Restore campaign, and 44% of those victims were trafficked as minors (Overly & Wuchner, 2014). The report also revealed 86% of those cases were sex trafficking cases, 9% were labor trafficking, and 5% involved both sex and labor trafficking. Boys were only present in 4% of the cases, whereas girls made up 96% of the trafficking victims; and an astounding 73% of victims were citizens of the U.S. (Overly & Wuchner, 2014). Both nationally and locally, organizations and federal agencies are working to raise awareness on the issues of human trafficking and better provide for survivors. Despite these efforts, research has suggested survivors of human trafficking may still be criminalized or discriminated against even after being identified.

Criminalization of Victims

Studies have reported one of the reasons victims may avoid making their situation known to law enforcement is because of the notion that victims will be criminalized due to their immigrant status (Logan et al., 2009; Miko & Park, 2003; Office for Victims of Crime, 2014; Polaris Project, 2012; Virginia Department of Criminal Justice Services, 2012). Prejudice towards immigrants was primarily being communicated via the media, and it negatively influenced victims and their understanding of what would happen to them. It also shaped their perception of how they would be treated should they be identified because "our society is judgmental towards immigrants…public backlash against immigrants is a huge issue because the public mentality is that they are making the human trafficking stories up to get a visa" (Logan et al., 2009, p 16). And while victims may be seeing media messages advertising that help is available for them, they are also exposed to the rhetoric of anti-immigrant sentiment in the U.S. (Logan et al., 2009). There has been a priority placed on putting an end to illegal immigration in the United States, and it resulted in treating trafficking cases as a direct effect of illegal immigration, which leads to victims being treated as criminals (Miko & Park, 2003). Another contributing factor to this is that officers may not believe human trafficking is happening in their jurisdiction, therefore, they ignore the signs and treat victims like criminals (Wilson et al., 2006). This oversight is due to a lack of training for law enforcement that helps them to properly identify and assist human trafficking victims (Office for Victims of Crime, 2014; Wilson et al., 2006).

A serious issue that needs to be addressed is the criminalization of victims should they choose to not cooperate with law enforcement. As Logan et al. (2009) pointed out, "basic human rights and protections should be available to all victims of trafficking, whether or not they are able to cooperate in investigation" (p. 24).If the victim does not want to aid the investigation, or does not feel comfortable doing so, he/she can face the possibility of being denied services and even jailed or deported (Logan et al., 2009; Miko & Park, 2003; Polaris Project, 2013). What law enforcement has struggled to understand is that victims often do not want to testify against their traffickers because they have been led to fear retribution against their family should they expose their traffickers (Miko & Park, 2003). Prior to the Trafficking Victims Protection Reauthorization Act of 2008, unaccompanied minors would be handed over to the Immigration and Naturalization Services (INS) whose solution to handling juvenile victims was to place up to 1/3 of them in juvenile delinquent facilities (Nguyen, 2010). In some cases, the juvenile victim was not recognized as being exploited by human trafficking until he or she was processed into a detention facility. Not only that, but in these cases it was not law enforcement who identified the minor as being a victim, but rather a social worker who was employed by the facility noticed the signs and got in touch with the National Human Trafficking Resource Center (Polaris Project, 2013).

Unless under the age of 18 years, victims of trafficking are expected cooperate with law enforcement if they hope of remaining in the United States (Desyllas, 2007; Rescue & Restore, 2012). Their best option of staying comes in the form of either a T-visa or a U-visa, which will allow a victim to stay in the country

and work for a set period of time. However, as long as the victim is over the age of 18 years, he/she is required to work with law enforcement in order to apply for the visa (Muhib & Huelgo, 2012; Miko & Park, 2003; Nguyen, 2010). Moshoula Desyllas's critique on U.S. Policy as it relates to human trafficking (2007) unapologetically critiques the purpose of the T-visa as it seems to be designed not to assist in meeting the needs of victims of sexual trafficking, but rather as a way to assist prosecutors in closing down trafficking networks. This is because the law that allows for T-Visas to be administered seeks to protect and prosecute, "it more so places a burden of proof upon the victim to prove her innocence as well as provide any and all information she has about the network she was trafficked into" (Desyllas, 2007, p.67).

As mandated by the Trafficking Victims Protection Act of 2000, the only way a victim may apply for a visa without cooperating with law enforcement as an adult is if he or she is suffering from too severe a physical or psychological trauma. The victim must also be able to prove without a doubt he/she was a victim of trafficking and suffered insurmountable physical and mental trauma as a result of the trafficking (Rescue and Restore, 2012). It was not until a 2014 legislative session that the United States Senate passed Bill 184, which gives adult victims of trafficking the chance to expunge their records so long as they can prove they were trafficking victims at the time of the charges (Darst, 2014B). It has been argued that overall, the U.S. government prefers repressive strategies because they work in collaboration with other agendas such as immigration control and ending organized crime (Desyllas, 2007).

Social Service Provisions and Challenges

It has been recognized that nationally, victims of trafficking have greater needs from social service providers because when removed from their traffickers, they essentially walk away from the situation with absolutely nothing, feeling isolated and afraid (Logan et al., 2009; Office for Victims of Crime, 2014, Polaris Project, 2013, Virginia Department of Criminal Justice Studies, 2012). Compared to other crimes, trafficking victims have far greater needs but have the fewest number of resources and services available to them than any other crime (Muhib & Huelgo, 2012; Polaris Project, 2013; Virginia Department of Criminal Justice Studies, 2012). Kentucky's Rescue and Restore research guide on service provisions for victims of human trafficking, made similar statements as other studies about the overall complexity of victims' needs. However, it also made a unique note that in order to best serve victims, service providers must consider the victim's cultural background when addressing his or her needs (Rescue and Restore, 2012); something that was identified as being a necessary step to better assist human trafficking victims in the 2014 Federal Strategic Action Plan (Office for Victims of Crime, 2014).

In 2012, the Virginia Department of Criminal Justice Services conducted an online needs assessment survey on human trafficking services within the state. This study was done because of the small amount of information that exists on the needs of human trafficking victims as well as the needs service providers may have when working with human trafficking victims. Of the 118 respondents, 64 responses came from victim services agencies and the remaining 54 responses came from criminal justice agencies. The Virginia Department of Criminal Justice (2012) found that

among the 118 research respondents over 80% reported their organization was unable to adequately meet the needs of trafficking victims. This same study identified the need for "multi-agency/multi-discipline collaboration in addressing the problem of human trafficking, especially between social service providers, law enforcement and the courts" (p. 11).

Services for trafficking victims are more difficult to obtain and the reasons for this often point directly to the lack of adequate resources, funding, staff, and training (Kotrla, 2010; Virginia Department of Criminal Justice Studies, 2012). Kotrla (2010) suggests that because of the medical problems victims develop, such as PTSD, substance abuse problems, anxiety, and malnutrition, social workers should be prepared to refer victims to additional services. Social workers should be able to refer their clients to therapists trained in dialectal behavioral therapy and cognitive behavioral therapy since these methods have been found to be beneficial for people who are recovering from trauma (Kotrla, 2010; Virginia Department of Criminal Justice Studies, 2012).

Logan et al. (2009, p. 22) recommend that victim services should include:

> "a temporary and safe shelter as well as longer-term housing, physical and mental health care, public benefits, legal assistance, drug and alcohol counseling, job training or assistance in obtaining employment, basic English language training, and assistance should the victim chose to relocate or return to home country."

In addition, services must be sensitive to individual victim needs in order to be successful. Logan et al. also found that some victims were embarrassed and afraid to utilize support services because of the stigmatization attached to being identified as a human trafficking victim. Another study found that in addition to victims being

embarrassed or afraid to utilize support services, some victims were not always comfortable with the rules and requirements of certain service providers (Desyllas, 2007).

Between the months of January and June of 2012, Polaris Project conducted phone surveys with 140 shelters across the U.S. with anti-trafficking programs in an effort to determine the number of shelter beds, within a protected facility, for survivors of human trafficking. The survey found there were only 678 shelter beds specifically designated for victims, and 1,495 shelter beds that were available for victims. meaning only 2,173 total shelter beds were available to victims of human trafficking (Polaris Project, 2012). This is a troubling number considering how many people are estimated to be trafficked throughout the country every year, and studies have repeatedly shown that shelter is the number one referral request once a victim is identified (Polaris Project, 2012; Logan et al., 2009; Virginia Department of Criminal Justice Studies, 2012). In 2012, the Polaris Project study noted that many of the responding organizations had different requirements for trafficking victims to qualify for shelter. Some of shelters restricted admissions based on age, gender, and nationality, and type of exploitation (e.g., whether the victim was exploited sexually or for labor). Some faith-based shelters also required that trafficking victims agree to certain religious requirements, such as attending church services or mandatory spiritual counseling, in order to enter the shelter (Polaris Project, 2012).

The Polaris Project (2012) survey also revealed that of the 678 identified beds, there were 525 beds restricted for victims of sex trafficking. The other 153 beds could be used by victims of labor trafficking, however, there was not a single bed

exclusively designated for a victim of labor trafficking. The study also found that 290 of these beds were available to male victims, but only two of the 290 beds were designated exclusively for males (Polaris Project, 2012). There were 128 beds available for only U.S. citizens, whereas the other 542 could be used by both U.S. citizens and foreign nationals, and of the 678 beds, 391 of them were designated for minors. With only 678 beds in the country specifically designated for human trafficking victims the National Human Trafficking Resource Center often relies on domestic violence shelters and homeless shelters to house victims of human trafficking (Polaris Project, 2013).

In 2012, The Polaris Project identified the state of Kentucky as having three organizations that assist and shelter victims of human trafficking. The Center for Women and Families of Louisville, Catholic Charities of Louisville, and Women's Crisis Center of Covington, Kentucky. Between the three agencies there were 124 beds.. All three organizations provided shelter to U.S. citizens, foreign nationals, females, and adults. Both Louisville organizations provided shelter for males; also, Catholic Charities of Louisville did not shelter minors whereas the other two organizations did (Polaris Project, 2012).

Darst (2010A) maintains that in the Commonwealth of Kentucky, getting human trafficking victims into a safe environment is essential and their needs must be met without them feeling fearful of their surroundings. Kentucky's Gretchen Hunt, an Attorney and a leading speaker on human trafficking in the state, points out the necessity for competent and specific health services catered towards victims of human trafficking because. She argues that "in many cases, health care is

administered at least initially by an unqualified individual hired by the trafficker with little, if any regard, for the well-being of their patients and even less regard for disease, infection, or contamination control" (Hunt, 2013).

Since the passing of the Kentucky Human Trafficking Victims' Rights Act in 2013, six human trafficking task forces have developed within the state as a way to bring together government and nongovernmental agencies, service providers, health workers, crisis centers, law enforcement officers, judicial officials, and community groups to help address and combat human trafficking (Rescue and Restore, 2013). The six task forces are Lexington Task Force, Louisville Task Force, PATH, Bardstown Violence Prevention Task Force, Lake Cumberland Area Task Force, and Morehead Task Force. Each task force works on issues of human trafficking and, in alignment with the Federal Strategic Action Plan, in order for victims to receive the services they need, it is essential for communities to provide them (Office for Victims of Crime, 2014). One of the leading human trafficking organizations in Kentucky is Catholic Charities of Louisville.

Catholic Charities works closely with the state's task forces to provide assistance for victims as well as to collect statistics from each task force as a way to help raise awareness about the issue, and assist law enforcement. In addition to providing support services to victims of human trafficking, Catholic Charities of Louisville also founded the 2007 organization, Kentucky Rescue and Restore Victims of Human Trafficking. Kentucky Rescue and Restore is a program dedicated to combatting human trafficking and provides community members with information about human trafficking in Kentucky, updated laws on human trafficking in

Kentucky, the phone number to Polaris Project's Human Trafficking Hotline, as well as any current news both locally and nationally on the topic of human trafficking. However, while the primary initiatives of organizations such as Catholic Charities of Louisville is to raise awareness and provide assistance to law enforcement agencies and victims, the services provided by the organizations are limited regarding available social service provision.

CHAPTER III

METHODOLOGY

This research was designed to identify any capacity gaps that may exist when providing human trafficking victims with social service provisions. Interviews were conducted with service providers and members of law enforcement to identify what social support services are available to survivors of human trafficking in Central Kentucky, if there are gaps in the support services available to survivors, if there are gaps among service providers and law enforcement, and how these gaps can be addressed.

Research Design

Using qualitative research methods and data collection tools that allowed for the collection of qualitative and quantitative data, this research explored the services available to trafficking victims in Central Kentucky. Special attention was paid to any collaboration among agencies and organizations to ensure trafficking victims are provided with and able to access needed services. The capacities (or lack thereof) of service providers and law enforcement, in particular, to identify, protect, and support trafficking victims in their rehabilitation and recovery were also examined.

Both qualitative and quantitative data were collected using a structured interview questionnaire. To generate quantitative data, a series of closed-ended question were asked of each participant. Close-ended questions were often followed by open-ended questions designed to ask for explanation or to allow each participant to expand upon their response to the closed-ended question. The collection of qualitative and quantitative data proved successful and allowed for a better understanding of the service provided and capacities of participants, as well as service and capacity gaps that exist.

Sample

The participants were selected for the study based on their employment by organizations and agencies (e.g. social service providers, federal and local law enforcement agencies, human trafficking task forces, and prosecutors) within Central Kentucky, and who work on human trafficking issues and with human trafficking victims. Additionally, participants were selected based on their knowledge of human trafficking in Central Kentucky and who work on human trafficking issues and with human trafficking victims. Additionally, participants were selected based on their knowledge of human trafficking in Central Kentucky. Any approvals needed within the agencies to conduct the interview were obtained prior to conducting the interview. Additionally, all participants were given a written, informed consent form to sign prior to the interview beginning. Participants were also provided with a copy of the informed consent form that they signed for their personal records. The time and location of the interviews were arranged with each participant; most all interviews took place in the participant's office.

A purposive sampling framework coupled with snowball sampling, were used to generate a sample of participants. To begin, members of the human trafficking task force in Central Kentucky, social service providers that work with trafficking victims, and various law enforcement agencies were contacted. Individuals in the aforementioned organizations and agencies were contacted and provided with information about the researcher, the focus of the research, and asked if they would be willing to participate in an interview focused on services available to survivors of

human trafficking. Once they expressed their willingness to volunteer to be interviewed, a time and place to meet in order to conduct the interview was arranged

A method of snowball sampling was also used to collect data for this research. At the end of each interview research participants were asked if there was anyone else within their organization, or at a different organization, they felt should be contacted for an interview. Upon receiving the name of a suggested participant, the individual was contacted, provided with information about the researcher, the focus of the research, and were asked if they were interested in providing their knowledge on the topic. This purposive and snowball sampling made it possible to gain insight into how different organizations work with survivors of human trafficking and the type of services they provide, as well as inquiring how the organizations work together for a common cause of providing support services to survivors of human trafficking.

There are approximately 65 individuals recognized as a member of the Lexington Human Trafficking Task Force, however, not all were considered qualified for interviewing. To sit on a Kentucky task force, an individual is not required to work on issues of human trafficking or with human trafficking victims, but rather can be a member of the task force based on academic or community interest on the topic. Of those identified as members of the task force only service providers and members of law enforcement working in Central Kentucky were contacted, and of those contacted only fifteen individuals expressed an interest in participating in the research. The final sample included 15 individuals who participated in face-to-face interviews with the researcher.

Data were collected over the course of four months, from May to August 2015, and all interviews were based on the availability of the participants and approvals to

speak to the researcher by the participant's supervior when permission was required. Although there are more than fifteen people in Central Kentucky who work with survivors of human trafficking, the length of time for data collection, the availability of participants, and the willingness of individuals to participate in this study affected the overall sample size.

Table 1 reveals that among the 13 respondents sampled, eight participants worked for a service provision organizatoin, and five participants wored for a law enforcement agency. Two of the interviews were done as small group interviews that consisted of two invidividuals, however, the data was recorded as one response therefore a sample of thirteen was used instead of a sample of fifteen. One group interview was done with two service providers, and one group interview was done with two members of law enforcement. Eight of the participants were female, six of which worked for a social service organization, and two were members of law enforcement. The other five participants were male, one of which worked in a social service organization and the remaining four worked in law enforcement.

Table 1. Sample Description

	Full Sample[1] N=13	
	n	%
Organization Type		
Service provider	8	61.5
Law enforcement	5	38.5
Member of Task Force	5	38.5

Table 2 shows that five of the thirteen participants were members of a Kentucky Human Trafficking Task Force. Of those five task force members, four worked in a service provision organization, and one worked as a member of law enforcement.

[1] Although 15 individuals were interviewed, two of the interviews were small group interviews with 2 persons and their responses were only recorded as one response

Table 2. Task Force Membership by Organization Type

	Service Providers N=8		Law Enforcement N=5	
	n	%	n	%
Task Force member				
Yes	4	50.0	1	20.0
No	4	50.0	4	80.0

Data Collection

Data were collected using structured interviews that consisted of closed- and open-ended questions. The interviews were designed to measure what services were being provided to human trafficking victims, and if there were any gaps in the services available to victims. Due to the differences in job responsibilities between social service providers and law enforcement, the data collection tools were modified to best assess the services provided by that particular social service organization or law enforcement agency. The interview structure and development was modeled after data collection tools Dr. Robin Haarr had developed for the purpose of assessing social service provisions and capacities of social service providers.

For the research process, the researcher's personal laptop was used to take field notes during each of the interviews. The interviews consisted of open-ended and closed-ended questions and the responses were typed directly into the laptop where they were stored in a password-protected file with no identifiers. Qualitative data was stored in word documents that were password protected with no identifiers. Quantitative data was input and coded in SPSS with no identifiers.

Based on the development of the interview questions there were a few cases of missing data. This is due to the fact that participants in this research worked in different fields within service provision organizations and agencies. Depending on which

organization the participant worked for, the questions asked varied slightly so as to best understand their role in providing support services to survivors of human trafficking. In some cases, participants were unable to answer a specific question, or sets of questions, due to their lack of knowledge on that specific area of support serivce provision.

Data Analysis

Qualitative Data Analysis

The structured interviews were transcribed verbatim into the researcher's personal laptop. Once all interviews were completed, a separate word document was made for each open-ended question; all fifteen responses were copied and pasted into a password-protected file for organization purposes. This process was repeated for each open-ended question: ultimately creating one large document that had all interview responses compiled together. For analysis purposes, each response was labeled with either an SP for service provider or LE for law enforcement official. This was done to easily compare responses to each question and identify patterns in responses. Next, patterns in responses were made identifiable with color-coded highlighters and then further analyzed. All qualitative data was coded and analyzed by the researcher.

Quantitative Data Analysis

Using SPSS, the quantitative data were analyzed by Dr. Robin Haarr (Professor in School of Justice Studies at Eastern Kentucky University and Chair of the Thesis Committee). Dr. Haarr also developed the tables that are presented throughout this thesis.

CHAPTER IV

RESULTS

Service Provision

The questionnaire was designed to identify what services are available to survivors in human trafficking in Central Kentucky. Through a series of closed- and open-ended questions, participants were asked what services they provide to victims, how different organizations work together to assist victims, and challenges participants experience in working on issues of human trafficking and with victims.

A series of closed-ended questions were designed to measure the types of services provided by participants and their respective organizations. Table 3A reveals how often each of the organizations surveyed provide a type of service for human trafficking victims. Participants were asked to rank on a 4-point Likert Scale ranging from 1 = never to 4 = frequently, how often their organization provides each of the services listed in Table 3A. The categories never and rarely were collapsed for data analysis given the fact that interviews reveals there was always a clear delineation between never and rarely.

In terms of identification and protection, Table 3A reveals that 53.8% of participants provide identification services of trafficking victims and 38.5% of participants provide protection. In regards to shelter and housing 30.8% of participants reported their organization provides shelter within a protected facility and 30.8% participants provide housing outside of a shelter facility to human trafficking victims. Similarly, only 38.5% of respondents reported their organization provides food and 30.8% provide clothing to trafficking victims (i.e., basic needs).

In regards to special service for children, very few participants said their organization provides services relating to assisting child victims of human trafficking,

and this is because all cases involving victims are handed over to the Kentucky Cabinet for Health and Family Services, members of which were unable to be interviewed. Nevertheless, 7.7% of participants reported providing protection and shelter for child trafficking victims, and 15.4% said their organization provides family tracing and reunification for child trafficking victims. Similarly, only 7.7% of participants reported providing child care.

In terms of legal advocacy, 30.8% of participants said their organization provides legal residency assistance, which includes visas and other required documents to stay in the country, and 38.5% of participants reported providing legal assistance. A larger amount of participants, 69.2%, reported providing advocacy to victims and similarly, 69.2% of participants provide translation services to victims. With services like medical care, 23.1% of participants said their organization provides medical care and 30.8% reported their organization provides mental health and counseling services. A smaller percentage of participants, 15.4%, said they provide substance abuse treatment.

When asked about transportation services, 46.2% of participants reported providing transportation services. In regards to livelihood services, 30.8% of participants reported providing life skills training, however, only 7.7% said their organization provides education services. 23.1% of participants said they provide financial assistance, and similarly 23.1% reported they provide job training and/or employment placement.

Table 3A. Service Provision for Victims of Human Trafficking

	Full Sample N=13					
	Never/Rarely		Sometimes		Frequently	
	n	%	n	%	n	%
Identification/Protection						
Identification of trafficking victim	2	15.4	3	23.1	7	53.8
Protection of trafficking victims	3	23.1	4	30.8	5	38.5
Shelter/Housing						
Shelter (within a protected facility) for trafficking victims	7	53.8	2	15.4	4	30.8
Housing (outside of shelter facility), either short-term or long-term housing for trafficking victims	6	46.2	3	23.1	4	30.8
Basic Needs						
Food	4	30.8	4	30.8	5	38.5
Clothing	6	46.2	2	15.4	4	30.8
Special Services for Children						
Legal guardianship	9	69.2	2	15.4	0	0.0
Protection and shelter for child trafficking victims	8	61.5	1	7.7	1	7.7
Family tracing and reunification for child trafficking victims	9	69.2	2	15.4	2	15.4
Child care	7	53.8	5	38.5	1	7.7
Legal Advocacy						
Legal residency assistance, such as visas or other required documents to remain in the country	3	23.1	6	46.2	4	30.8
Legal assistance	2	15.4	5	38.5	5	38.5
Advocacy	0	0.0	3	23.1	9	69.2
Translation	0	0.0	4	30.8	9	69.2
Medical Care						
Medical care	4	30.8	6	46.2	3	23.1
Mental health/counselling services	5	38.5	3	23.1	4	30.8
Substance abuse treatment	8	61.5	2	15.4	2	15.4
Transportation	2	15.4	4	30.8	6	46.2
Livelihood Services						
Life skills training	5	38.5	4	30.8	4	30.8
Education	10	76.9	1	7.7	1	7.7
Financial assistance	7	53.8	3	23.1	3	23.1
Job training and/or employment placement	9	69.2	1	7.7	3	23.1
Reunification and repatriation	10	76.9	1	7.7	2	15.4
Awareness raising about the problem of trafficking and exploitation	1	7.7	4	30.8	8	61.5

Table 3A (continued)

	Full Sample N=13					
	Never/Rarely		Sometimes		Frequently	
	n	%	n	%	n	%
Referral to other social service providers that assist trafficking victims	0	0.0	2	15.4	11	84.6

In terms of reunification and repatriation, only 15.4% of participants reported their organization provides reunification and repatriation services, however, 61.5% of participants said they provide awareness raising about the problem of trafficking and exploitation. Referrals to other social service providers to assist trafficking victims are reported as being the most provided service by 84.6% of participants frequently providing referral services.

Next, data were analyzed to compare how frequently service providers versus law enforcement officers provided each of the different services (by their organizations). Data in Table 3B represents those respondents who reported they either sometimes or frequently provide each of the listed services.

In terms of identification and protection, Table 3B reveals that 87.5% of service providers and 60.0% of law enforcement members provide identification services. Similarly, 75.0% of service providers and 60.0% of law enforcement provide protection services. In regards to shelter and housing, 62.5% of service providers interviewed provide shelter, and 20.0% of law enforcement interviewed provide shelter within a protected facility. When asked about housing outside of a shelter facility, 75.0% of service providers reported their organization provides housing, and 20.0% of law enforcement reported their organization provides housing outside of a shelter facility. For

basic needs, 87.5% of service providers, and 40.0% of law enforcement, said they provide food, and 75.0% of service providers reported providing clothing to human trafficking victims.

In regards of special services for children, 25.0% of service providers reported providing legal guardianship of children and similarly, 25.0% of service providers reported providing protection and shelter for child trafficking victims. 12.5% of service providers and 20.0% of law enforcement reported providing family tracing and reunification services. 62.5% of service providers said their organization provides child care and 20.0% of law enforcement said their organization provides child care.

In terms of legal advocacy, 75.0% of service providers and 80.0% of law enforcement reported providing legal residency assistance, which includes visas and other, required documents to remain in the United States. Legal assistance was reported as being provided by 87.5% of service providers and 60.0% of law enforcement. When asked about advocacy and translation, 100.0% of service providers and 80.0% of law enforcement reported their organization provides advocacy, and 100.0% of both service providers and law enforcement said their organization provides translation services to human trafficking victims.

When asked about medical care, 75.0% of service providers reported their organization provides medical care, and 60.0% of service providers reported their organization provides medical care. 75.0% of service providers and 20.0% of law enforcement said they provide mental health and counseling services. 50.0% of service providers reported their organization provides substance abuse treatment. In terms of

transportation, 87.5% of service providers and 75.0% of law enforcement reported their organization provides transportation services to human trafficking victims.

Table 3B. Service Provision for Victims of Human Trafficking by Organization Type

	Service Providers N=8		Law enforcement N=5	
	n	%	n	%
Identification/Protection				
Identification of trafficking victim	7	87.5	3	60.0
Protection of trafficking victims	6	75.0	3	60.0
Shelter/Housing				
Shelter (within a protected facility) for trafficking victims	5	62.5	1	20.0
Housing (outside of shelter facility, either short-term or long-term housing for trafficking victims	6	75.0	1	20.0
Basic Needs				
Food	7	87.5	2	40.0
Clothing	6	75.0	0	0.0
Special Services for Children				
Legal guardianship	2	25.0	0	0.0
Protection and shelter for child trafficking Victims	2	25.0	0	0.0
Family tracing and reunification for child trafficking victims	1	12.5	1	20.0
Child care	5	62.5	1	20.0
Legal Advocacy				
Legal residency assistance, such as visas or other required documents to remain in the country	6	75.0	4	80.0
Legal assistance	7	87.5	3	60.0
Advocacy	8	100.0	4	80.0
Translation	8	100.0	5	100.0
Medical care				
Medical care	6	75.0	3	60.0
Mental health/counselling services	7	75.0	1	20.0
Substance abuse treatment	4	50.0	0	0.0
Transportation	7	87.5	3	75.0
Livelihood Services				
Life skills training	8	100.0	0	0.0
Education	2	25.0	0	0.0
Financial assistance	6	75.0	0	0.0
Job training and/or employment placement	4	50.0	0	0.0
Reunification and repatriation	2	25.0	1	20.0

Table 3B (continued)

	Service Providers N=8		Law enforcement N=5	
	n	%	n	%
Awareness raising about the problem of trafficking and exploitation	8	100.0	4	80.0
Referral to other social service providers that assist trafficking victims	8	100.0	5	100.0

In regards to livelihood services, 100.0% of service providers reported their organization provides life skills training, 25.0% of service providers said they provide education services, 75.0% of service providers reported providing financial assistance, and 50.0% of service providers reported providing job training and/or employment placement. 25.0% of service providers and 20.0% of law enforcement reported their organization provides reunification and repatriation services. In terms of awareness raising about the problem of trafficking exploitation, 100.0% of service providers and 80.0% of law enforcement members said their organization provides awareness raising services, and 100.0% of both service providers and law enforcement said their organization provides referrals to other social service providers that assist trafficking victims.

Task Force

As revealed in Table 2, 38.5% (n=5) of the 13 participants in this research were members of one of Kentucky's human trafficking task forces, mostly the Lexington Task Force. Moreover, 50.0% of service providers and 20.0% of law enforcement officers interviewed for this study sat on a human trafficking task force. The Lexington Task Force meets once every other month and members discuss a variety of issues related to

human trafficking in Kentucky, including current cases, victim needs, and coordination of services for trafficking victims. When asked what is typically discussed in the task force meetings, one respondent explained,

> Generally we go over current cases and the needs of service providers…updates on cases that are currently pending in some sort of legal form…the needs people are coming to us for with specific trainings…developing partnerships so when we have these case discussion we have an idea of what everyone around the table can offer...[and] work with other task forces in the state to look and see what they are doing (Service Provider, 12)

Collaboration is a key part of the task force as the task force members is comprised of individuals from various service provision organization, law enforcement agencies, members of the community, and academics coming together to discuss the current status of cases, and what services and provisions members of different organizations can contribute to best assist victims.

Participants were also asked if there are any challenges faced by the task force.. One respondent explained, "some people are on the task force because they really want to help and others are there because they were assigned to it so they don't have time for it and they aren't as into it as others are" (Law Enforcement, 6). This reality can make inter-agency coordination and collaboration challenging at times and can affect how support services are provided trafficking victims. Similarly, another respondent explained:

> We had a member of . . . [law enforcement] . . . who would sporadically come and . . . without those folks in the room [consistently] there was no power in the room to push legal issues. The main problem was a local law enforcement officer had to sign off that the victim was in fact a victim to ensure the person was on the pathway to a visa and when we had cases that weren't prosecutable they wouldn't sign the paper to make that happen (Service Provider, 11).

As previously revealed in Table 3B shows that 80.0% of law enforcement officers and 75.0% of service providers reported their organization sometimes or frequently provide trafficking victims with legal residency assistance, such as visas or other required documents to remain in the country. The challenge this creates is that law enforcement will not sign off on Visa paperwork unless the victim is actively involved in helping law enforcement with the investigation (Service Provider, 1). This creates numerous challenges in providing victims with support services because when members of the task force fail to come to meetings, it makes getting in touch with more difficult when their assistance is needed on a case (Service Provider, 1).

Caseload

Social service providers only were also asked a set of questions regarding their current caseload involving victims of human trafficking. Table 4 shows that only 25.0% of service providers could recall how many human trafficking cases were currently in their caseload. Among the two that were able to recall, the number of trafficking victims ranged from 2 to 20 human trafficking victims.

Table 4. Current Caseload (Service Providers Only)

	Service Providers N=8	
	n	%
Know now many human trafficking cases are currently in your caseload	2	25.0
Number of human trafficking victims in your caseload	2-20 victims	

Table 5 reveals 50.0% of social service providers knew the number of human trafficking cases in their caseloads in the first half of 2015 (January to June/July 2015). The number of human trafficking victims in a caseload ranged from only 3 to 5 in the

first half of 2015. Service providers were then asked if they could recall the ages of those victims they had in their caseload, including the youngest and the oldest trafficking victims. Table 5 reveals the age range of the youngest trafficking victims, with an average age of 19.3 years of age, and the age range of the oldest trafficking victims, with was 39.3 years of age.

Table 5. Caseload, Jan – June/July 2015 (Service Providers Only)

	Service Providers N=8	
	n	%
Know how many trafficking cases have been in your caseload since January 2015	4	50.0
Number of human trafficking victims in your caseload, Jan – June/July 2015	3-5 victims	
Youngest age of human trafficking victim in your caseload	19-20 years Average = 19.3	
Oldest age of human trafficking victim in your caseload	38-40 years Average = 39.3	

Both service providers and law enforcement officers were asked if they knew how many male and female trafficking victims were in their current caseloads (investigative caseloads for law enforcement officers). For the full sample, 61.5% of participants were able to identify the number of female and male victims they had in their current caseload. Law enforcement officers (80.0%) were more likely to know the number of males and females in their caseloads compared to service providers (50.0%).

In general, the number of females ranged from 2 to 16 with an average of 4.3 females in a caseload; and for males the range was 0 to 8 with an average of 2.8 males per caseload.

Table 6. Males and Females in Current Caseload

	Full Sample N=13		Service Providers N=8		Law Enforcement N=5	
	n	%	n	%	n	%
Know how many males and females are in your current caseload	8	61.5	4	50.0	4	80.0
Number females			2-16 females Average = 4.3			
Number males			0-8 males Average 2.8			

When asked about the number of trafficking victims in a caseload and specifics as to their age and gender, it was brought to the attention of the researcher that there is no mandatory reporting in affect for human trafficking cases. This means Central Kentucky organizations and agencies are not required to report cases of human trafficking if the victim is an adult. This can affect the number of annually estimated human trafficking cases within Central Kentucky, and can also limit the services a victim is receiving if their case is not being reported. Two participants noted that these numbers are based solely on the number of cases that are being identified. All of the cases reference above in Tables 4, 5 and 6 involved adults because all cases involving children are handed over to the Kentucky Cabinet for Health and Family Services (Service Provider, 1). It is important to note that the information about caseloads is only representative of the participants in this study and Central Kentucky because as one respondent explained, "There might be a case happening in Bowling Green but we may never heard about it [in Central Kentucky]" (Service Provider, 12).

Finally, participants were asked about the types of trafficking and exploitation in their current caseloads. Table 7 reveals 69.2% of participants, including all law

enforcement officers and 50.0% of service providers, knew what type of exploitation and trafficking were in their current caseloads. The large majority of cases were sex trafficking and/or labor trafficking cases, a small number were domestic servitude or other forms of exploitation (i.e., fraud).

Table 7. Type of Trafficking and Exploitation in Current Caseload

	Full Sample N=13		Service Providers N=8		Law Enforcement N=5	
	n	%	n	%	n	%
Know what type of exploitation of trafficking victims in your caseload	9	69.2	4	50.0	5	100.0
Number of labor trafficking victims				0-9		
Number of sex trafficking victims				0-14		
Number of sex and labor trafficking				0-1		
Number of domestic servitude				0-2		
Number of other				0-1		

Assessments of Trafficking Victims

Participants were asked if there were any assessments in place they were required to follow when working with a human trafficking victim. This was done to see if there is a standard procedure throughout Central Kentucky that is used to identify victims and determine what services they may need. An assessment can encompass a number of questions to ensure the provider asking the questions are getting the "whole story from the victim" (Service Provider, 11). Oftentimes the language used to determine the status of the victim and their experiences is written in a way laws are written to benefit

members of law enforcement, however, this does not help to determine what the victim support services that individual(s) may need (Service Provider, 11).

Research found there is no formal assessment developed to assist survivors of human trafficking the services a victim may receive could vary due to the lack of a statewide assessment. One respondent reported that researchers at the University of Kentucky have been developing an assessment tool that "specifically addresses human trafficking" (Service Provider, 3); however, it is not yet finalized and cannot be utilized by service providers. While it is encouraging knowing an assessment tool is being developed, the fact there is not one already being used is problematic. The lack of a well-developed assessment tool can affect the identification process for a victim, and because of this, many people who have been exploited through human trafficking may not be identified.

A lack of formal assessments may hinder a victims' access to support services because there is not a tool used throughout Central Kentucky that focuses on asking victims what services they need. At this point, the best a service provider can do is conduct a, "biographic, psychological, and social assessment when getting their [trafficking victim's] history" (Service Provider, 3), and within that open-ended questions may be asked to try to determine if human trafficking has occurred.

Despite the lack of a formal assessment tool utilized by service providers and law enforcement to determine what services victims need, participants were asked what, if any, benefits exist from conducting an assessment? While there is no formalized assessment tool, service providers do ask human trafficking victims about their experience to best determine a plan of action to best provide for victims as it "gives us a

better idea of what their history has been and how that might be affecting their ability to become self-sufficient…" (Service Provider,1). Asking victims what services they need may also allow service providers to develop an action plan for the next steps the victim can take to ensure a safe recovery. Together, the victim and service provider can work on "goal setting and case planning that's client directed…it all depends on what [the victim] wants…" (Service Provider,3). Determining the needs of the victim can also be of benefit to law enforcement because they can "prioritize the safety of the victim" (Law Enforcement, 6), and get in touch with support service providers to better assist the victim.

Participants were asked to focus on the types of assessments that were conducted when working with a survivor of human trafficking. Table 8 reveals that 38.5% of participants, including 37.5% of service providers and 40.0% of law enforcement officers, reported there were no formal guidelines that must be followed when conducting an assessment. As one participant explained, "There is no formal assessment . . . there is no assessment to determine needs for human trafficking because there isn't one developed yet" (Law Enforcement, 1). Surprisingly, 46.2% of respondents did not know if there were guidelines that must be followed when conducting an assessment. Only 15.4% of participants reported there are guidelines you must follow when conducting an assessment.

Respondents were also asked if they cooperate with any other organizations/agencies when conducting assessments. Surprisingly, Table 8 reveals only 38.5% of participants said they cooperate with other organizations when conducting an assessment. The majority of respondents (53.8%) reported they did not know if there is

cooperation between organizations/agencies when conducting assessments. This was due to the participants' inability to answer questions regarding assessments.

Table 8. Assessment for Full Sample and by Organization Type

	Full Sample N=13		Service Providers N=8		Law Enforcement N=5	
	n	%	n	%	n	%
Are there guidelines that you must follow when conducting such an assessment?						
Yes	2	15.4	1	12.5	1	20.0
No	5	38.5	3	37.5	2	40.0
Don't know	6	46.2	4	50.0	2	40.0
Do you cooperate with any other organisations/agencies when conducting an assessment?						
Yes	5	38.5	3	37.5	2	40.0
No	1	7.7	1	12.5	0	0.0
Don't know	7	53.8	4	50.0	3	60.0
Face challenges when it comes to assessments	3	23.1	2	25.0	1	20.0

Despite the lack of assessment for use when identifying and assessing the needs of human trafficking victims, only 23.1% of respondents reported there are actually challenges when conducting an assessment. This is because the lack of formal assessment tools means that most assessments are conducted by each organization or agency utilizing whatever resources they have available. Challenges participants spoke about included trying to get "competent interpreters," and "arranging to have everyone there who needs to be there because they may need to collaborate with other service providers and getting them all to meet and be available at the same time can be challenging" (Service Provider, 1). Other challenges mentioned included getting the victim to trust the service providers, and maintaining confidentiality between the client and the service provider. Assessments

that are conducted are typically focused on needs of the victims at that moment in time, and work to develop a plan that incorporates the services a human trafficking needs and the best way to provide those services.

Rehabilitation and Recovery for Human Trafficking Victims

Kentucky has worked to fulfill the ten categories of laws necessary to combat trafficking as explained by the Polaris Project in the 2014 State Ratings Ranking, and part of this included laws put into place to assist victims of human trafficking. While Kentucky has successfully implemented laws focused on victims' assistance, the laws declare there are funds in place to provide services (Polaris Project, 2014), however, "there are no laws that mandate the state to provide these services for adults" (Service Provider, 1).

Service providers only were asked if based upon the assessments they conduct that they develop an action plan for victim's rehabilitation and recovery. Table 9 reveals only 25.0% of social service providers reported developing an action plan for the victim's rehabilitation and recovery based upon the needs assessment. Many victims require therapy once they are identified and "some people find it helpful to make action steps to complete over the next week" (Service Provider, 5). There is no action plan implemented specifically for assisting victims of human trafficking and all plans are based on models used for victims of other crimes, such as domestic violence. One service provider reported she wishes they, as an organization, "could get savvier about human trafficking to provide better services and implement action plans, but as of right now nothing like that exists" (Service Provider, 3). Everything they do for a victim is based on plans and therapy support that works for victims of other crimes, such as domestic violence.

Table 9. Action Plans for Rehabilitation and Recovery (Service Providers Only)

	Service Provider N=8	
	n	%
Based upon the assessment, you develop an action plan for the victim's rehabilitation and recovery[1]	2	25.0

[1] 69.2% (9) don't know

Both service providers and members of law enforcement were asked if the services trafficking victims receive are free of charge. Table 10 shows that 53.8% of participants claim all the services provided are free of charge to the victim. Free of charge means no financial cost are incurred by the victim "but the agency that's providing the services would have to pay" (Service Provider, 12). Service providers (62.5%) were much more likely to report that the services are free of charge to trafficking victims, compared to law enforcement officers (25.0%). The majority of law enforcement officials (75.0%) were unable to answer the question because they did not know who paid for the cost of the services for trafficking victims and that lack of knowledge is due to the recovery costs not being part of their job in working on issues of human trafficking.

Table 10. Service Fees for Full Sample and by Organization Type

	Full Sample N=13		Service Providers N=8		Law enforcement N=5	
	n	%	n	%	n	%
Are those services free of charge to trafficking victims						
Yes	7	53.8	6	62.5	1	25.0
No	1	7.7	1	12.5	0	0.0
Don't know	5	38.5	1	12.5	4	75.0

Regardless of there being no assessment nor action plan specific to human trafficking, many service providers agree that, "shelters and programs really need to slow it down and focus case planning on emotional wellness first and from there…[we]…can start talking about making appointments and what to do next" (Service Provider, 3).

Respondents maintained survivors need shelter, basic needs (i.e. food and clothing), counseling services, trauma-informed care, mental health counseling, and substance abuse treatment in some cases. The recovery can be a long process and human trafficking victims will continue to be under the care of service providers for as long as the victim deems necessary; as one participant said, "adults are provided with services until they no longer need them or if they choose to terminate services on their own" (Service Provider, 1). Another respondent made a similar statement and reported, "…it's as long as they need. Typically it is probably more like a year, but as long as they have a need they can continue to receive services" (Service Provider, 11).

The services provided to victims can, and do, come from a multitude of organizations. The organization Catholic Charities provides the most services to victims and is the most often organization that service providers and law enforcement reaches out to when working with human trafficking victims. While a lot of general therapy services, basic needs, and advocacy are provided within the organization, there are still services that must be provided by alternative organizations. Things like mental health, shelter, substance abuse treatment, and legal services are not provided in organizations like domestic violence shelters and Catholic Charities of Louisville, however, the service providers have the names of individuals with other organizations and agencies they can contact to provide needed services.

Shelter and Housing for Human Trafficking Victims

The literature review revealed only three service providers actually provide shelter to human trafficking victims in Kentucky, including The Center for Women and Families of Louisville, Catholic Charities of Louisville, and Women's Crisis Center

of Covington (Polaris Project, 2012). The three organizations have a combined total of 124 beds, however, the beds designated for human trafficking victims are typically full. This means shelter options are often "determined by what is most available" (Service Provider, 1). Under the Human Trafficking Victims Rights Act of 2000 and the Human Trafficking Victims' Right Act of 2013, human trafficking victims have a legal right to shelter and housing (Rescue & Restore, 2013), however, there have been no shelters created specifically for human trafficking victims, and there are few beds made reserved for those exploited through trafficking.

Participants were asked specifically about shelter facilities for human trafficking victims in Kentucky. Table 11 reveals that while service providers and law enforcement officers were equally likely to report that trafficking victims are place in a shelter facility or independent hosing in Kentucky, there were some disparities in knowledge and perceptions about shelter and housing facilities for victims of human trafficking. While 61.5% of the full sample reported there are shelter facilities for human trafficking victims in Kentucky, law enforcement officers (80.0%) were more likely than service providers (50.0%) to reported there are shelter facilities for human trafficking victims

Table 11. Shelter/Housing for Trafficking Victims for Full Sample and by Organization Type

	Full Sample N=13		Service Providers N=8		Law Enforcement N=5	
	n	%	n	%	n	%
There are shelter facilities for human trafficking victims in Kentucky	8	61.5	4	50.0	4	80.0
Human trafficking victims are placed in a shelter facility in Kentucky[a]	10	76.9	6	75.0	4	80.0

Table 11 (continued)

	Full Sample N=13		Service Providers N=8		Law Enforcement N=5	
	n	%	n	%	n	%
Human trafficking victims are placed in independent housing in Kentucky[a]	9	69.2	6	75.0	3	60.0
Trafficking victims are provided with no assistance with housing in Kentucky[a]	1	7.7	0	0.0	1	20.0

[a] 15.4% (n=2) reported they "do not know"

While 80.0% of law enforcement officials agreed there are shelter options, three made it explicitly clear the shelters available were not specifically for human trafficking victims. One law enforcement officer explained, "there isn't a home per say, I know they would put them up in an apartment [if needed]" (Law Enforcement, 10). Another law enforcement officer thought it was important to note that they have "an agreement with the domestic violence shelter" which allows law enforcement to place victims in shelter (Law Enforcement, 8). However, another member of law enforcement said that while there is not a specific human trafficking shelter, "there are options for them to go to…we are lucky there are shelters that still take them [trafficking victims] in so I feel the needs have been met" (Law Enforcement, 2). Members of law enforcement were more likely to believe the needs of victims were being met because there were shelter options available; however, service providers were more likely to say the shelter facilities do not exist because the shelters do not cater specifically to victims of human trafficking. The problem with placing victims in domestic violence shelters is that "there are shelters yes, however…they aren't properly trained or prepared to handle the cases that come through their door" (Service Provider, 1). The same respondent then went on to say that the lack of shelter specifically for human trafficking victims is challenging because,

> They [trafficking victims] can't function on their own and need to be in a safe place and need to have support staff around them 24/7 and our facility does not provide that. If they need a shelter and they feel they are in danger or need help it's really hard to find that. They can be put up in an apartment or hotel and we can check-in on them, but they don't have the 24/7 support they should be given. Sometimes it's best for them to be around other survivors who can assist them and they can relate to, and not having that can be detrimental to their recovery process (Service Provider, 1)

While many victims of human trafficking may be placed in a shelter that is not specifically designed for human trafficking, Central Kentucky is fortunate in that it has beds available for victims. A lack of resources and funding make shelter a difficult service to provide and service providers must work with the options and services that are made available to them.

In addition, one member of law enforcement, who said there is a need for more services, identified a need for shelters that house men. It is important to note this member of law enforcement identified this as a need because there are so few options for housing men who have been victimized by human trafficking. As noted in Table 11, shelter is a difficult service to come by and a member it is even more "difficult to provide men with shelter" (Law Enforcement, 6).

Shelter is a problematic area because while there may be beds for them to sleep in, they may not cater to the sensitive needs of human trafficking victims. Victims need trauma-informed care and a lack of shelter that provides that can impact their recovery process. Service providers will do whatever is needed to ensure the victim has a safe place to stay, and shelters work with service providers and law enforcement to try and provide for human trafficking victims, but the lack of shelters specifically for victims of

human trafficking limits the amount of services available within the shelters that cater to the needs of human trafficking victims.

Coordination and Collaboration

The Federal Strategic Action Plan of 2013-2017 identified the need for collaboration amongst the organizations and agencies that work with human trafficking victims for collaboration will allow for victims to receive better services and assistance. The Plan acknowledged that the services a victim has access to can be directly affected by the collaboration amongst organizations in that particular area, and the Plan is working to improve inter-agency collaboration at the national, state, and local level (Office for Victims of Crime, 2014).

Table 12 shows that 76.9% of participants reported they frequently collaborate with other organizations to provide victims with the social services they need. Service providers (75.0%) were just as likely as law enforcement officers (80.0%) to report they frequently collaborate with other organizations to provide victims with needed social services. One member of law enforcement was quick to identify inter-agency collaboration as being an important aspect of any human trafficking case when the participant said, "We aren't equipped to go into a situation by ourselves so we would never do something without making sure everyone was lined up to help out" (Law Enforcement, 10). Another member of law enforcement did not hesitate to address how often their agency relies on collaboration with service providers, "We will always call and get help…" (Law Enforcement, 8). Collaboration is beneficial because it allows for "information and referral sharing" (Service Provider, 5) and works to ensure the victim is receiving all the services he/she may need.

Collaboration is often imperative with these organizations because so many of the services a victim receives are provided through different organizations. Only one service provider reported their agency never collaborates with other organizations and that was because "all the services a victim may need are provided in-house" (Service Provider, 1). And even then, the same service provider said their organization still collaborates with other organizations to make sure they know what services are being offered by different organizations should they ever need to reach out for assistance.

The high numbers of collaboration are encouraging in that it shows organizations are working together to provide services. Both service providers and law enforcement alike try to keep in contact with each other to ensure there is an open line of communication amongst the agencies. Organizations "work really closely with all of the agencies involved in the task force and [that is done] in order to identify resources for victims, and to figure out ways to provide education and outreach" (Service Provider, 4). Collaboration must be made a major part of working on cases of human trafficking because of the amount of people involved and, as one service provider said, "Everyone has their own agenda and each group thinks their agenda is correct and we can butt heads because of that" (Service Provider, 3). One service provider explained how multiple organizations have to work together to provide victims of human trafficking with a full range of services and aftercare.

> One organization is contacted for housing needs when shelter is required, another organization will be contacted for pro-bono legal aid, therapists and crisis centers may be contacted for counseling services, and even maintaining a relationship with the local school system in case a victim is brought in and has a child (Service Provider, 3).

One member of law enforcement spoke about the importance of nongovernmental organizations in that they provide much needed tools and resources that law enforcement may not have and, "if it weren't for the nongovernmental organizations I wouldn't have anywhere to put them aside from jail or send them back to their country" (Law Enforcement, 6). Without inter-agency collaboration, victims do not receive all the services they need

Table 12. Coordination for Full Sample and by Organization Type

	Full Sample N=13		Service Providers N=8		Law Enforcement N=5	
	n	%	n	%	n	%
How often your organization coordinates with other organizations to provide victims with needed social services						
Never/rarely	1	7.7	1	12.5	0	0.0
Sometimes	2	15.4	1	12.5	1	20.0
Frequently	10	76.9	6	75.0	4	80.0
Challenges exist when it comes to working with other organizations to provide victims with needed social services	10	76.9	8	100.0	2	40.0

Collaboration is a necessary part of assisting victims of human trafficking with receiving social support services, whether that is rehabilitation and recovery, shelter, counseling, basic needs, translation services, legal advocacy, etc., but that does not mean it is without challenges. Table 12 reveals that 76.9% of participants, including 100.0% of service providers and 40.0% of law enforcement officers, reported that challenges exist when it comes to working with other organizations to provide victims with social services. One of the challenges addressed in the previous section was in providing shelter

to trafficking victims. While inter-agency collaboration can be beneficial in assisting victims get the support service provisions they need, collaboration can be challenging when law enforcement and service providers are not able to easily communicate and express their needs with each other.

Another challenge is when laws state that a victim of human trafficking cannot be held accountable for a crime if it was committed during the time of exploitation (Rescue & Restore, 2013), yet victims can still be "placed in a detention facility" (Law Enforcement, 8). Agencies are expected to work together to assist a victim but it does not create a good relationship amongst the organizations when a service provider has to go into a jail to speak with a victim about the services that are available to them. Placing a victim in a jail or detention facility reiterates the fear their trafficker instilled in them about not trusting law enforcement, and this creates challenges when service providers are trying to build trust with the victim.

While most participants identified the importance of having inter-agency collaboration, there was a large disparity in the perception of challenges that exist in trying to maintain that collaboration. Most members of law enforcement were quick to say no challenges exist because they spend very little time providing services to human trafficking victims. They have such confidence in what service providers are doing that they fail to recognize the challenges that exist or claim they "have not yet experienced any challenges" (Law Enforcement, 2). Those challenges that were identified had little, if anything, to do with actual service provision, but rather were related to "bureau turf wars" (Law Enforcement, 10) that exist and "who gets the case credit at the federal level" (Law Enforcement, 6).

Service providers, however, were quick to identify a number of challenges that exist. Service Providers 4 and 11 identified a "lack of resources" as being a major challenge because there are organizations that want to help assist victims but the lack of funding makes it difficult. For instance, in regard to services, "a lot of services may be providing the same thing but there is little offered in the way of something like vocational training" (Service Provider, 12). This same respondent went on to explain that some service providers are faith-based and are a challenge to work with because, "they don't or won't provide services to people who aren't of that faith…there's a shelter here, and if you refuse to go to church you cannot stay. So someone who wasn't Christian wouldn't be able to stay there" (Service Provider, 12). This refusal to provide victims with a needed service due to their faith creates more challenges for human trafficking victims who have been victimized and are often severely traumatized.

While this is a challenge some service providers are encountering, that is not to say all faith-based organizations providing services are harmful. One of the most frequently contacted organizations in Central Kentucky, Catholic Charities of Louisville, is a faith-based organization that provides excellent services to human trafficking victims. The challenge arises when faith-based organizations do not collaborate well with other service providers, and are not trained to work with victims.

Another challenge is ensuring people are trained to both identify cases of human trafficking and to provide assistance to victims in a way that does not further victimize or re-traumatize them. Service providers and members of law enforcement were able to identify challenges they experience when collaborating with other organizations to assist human trafficking victims. Participants from both types of organizations were able to

address the challenges they face, but also provide insight as to what they think could be done to improve the inter-agency collaboration to ensure victims are receiving the protection, rehabilitation, and recovery services they need. One of the first suggestions made was to improve training because "most of the police officers don't have the training or the experience dealing with these cases" (Law Enforcement, 2).

In addition to training, another member of law enforcement thinks more awareness about what services are available could be brought to more rural police departments because being in a rural area "they may not know what services are out there" (Law Enforcement, 13). Both service providers and law enforcement addressed the need for more funding and grants for the nongovernmental organizations working on these issues because in some cases, "there are places that are well positioned to offer services but they are severely underfunded" (Service Provider, 9). Members of law enforcement and service providers both recognize the importance of inter-agency collaboration and the benefits it brings to ensuring human trafficking victims are receiving needed services. Participants from both types of organizations recognized the challenges that come with collaboration, but were quick to say they believe improvements can be made.

Table 13 reveals that over half of the participants (53.8%) reported they frequently use translation services when working on a case of human trafficking. Some organizations in Central Kentucky require all of their employees to be bilingual in Spanish and English so they can communicate with Spanish-speaking trafficking victims without having to call in a translator; while other organizations have no choice but to use the national hotline for translation services. One service provider reported they

sometimes have luck with finding a translator through the Kentucky Cabinet of Health and Family Services and they also have a liaison that is a multi-cultural affairs coordinator and they have been able to receive a translator through that office. The national hotline for translation services allows for someone to call in and request a specific language, and the hotline will connect the service provider or law enforcement officer with someone who can speak that language. The hotline is somewhat helpful, but other times it can cause confusion and frustration for the trafficking victims and the service provider or law enforcement officers.

Table 13. Translation Needs for Full Sample and by Organization Type

	Full Sample N=13		Service Providers N=8		Law Enforcement N=5	
	n	%	n	%	n	%
How often you work with human trafficking victims that need translation services						
Never/rarely	1	7.7	1	12.5	0	0.0
Sometimes	4	30.8	3	37.5	1	20.03
Frequently	7	53.8	3	37.5	4	80.0

One member of law enforcement explained, "I have used the hotline before but it didn't work out very well. We actually did a three-way phone call one time with a translator in New York and we were with the informant" (Law Enforcement, 8). The participants then went on to explain this method of using the national translation hotline was problematic because when dealing with a human trafficking victim it is important to form trust between the victim and the service provider and having to use a hotline to translate can cause a loss of trust and compassion throughout the interview process.

A big hurdle that more than one service provider identified in the way of translation services is trying to find someone in that area who can translate. One service

provider told the researcher of a recent case where, "the only person we could get was a college student who was from that country and that was the only way we could do it but that's hard because of legal issues and they couldn't know anything about the case but it had to be done" (Service Provider, 12). Again, going back to the same issues law enforcement brought up about trust and compassion, service providers sometimes find themselves in desperate need of a translator and some of the languages prove to be very difficult to translate. It was also mentioned that there is a trend seen throughout Kentucky that leads service providers to believe traffickers are getting smarter because they are recruiting people from more secluded areas around the globe who have unique and one-of-a-kind dialects. Recruiting people from these villages and small town complicate the service providers' ability to call in a translator because the language becomes so difficult to identify.

One of the women interviewed, along with being a service provider, teaches on the idea of language acquisition and working with people from other countries. Some victims who have been brought over to the United States from a different country, may know English and when law enforcement or service providers realize the victim can speak English, they may forego a translator. This is not a wise choice because, "it takes about 1,500 hours of instruction to be considered fluent in a language…and language proficiency decreases in crisis" (Service Provider, 9). Knowing this, it is imperative that someone whose first language is not English be provided with a translator so they are able to explain their situation and what has happened to them in their native language.

Translation is a largely required service for cases of human trafficking, yet a service that is highly needed and requested. While the current services available are

beneficial, there is a need for better translation services to ensure victims of human trafficking are able to be comforted and made to feel safe once they have been identified.

Service Gaps for Trafficking Victims

A major focus of this study was to identify service gaps for victims of human trafficking victims, therefore a series of questions were developed to whether service gaps do actually exist when it comes to providing social support services to victims and if so, where these gaps exist. One question that specifically focused on the gaps in services available for victims is seen in Table 14.

Table 14 shows that 76.9% of participants reported there are social services that are needed but not readily available to human trafficking victims in Kentucky. Service providers (100.0%) were much more likely than law enforcement officers (40.0%) to report there are social services that are needed services, but not readily available in Kentucky; 60.0% of law enforcement officers reported there "were no additional services needed" (Law Enforcement, 8) and the "services available are good" (Law Enforcement, 10). Another law enforcement officer explained, "I feel confident in our advocacy centers and shelters and I feel our needs are being met" (Law Enforcement, 13).

Table 14. Service Gaps for Trafficking Victims for Full Sample and by Organization Type

	Full Sample N=13		Service Providers N=8		Law Enforcement N=5	
	n	%	n	%	n	%
There are social services that are needed but not readily available to human trafficking victims in Kentucky	10	76.9	8	100.0	2	40.0

All participants were asked specifically about the availability of, or lack thereof, services listed in Table 15. For each service, the participant was asked to think about that specific service and determine if the service was available or not. Table 15A reveals most participants reported all of the services were available in some capacity in Central Kentucky. Some of the services with the highest perception of availability were identification of trafficking victims (84.6%), shelter within a protected facility (84.6%), food (92.9%), legal residency assistance (84.6%), legal assistance (84.6%), advocacy (84.6%), translation services (92.3%), medical care (84.6%), mental health/counseling services (84.6%), substance abuse treatment (84.6%), transportation services (84.6%), financial assistance (84.6%), awareness raising about the issues of human trafficking (92.3%), and referrals to other social service providers that assist victims (92.3%).

A couple of respondents recognized a lack of protection of trafficking victims (15.4%), lack of legal guardianships for children (15.4%), lack of protection and shelter for child trafficking victims (15.4%), and a lack of life skills training (15.4%), education (15.4%), and job training and employment placement (15.4%).

Table 15A. Service Gaps for the Full Sample

	Full Sample N=13			
	Available		Not Available	
	n	%	n	%
Identification/Protection				
Identification of trafficking victims	11	84.6	1	7.7
Protection of trafficking victims	10	76.9	2	15.4
Shelter/Housing				
Shelter (within a protected facility) for trafficking victims	11	84.6	1	7.7
Housing (outside a shelter facility) for trafficking Victims	10	76.9	1	7.7
Basic Needs				
Food	12	92.9	0	0.0
Clothing	10	76.9	1	7.7
Special Services for Children				
Legal guardianship	4	30.8	2	15.4
Protection and shelter for child trafficking victims	6	46.2	2	15.4
Family tracing and reunification for child trafficking Victims	5	38.5	1	7.7
Child care	8	61.5	1	7.7
Legal Advocacy				
Legal residency assistance, such as visas or other required documents to remain in the country	11	84.6	0	0.0
Legal assistance	11	84.6	0	0.0
Advocacy	11	84.6	0	0.0
Translation	12	92.3	0	0.0
Medical Care				
Medical care	11	84.6	0	0.0
Mental health/counselling services	11	84.6	0	0.0
Substance abuse treatment	11	84.6	0	0.0
Transportation	11	84.6	1	7.7
Livelihood Services				
Life skills training	6	46.2	2	15.4
Education	9	69.2	2	15.4
Financial assistance	11	84.6	0	0.0
Job training and/or employment placement	9	69.2	2	15.4
Reunification and repatriation	7	53.8	1	7.7
Awareness raising about the issue of human trafficking and exploitation	12	92.3	0	0.0
Referrals to other social service providers that assist trafficking victims	12	92.3	0	0.0

Table 15B compares service providers to law enforcement officers on their perception of the availability of services. This is done to show if there are gaps that exist between service providers and law enforcement. Service providers work much more closely with victims and their work is centered on the service end whereas law enforcement focuses on the investigation and prosecution aspect of human trafficking cases. Though law enforcement may not work directly to provide, for example, clothing and food to victims, members of law enforcement struggled more to answer questions regarding availability of services due to their lack of knowledge on what services are available, and what services there is a greater need for.

In terms of identification and protection, more service providers (100.0%) considering identification services to be available than law enforcement (60.0%), however, 75.0% of service providers and 80.0% of law enforcement reported there are protection services available. When asked about shelter and housing, 87.5% of service providers and 80.0% of law enforcement said there are shelter options within a protected facility available, and 87.5% of service providers said there are housing options outside of a protected facility available whereas 60.0% of law enforcement reported there being housing options. For basic needs, 100.0% of service providers said both food and clothing are available, whereas 80.0% of law enforcement said food is available and 40.0% of law enforcement said clothing is available.

In regards to special services for children, 50.0% of service providers said legal guardianship services are available. In addition, 62.5% of service providers and 20.0% of law enforcement said protection and shelter for child trafficking victims is available, and 50.0% of service provider said family tracing services for children are available whereas

20.0% of law enforcement said that service is available. 100.0% of service providers said child care services are available.

When asked about legal advocacy, 100.0% of service providers and 60.0% of law enforcement reported legal residency assistance is available, and 100.0% of service providers and 60.0% of law enforcement said legal assistance is available. Similarly, 100.0% of service providers said both advocacy services and translation services are available, whereas 60.0% of law enforcement said advocacy services are available and 80.0% of law enforcement said translation services are available.

In terms of medical care, 100.0% of service providers said medical care services, mental health and counseling services, and substance abuse treatment services are available. 60.0% of law enforcement reported medical care, mental health and counseling, and substance abuse treatments are available. Similarly, 100.0% of service providers and 60.0% of law enforcement said transportation services are available.

For life skills training, 75.0% of service providers reported life skills training being available. 87.5% of service providers and 40.0% of law enforcement reported education services are available. 100.0% of service providers and 60.0% of law enforcement said financial assistance is available for human trafficking victims, and 100.0% of service providers said job training and/or employment placement services are available, whereas 20.0% of law enforcement reported job training and/or employment placement services being available.

Table 15B. Service Gaps by Organization Type

	Service Providers N=8		Law Enforcement N=5	
	n	%	n	%
Identification/Protection				
Identification of trafficking victims	8	100.0	3	60.0
Protection of trafficking victims	6	75.0	4	80.0
Shelter/Housing				
Shelter (within a protected facility) for trafficking victims	7	87.5	4	80.0
Housing (outside a shelter facility) for trafficking victims	7	87.5	3	60.0
Basic Needs				
Food	8	100.0	4	80.0
Clothing	8	100.0	2	40.0
Special Service for Children				
Legal guardianship	4	50.0	0	0.0
Protection and shelter for child trafficking victims	5	62.5	1	20.0
Family tracing and reunification for child trafficking victims	4	50.0	1	20.0
Child care	8	100.0	0	0.0
Legal Advocacy				
Legal residency assistance, such as visas or other required documents to remain in the country	8	100.0	3	60.0
Legal assistance	8	100.0	3	60.0
Advocacy	8	100.0	3	60.0
Translation	8	100.0	4	80.0
Medical Care				
Medical care	8	100.0	3	60.0
Mental health/counselling services	8	100.0	3	60.0
Substance abuse treatment	8	100.0	3	60.0
Transportation	8	100.0	3	60.0
Livelihood Services				
Life skills training	6	75.0	0	0.0
Education	7	87.5	2	40.0
Financial assistance	8	100.0	3	60.0
Job training and/or employment placement	8	100.0	1	20.0
Reunification and repatriation	6	75.0	1	20.0
Awareness raising about the issue of human trafficking and exploitation	8	100.0	4	80.0
Referrals to other social service providers that assist trafficking victims	8	100.0	4	80.0

When asked about reunification and repatriation, 75.0% of service providers and 20.0% of law enforcement reported the service of reunification and repatriation is available. 100.0% of service providers and 80.0% of law enforcement said awareness raising services about the issue of human trafficking and exploitation are available and similarly, 100.0% of service providers and 80.0% of law enforcement said referral services to other social service providers that assist trafficking victims is available.

Participants were also asked if they felt more of each of the services were needed, whether available or not in Central Kentucky. Table 16 reveals data for the full sample and comparisons between service providers and law enforcement officers. In terms of identification and protection services for trafficking victims the majority of participants felt more identification (76.9%) and protection (69.2%) services were needed for trafficking victims. Service providers were much more likely to report more identification (100.0%) and protection services (87.5%) are needed for trafficking victims, compared to law enforcement (40.0% and 40.0% respectively). In terms of shelter/housing, 61.5% of participants felt more shelter and housing services are needed. Service providers were more likely to report shelter (75.0%) and housing (100.0%) services are needed, whereas 40.0% of law enforcement felt more shelter services were needed. For basic needs, less than half of the participants believed more food (46.2%) or clothing (30.8%) services were needed for trafficking victims. Again though, service providers were more likely to say food (62.5%) and clothing (37.5%) services were needed, compared to law enforcement (20.0% and 20.0% respectively).

In regards to special services for children, only 38.5% of participants felt more guardianship services were needed: 50.0% of service providers and 20.0% of law

enforcement. For protection and shelter of child trafficking victims, 46.2% of participants said more services were needed, with 75.0% of service providers agreeing. When asked about family tracing and reunification, only 30.8% of participants reported for services were needed, with 50.0% of service providers saying it is a needed service. 61.5% of participants reported a greater need for child care services, and a larger number of service providers (87.5%) of service providers reporting needing more child care services than law enforcement (20.0%).

For legal advocacy, over half of the participants said there was a greater need for services regarding legal residency assistance (53.8%), legal assistance (61.5%), advocacy (63.8%), and translation (69.2%). With each service, service providers reported a greater need than law enforcement for the service. For example, 87.5% of service providers compared to no members of law enforcement for legal residency assistance, 87.5% of service providers compared to 20.0% of law enforcement for legal assistance, 75.0% of service providers compared to 20.0% for advocacy services, and 87.5% of service providers compared to 40.0% of law enforcement for translation.

In terms of medical care, 53.8% of participants said there was a greater need for medical care services, with 87.5% of service providers agreeing there is a greater need for that service. 61.5% of participants reported more mental health and counseling services were needed, and more service providers (75.0%) said there was a greater need compared to law enforcement (40.0%). When asked about substance abuse treatment services, 61.5% of participants said there was a need for more services, 62.5% of service providers and 40.0% of law enforcement. In terms of transportation services, 53.8% of participants

reported there being more services needed and again, more service providers (62.5%) said there was a greater need to transportation services than law enforcement (40.0%).

When asked about livelihood services, only 46.2% of participants said there was a need for more life skills training, with 75.0% of service providers agreeing. For both education services and financial assistance, 69.2% of participants said more services were needed: service providers had a higher level of reporting for education (75.0%) and financial assistance (87.5%) compared to law enforcement (60.0% and 40.0% respectively). In terms of reunification and repatriation, only 46.2% of participants felt there was a need for more services, with 75.0% of service providers agreeing. Awareness raising about the issue of human trafficking and exploitation, which had a perceived greater need of 76.9%, was the only service where law enforcement (80.0%) felt more services were needed compared to service providers (75.0%). Finally, in regards to referrals to other service providers to assist trafficking victims, 38.5% of participants felt more services were needed, with 62.5% of service providers reporting there was a need for more services.

Table 16. Services Needed for Full Sample and by Organization Type

	More Service Needed					
	Full Sample N=13		Service Provider N=8		Law enforcement N=5	
	n	%	n	%	n	%
Identification/Protection						
Identification of trafficking victims	10	76.9	8	100.0	2	40.0
Protection of trafficking victims	9	69.2	7	87.5	2	40.0
Shelter/Housing						
Shelter (within a protected facility) for trafficking victims	8	61.5	6	75.0	2	40.0
Housing (outside a shelter facility) for trafficking victims	8	61.5	8	100.0	0	0.0
Basic Needs						
Food	6	46.2	5	62.5	1	20.0
Clothing	4	30.8	3	37.5	1	20.0
Special Services for Children						
Legal guardianship	5	38.5	4	50.0	1	20.0
Protection and shelter for child trafficking victims	6	46.2	6	75.0	0	0.0
Family tracing and reunification for child trafficking victims	4	30.8	4	50.0	0	0.0
Child care	8	61.5	7	87.5	1	20.0
Legal Advocacy						
Legal residency assistance, e.g., visas or other required documents to remain in the country	7	53.8	7	87.5	0	0.0
Legal assistance	8	61.5	7	87.5	1	20.0
Advocacy	7	53.8	6	75.0	1	20.0
Translation	9	69.2	7	87.5	2	40.0
Medical Care						
Medical care	7	53.8	7	87.5	0	0.0
Mental health/counselling services	8	61.5	6	75.0	2	40.0
Substance abuse treatment	8	61.5	6	75.0	2	40.0
Transportation	7	53.8	5	62.5	2	40.0
Livelihood Services						
Life skills training	6	46.2	6	75.0	0	0.0
Education	9	69.2	6	75.0	3	60.0
Financial assistance	9	69.2	7	87.5	2	40.0
Job training and/or employment placement	8	61.5	6	75.0	2	40.0

Table 16 (continued)

	More Service Needed					
	Full Sample N=13		Service Provider N=8		Law Enforcement N=5	
	n	%	n	%	n	%
Reunification and repatriation	6	46.2	6	75.0	0	0.0
Awareness raising about the issue of human trafficking and exploitation	10	76.9	6	75.0	4	80.0
Referrals to other service providers that assist trafficking victims	5	38.5	5	62.5	0	0.0

Over the course of the interview, participants identified a number of services that are needed. These included housing, mental health care, immigration legal assistance, identification services, the expansion of services out towards more rural areas of Kentucky, and language and counseling services. All thirteen participants identified a need for more services in Central Kentucky. While both law enforcement and service providers are working with human trafficking victims, service providers are much more likely to identify needed services and areas in which services are really lacking. For many members of law enforcement, they are so focused on the investigation end that they are not aware of how the victims are being taken care of. This lack of understanding can affect how they treat victims and how they work with service providers to ensure victims are being taken care of.

Training

To conclude the interview, each participant was asked a few questions about the training they had received prior to working with human trafficking victims. Participants were also asked if they felt the training they had received had prepared them for the work they were currently doing, and if there was any training they would like to receive to

assist them in better providing services to human trafficking victims. Based on the interviews conducted, both service providers and law enforcement officers reported receiving some training, however, there is a lack of training services available to support service providers in Central Kentucky who work with human trafficking victims.

When asked about the training received prior to working with human trafficking victims, one participant explained, "There was some mandatory training [with the organization I work with]. I had to just learn the values of the organization about confidentiality and clients within our care, but not specific to human trafficking and I really started working with victims without having much training" (Service Provider, 11). Another service provider reported to having received a little bit more training specifically related to human trafficking because of the agency the participant was employed by, "As an agency we had to complete 40 hours of human trafficking training in order to be allowed to provide advocacy services to survivors and that was part of…grant funding" (Service Provider, 5). While two service providers said they had received training, the other six reported there was no mandatory training on human trafficking they had to complete before they began working with victims.

Like service providers, most law enforcement officers were not required to complete a mandatory training on human trafficking. One respondent reported the only formal training he received was a "federal training that was held locally" (Law Enforcement, 2). Of the five members of law enforcement interviewed, the only law enforcement member who had received formal training on human trafficking received it because of his/her position. They stated "I am the victim coordinator[,] so I'm supposed to handle any and all cases that deal with trafficking victims and we have mandatory

training every other year for a week at a time and that's 40 hours of training" (Law Enforcement, 6). In accordance with the human trafficking laws presented by Polaris Project, Kentucky has successfully implemented laws that require law enforcement students to receive training on the law pertaining to human trafficking (Polaris Project, 2014), however, there is no regulated training in Central Kentucky for law enforcement that teaches them how to work with human trafficking victims.

Participants were also asked if there was any training they felt they needed to improve their abilities to work with human trafficking victims. Service providers recognized the need for more trainings; in fact, almost all service providers gave suggestions for trainings they would like to receive. One respondent said, "I think cultural competency training would have been good on how to work with somebody whose culture you are unfamiliar with" (Service Provider, 11). Cultural competency training is also a suggested improvement that was made in the Federal Strategic Action Plan to better assist victims (Office for Victims of Crime, 2014). Another service provider recommended, "more training on assessment identification and a little bit of what the next step would be. I think we talk about it abstractly but I think it would be nice and I think our coalition should mandate that. It should be more required to pay attention or do that assessment rather than 'come to this training and we hope you do'" (3). Other suggestions made by service providers included trainings that focus on providing clinical services, trauma-informed care, and even learning how to interact one-on-one with a client; all of which are training needs identified in the Federal Strategic Action Plan. While there may be a greater need to for more training on human trafficking to be implemented in the Central Kentucky, service providers are aware of what areas they can

improve in, and the trainings they would like to see developed and implemented to help them better provide assistance for human trafficking victims.

Compared to service providers, fewer members of law enforcement felt there were trainings they needed to receive to assist them in working with victims. While two respondents did say they would like to learn Spanish and receive more training on any legal updates and laws that may develop, the other members of law enforcement did not feel there was any training they needed to receive. Members of law enforcement are often the first ones to come into contact with victims (Logan et al., 2009), and those interviewed said they do not have much training on the topic, yet they do not feel they need any training specific to human trafficking. One respondent said, "I'm a learner by doing" (Law Enforcement, 8) thus the participant did not feel he/she needed any additional training because the individual could figure out the best ways to work with human trafficking victims through practice. This can cause a greater distress amongst the victim and hinder any sort of trust between law enforcement and the victim if the victim is being approached and spoken to by someone who has little, if any, sensitivity or trauma-informed training. Without proper training on human trafficking a victim is more likely to go unidentified and therefore, will not receive the appropriate support services they deserve.

Over the course of the interview, participants identified a number of services that are needed: housing, mental health care, immigration legal assistance, identification services, the expansion of services out towards more rural areas of Kentucky, and language and counseling services. All thirteen participants identified a need for more services in Central Kentucky. While both law enforcement and service providers are

working with human trafficking victims, service providers are much more likely to identify needed services and areas in which services are really lacking. For law enforcement, their focus is on the investigation end and they are unaware of how the victim's needs are being addressed. This lack of understanding can affect how they treat victims and how they work with service providers to ensure victims are being cared for.

This data revealed that both social service providers and law enforcement are working together to provide for survivors of human trafficking. While there are areas for improvement, organizations are working to best provide for survivors with the resources and funding they are provided with.

CHAPTER V

CONCLUSION

Discussion

The data and findings generated by this research revealed that while service providers and law enforcement in Central Kentucky are working to provide survivors of human trafficking with needed services, there are many services that are lacking. .At the beginning of each interview, research participants were asked a series of closed-ended questions to measure the types of services the participants and their respective organizations provide to human trafficking victims in Central Kentucky. Every single service that was asked about was available and provided in some capacity, oftentimes by both service providers and law enforcement. The most frequently provided services being referrals to other social service providers, advocacy, translation services, and awareness raising about the problem of trafficking and exploitation.

While every service is available in some capacity there are services that are less frequently provided by the organizations spoken to throughout this research. Such services include: shelter and housing, special services for children, substance abuse treatment, education, job training or employment placement, and reunification and repatriation services.

Capacity gaps exist in the sense that for all but one type of support service, service providers were more likely than law enforcement to provide the service to human trafficking victim; the one exception being legal residency assistance. When asking about assessments, service fees, rehabilitation and recovery plans, and shelter and housing, law enforcement struggled to answer some of the questions because they were not aware of how the services were provided or who was in charge of providing the services.

Participants were also asked if they felt there were services that were needed but not readily available in Central Kentucky, and a capacity gap could be seen with this question because all eight service providers said there are needed services, whereas only two members of law enforcement said there are services that are needed but not readily available. Another capacity gap that was found in the data is the received training and the perception of training needed to better prepare service providers and law enforcement in assist human trafficking victims.

As seen in the data analysis, service providers and law enforcement alike are recognizing there needs to be more funding and more resources made available to help them better do their jobs, and provide better assistance to human trafficking victims. Oftentimes, victims of human trafficking walk away from their exploitative situations with barely more than the clothes on their back, and frequently require help in the form of basic living needs, such as food, housing and clothing, as well as financial assistance, mental health assistance, legal assistance, and medical care (Polaris Project, 2012; Polaris Project 2013). The findings from this research support the service needs reported by Polaris Project.

Based on the data analysis, social service agencies have a better understanding of the victims' needs, however, service providers and law enforcement alike are recognizing there needs to be more funding and more resources made available to help them better do their jobs, and provide better assistance to human trafficking victims. The development of the Kentucky human trafficking task forces has created systems of collaboration amongst service providers and law enforcement, and while there are some challenges to working with numerous organizations and agencies, the research shows there is a sufficient

amount of inter-agency collaboration taking place when working on human trafficking cases. The task forces have allowed members from various service provision organizations and law enforcement agencies to come together and learn what they, as an organization, are capable of offering, as well as who they can turn to receive help in providing support services to victims.

Notwithstanding the fact that there are (third party) organizations willing and able to provide much needed assistance; service gaps exist that can affect the assistance a human trafficking victim receives. Shelters are a necessity, if not a priority, yet service providers are conflicted when they are unable to provide semi-permanent residence in the form of shelters due to the unavailability of beds. Likewise, there was a reported issue in taking victims to faith-based shelters that are not properly trained to work with human trafficking victims. Some faith-based shelters in Kentucky are exclusive in that they will only take a victim in if that victim is Christian, female, and has been exploited through sex trafficking, however, this certainly is not the case for all faith-based organizations. The concern voiced solely pertained to faith-based organizations that were not properly trained to take on human trafficking victims.

The lack of an assessment tool that focuses on the identification of and service needs of a human trafficking victim can lead to victims to go unidentified and treated as undocumented workers. Their extensive needs may also be overlooked and this can affect who is getting what service, and it could limit the amount of services that are made available to a victim.

The data from the thirteen participants also reveals there is a need for more training on human trafficking in Central Kentucky. A few select individuals from service

provision organizations and law enforcement have received a specialized training due to grant funding, however not all individuals tasked with assisting human trafficking victims have received the same, if any, training appropriate training. Service providers and law enforcement alike felt comfortable working with human trafficking victims even without a specialized training on human trafficking, however, service providers identified a need for more training to better assist victims. A capacity gap exists in the perception of needed training in that service providers in Central Kentucky would like trainings focused on cultural competency and trauma-informed care, whereas law enforcement does not feel they need any additional training to better assist human trafficking victims.

In order for victims to receive the services they need, it is essential for service providers and law enforcement to work together to provide them. In order to do so, there must be contact between different agencies and organizations, such as health departments, crisis centers and communities must be made aware of why they need to be involved in combatting trafficking (Logan et al., 2009). Whether it is a lack of resources, funding, or a struggle service providers face when collaborating with law enforcement, there is a need for improvement in the support provision services available to human trafficking victims in Central Kentucky. Service providers and law enforcement are working hard to provide social support services to human trafficking victims and needed services are provided in various capacities in Central Kentucky. There is a need for more funding and resources to better allow organizations to provide for victims, but Kentucky is working in accordance with National laws to combat human trafficking to ensure victims are being taken care of. More funding, allocated resources, collaboration, and training can only help organizations better provide for human trafficking victims.

Recommendations

Based upon the findings from this research data-driven recommendations are being made. The recommendations made are based on desired improvements research participants would like to see as well as goals set forth by the Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States, 2013-2017. Participants in this study made it known they face challenges providing services to victims because of a lack of funding and overall resources. The biggest recommendation is more government funding needs to be allocated to the Commonwealth of Kentucky to allow organizations and agencies better access to needed resources to provide services to human trafficking victims.

The 2013-2017 Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States further recommends improvements need to be made to increase coordination and training services, and this is something Kentucky could greatly benefit from. Service providers have requested trauma-informed trainings, cultural competency trainings, and trainings on how to best interact with human trafficking victims. These trainings should be mandatory for all individuals who work with human trafficking victims and on issues of human trafficking. Better training focused on human trafficking could be developed to prepare service providers and members of law enforcement alike on how to best approach a victim and work with them to ensure no more trauma is inflicted upon that individuals.

This leads into a greater need for coordination and collaboration. Service providers and law enforcement have worked hard develop inter-agency collaboration amongst their organizations and agencies to work with victims, but members of a

Kentucky task force identified a challenge in collaboration when task force meetings are not mandatory. It can lead to confusion when trying to determine what organization provides what and who can be contacted to provide a needed service. Having multiple task forces throughout Kentucky can allow for more agencies to be involved in working on issues of human trafficking, but it could be beneficial to make task force meetings mandatory, so every organization and agency is represented at the meetings.

Finally, the Action Plan recommends that survivors' experiences and input be used to better develop services, and this is something Central Kentucky could benefit from. Victims could be asked what can be done to better improve the services they receive as a tool to develop services that are more appropriately catered to the needs of the victims. Their input could drastically change the way services are being provided and organizations could learn how to assist their victims in the most affective way possible.

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