ENGAGE TOGETHER®

FLORIDA LEGISLATIVE REVIEW

A 2000-2025 review of Florida's legislative efforts to address human trafficking, with recommendations on what is needed next to increase impact, including efforts to strengthen:

HOUSING

HEALTHCARE RESPONSE

DEMAND REDUCTION

BUSINESS ENGAGEMENT

LABOR TRAFFICKING

TRAININGS & PROTOCOLS

TECH-FACILITATED TRAFFICKING

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Engage Together Project for SFL is made possible by a grant from a local family foundation, and is accomplished in collaboration with many partners, including especially the task force and coalition leadership working across South Florida: Broward Human Trafficking Coalition, Broward Human Trafficking Task Force/FBI Human Trafficking Task Force, Miami-Dade Human Trafficking Coalition, and Southwest Florida Coalition Against Human Trafficking. Additional local support and leadership for this project include the University of South Florida BRIGHT Project, St. Thomas University Human Trafficking Academy, United Abolitionists, Quest 2 Freedom, and SheMeHer. National partners include Belmont University's Data Collaborative, Pomerol Partners and Qlik. Special thanks also to the National Human Trafficking Hotline and Dark Watch

Learn more about each of these partners and the entire project by going to the Project website at engagetogether.com/sfl.

PURPOSE

This report is a supplemental resource to Engage Together® Project reports for South Florida. It provides a comprehensive overview of Florida's legislative history on human trafficking from 2000 to 2025. It includes major statutory developments, victim protections, law enforcement changes, and significant legislative reforms, organized chronologically, with recommendations for next steps.

ICONS: To help with your review, we've included the following icons next to each legislative summary to to serve as visual cues regarding the focus and/or intended purpose of each effort.



Victim Rights



Criminal Justice



Minors-Focused



Labor Trafficking



Industry-Focused



Training & Education

Review this Legislative Report alongside the full South Florida Community Assessment reports and the Directory for a clearer picture of the current strengths, gaps, needs, and opportunities to enhance your efforts to end and prevent human trafficking.



Use these reports to catalyze deeper conversations, greater collaborations, and strategic planning for your local communities and state.



Florida's first anti-trafficking law created standalone crimes for "human trafficking," "unlawfully obtaining labor or services," and "sex trafficking," making them second-degree felonies. It established §787.05, §787.06, and §796.045, and made it a first-degree felony, via Chapter 2004-391, for a parent or guardian to sell or transfer a minor for prostitution or trafficking. These crimes were **added to Florida's RICO statute** to strengthen prosecution. *Effective October 1, 2004*





§787.06 was amended, via Chapter 2006-168, to define the term **financial harm**; redefined the term **"forced labor or services"** to include debt bondage and document confiscation; established **civil remedies for human trafficking** (§772.102), made human trafficking a predicate offense for **racketeering** (§895.02) and **money laundering** (§896.101). Required **judicial** branches to have human trafficking **training**. (§787.06) *Effective October 1, 2006*





<u>House Bill 7181</u> directs the Department of Children and Families to provide **temporary** state-funded benefits for immigrant victims of trafficking and other serious crimes until they qualify for federal aid, defines eligibility and documentation, and allows a public awareness campaign if funds permit. (§402.87).





<u>Chapter 2009-95</u> created the **Florida Statewide Task Force on Human Trafficking**, charged with **examining the scope of trafficking** in Florida and **developing a coordinated statewide plan**.

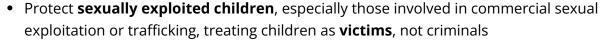


Note: The task force was sunset on July 1, 2011, after delivering its recommendations.





Enacted in 2012, the **Florida Safe Harbor Act**, <u>Chapter 2012-105</u> was established to:





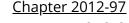
- Provide safe housing, trauma-informed services, and legal protections
- Clarify that minors cannot legally consent to prostitution or commercial sex acts (reinforced in §796.07(2)(f))

Effective January 1, 2013



§796.07(5, 6, 8) was enacted and established that a first-time misdemeanor offense for soliciting prostitution carries a **minimum mandatory fine of \$5,000**. As part of the penalties, the court can order the convicted person to attend an **educational program** about the negative effects of prostitution and human trafficking. For second or subsequent offenses, established a minimum mandatory jail sentence. If a vehicle was used during the offense, the judge may also order its impoundment or immobilization.





- Expanded the definition of "commercial sexual activity" to include pornography and sexually explicit performances. ((§787.06(2)(b))
- Made trafficking a **predicate offense** for **racketeering** (§895.02) and **money** laundering. (§896.101)
- Added trafficking to civil remedies, allowing victims to sue for damages due to injuries caused by criminal acts. (§772.104)
- Authorized **wiretap surveillance** for trafficking investigations. (§934.07)
- Required massage establishment operators and employees to present valid ID upon law enforcement request. (§480.0535)
- Granted jurisdiction to the Office of the Statewide Prosecutor and statewide **grand jury** for trafficking cases. (§905.34)

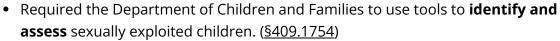
Effective October 1, 2012

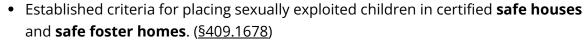




Florida created the trafficking victim expungement statute, via Chapter 2013-98, allowing a confirmed victim of human trafficking to petition the court to expunge criminal records for offenses committed while they were being trafficked. (§943.0583) Effective January 1, 2014

Chapter 2014-161







- Directed DCF, the Department of Juvenile Justice, and other agencies to **coordinate local responses** to human trafficking. (varies by jurisdiction)
- Mandated specialized training for case managers, law enforcement, and service providers working with exploited children. (§409.1754(3)(a))
- Created a **Statewide Council on Human Trafficking** to improve statewide coordination, policy development, and public awareness. (§16.617)

Effective July 1, 2014



<u>Chapter 2014-160</u>

• Eliminated the statute of limitations for prosecuting human trafficking offenses. (§775.15)

Effective October 1, 2014







<u>Chapter 2015-147</u> amended Florida law to make the locations of safe houses, foster homes, and residential facilities for trafficking victims confidential and exempt from public records, with limited disclosure for health, safety, or emergency needs. The exemption does not cover facilities licensed by the Agency for Health Care Administration and is subject to legislative review and potential repeal. *Approved by the Governor June 11, 2015*.



<u>Chapter 2015-172</u> mandated the display of **human trafficking public awareness signs** in key locations to educate the public and help victims access support, including:

- Locations managed by the Department of Transportation
- **Emergency rooms** in general acute care hospitals
- Strip clubs and adult entertainment venues
 - Massage or bodywork businesses not owned by licensed health professionals
 - County commissions authorized to adopt ordinances to enforce compliance.
 - Violations are **noncriminal** and punishable by a **\$500 fine**. (§787.29)

Effective January 1, 2016



Miami-Dade's Board of Commissioners adopted Ordinance §21-31.5 to enforce the state's new signage mandate. *Effective December 11, 2015.*

2016



<u>Chapter 2016-24</u> amended **§787.06** introducing tougher penalties for traffickers and those who enable trafficking, beyond what was done in 2014. *Effective October 1,* 2016



Palm Beach was an early adopter of the state's new signage mandate. In 2015 it passed <u>Ordinance No. 2015-029</u> mirroring the state requirements. *Effective January* 1, 2016



Broward County enacted a human trafficking **public-awareness sign**Ordinance No. 2016-02. Effective January 14, 2016

2018



Miami-Dade strengthens its signage law enforcement, Ordinance No. 18-11, specifying violations are subject to county code enforcement proceedings under <u>Chapter 8CC</u>. *Effective February 6, 2018*

2019



Florida's 2019 Human Trafficking Law was a sweeping reform targeting trafficking across multiple sectors with the passage of <u>Chapter 2019-152</u>.

• Required certain **licensed professionals** (e.g. healthcare) to complete a **one-time continuing education** course on human trafficking and posting of awareness signs in the workplace (§456.0341)

Continued on the next page.



- Updated definitions and licensing requirements for massage establishments (§480.033, §480.043, §480.046)
- Required training of staff in public lodging establishments (§509.096)



- Enhanced law enforcement training and allowed expungement of criminal records for victims of human trafficking (<u>§943.0583</u>, <u>§943.17297</u>)
- Required employers to verify identity and age of minors and post notices about trafficking (<u>§450.045</u>)
- Updated definitions related to obscene or lewd materials (§847.001)
- Created a **Soliciting for Prostitution Public Database** for those convicted of soliciting prostitution (which **expired in 2024**) (§943.0433).
- Established a direct-support organization to fund anti-trafficking initiatives and research in partnership with FSU (§16.618).

Note: Most provisions took effect July 1, 2019, with full compliance deadlines by January 1, 2021.



The Legislature reviewed the new "Soliciting-Prostitution Database" via OPPAGA. Some lawmakers and stakeholders raised privacy and effectiveness concerns about this public registry. No legislative action was taken in 2020, but the database was repealed in 2024.





Chapter 2021-83 amended the "Required Instruction" statute to mandate that public schools provide education on the dangers of human trafficking. (§1003.42(2)).



<u>Chapter 2021-89</u>



• Strengthened protections for human trafficking victims by making communications between a victim and a trained advocate or volunteer confidential in certain cases and specifying who may claim that privilege (§90.5037)



- Criminalized trafficking-related acts with an adult believed to be a minor, closing a loophole where traffickers could claim ignorance if the victim turned out to be an adult; and encourages state attorneys to adopt a **pro-prosecution policy** for human trafficking crimes, even if the victim does not cooperate or objects to prosecution (§787.06)
- Created an easier process to allow victims to expunge criminal records for offenses committed while they were being trafficked; and waived all court fees for filing expungement petitions related to trafficking offenses and removed the requirement that a petitioner have **no other pending expungement petitions**. (§943.0583). Effective July 1, 2021



Updated §509.096(3), **reducing the grace period for hotels** to correct a violation from 90 to 45 days and imposing a **\$2,000 fine per day** until resolved. *Effective July 1, 2023*



Broward County launched the "<u>S.A.F.E. Initiative</u>" (Stop Adult Financial Exploitation) in conjunction with the State Attorney's Office, aiming to shut down illicit massage parlors via code enforcement and nuisance abatement.

2023



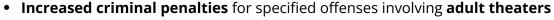
In 2023, the Legislature updated the required signage for human trafficking awareness to include the **Florida Human Trafficking Hotline: 1-855-FLA-SAFE (855-352-7233)** (replacing the national hotline number). This change is reflected in **§787.29**, which mandates the posting of public awareness signs.



Chapter No. 2023-86



• Established that **proceeds** from the sale of **forfeited property** must first be used to **pay restitution** to human trafficking victims. §787.06(7)





- **Provided a** *standalone* **civil cause of action** for victims of human trafficking, expanding the scope of the 2006 law.
- Authorized judicial circuits to establish **educational programs** (§796.07(5)(b)(2))
- Created the **Statewide Data Repository for Anonymous Human Trafficking Data** at the **University of South Florida**

Effective July 1, 2023



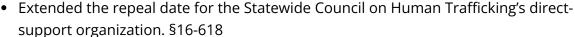


Florida passed <u>Chapter 2023-85</u>, creating <u>§402.881</u> requiring DCF to certify and annually inspect **adult safe houses** serving human trafficking survivors. This made Florida the first state to establish formal regulatory oversight for adult survivor housing, with implementation guided by a statewide study and new rules adopted in 2024.

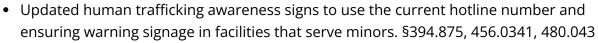
2024



Chapter 2024-184 strengthened Florida's anti-trafficking laws in several ways.









- Required nongovernmental entities that contract with government entities to submit an affidavit certifying they do not use coercion for labor or services. §787.06
- Prohibited employment of persons under 21 in adult entertainment establishments; mandating ID verification by employers/managers; and making misrepresenting age or ignorance of age not a valid defense. §787.30
- Imposed criminal penalties for violations of the new age/employment rules. § *Effective July 1, 2024*





Under <u>Chapter 2025-156</u>, established that a person **18 years or older** who organizes or leads a trafficking venture that exploits a **child under 12** (or a person with a **profound mental disability**) for sexual servitude can be charged with **capital sexual battery** (a capital felony). *Effective Oct. 1, 2025*



<u>Chapter 2025-65</u> required the DOE to identify **free human trafficking awareness curriculum** and mandates staff training by December 1, 2025.

RECOMMENDATIONS

1. Support Housing Needs of Adult Survivors

Florida has an opportunity to strengthen support for adult survivors by expanding trauma-informed housing. A practical step would be adopting Texas's approach (<u>SB 1831, 2023</u>) of adding a budget rider to secure dedicated housing funds. Florida could also look to <u>New York's Social Services Law Article 10-D</u>, which guarantees access to safe-house placement (short- or long-term) from the first point of contact with law enforcement or social services. Pairing these models with Medicaid and homelessness resources would create safer pathways to stability and independence for survivors.

Recommended Next Steps

ACTION

Amend Florida Statutes Ch. 420 (Housing) and Ch. 409 (DCF/Medicaid) to create a dedicated trauma-informed housing fund for adult survivors of trafficking.

LEAD

Department of Children and Families (DCF) + Florida Housing Finance Corporation

MODEL(S)

- Texas SB 1831 (2023): Dedicated housing rider securing funds for survivor housing.
- New York Social Services Law, Article 10-D: Guarantees immediate safe-house placement (short or long term) from first point of contact with law enforcement or social services.

MECHANISM

Pair housing funds with Medicaid and homelessness resources for wraparound services.

2. Prioritize Labor Trafficking Training

Labor trafficking is often harder to spot than sex trafficking, so strengthening training is key. Florida could build on its current one-hour healthcare awareness course by extending it to two hours and making sure labor trafficking is fully addressed. Georgia offers a helpful model (§35-1-16), where agricultural inspections include labor trafficking indicators and referrals are made directly to investigators. Using these models, Florida can ensure frontline professionals are prepared to identify and assist labor trafficking victims.

Recommended Next Steps

ACTION

Mandate industry-specific training modules under Dept. of Business & Professional Regulation (DBPR) licensure for agriculture, construction, hospitality, and nail salons.

LEAD

DBPR + Department of Agriculture + Attorney General.

MODEL(S)

• Georgia Code § 35-1-16: Agricultural inspections include trafficking indicators, with direct referral authority.

MECHANISM

Require key industries to identify labor trafficking, with audits at license renewal. Training within 12 months of licensure, refreshed every 2 years.

3. Expand Medical Training for All Forms of Human Trafficking

Healthcare providers are often the first point of contact for trafficking victims, making medical training critical. Florida could strengthen its current requirements by adopting a tiered approach, similar to New Jersey's P.L. 2013, c.51, which uses trauma-informed clinical protocols in medical settings. A model could be one hour of awareness training for all staff, and two or more hours for clinical roles. Texas House Bill 2059 also offers guidance, requiring hospital staff to receive trafficking training beyond standard continuing education. Florida could follow this example by giving the Attorney General or DCF authority to regularly update training content, ensuring healthcare workers are prepared to identify and respond to both sex and labor trafficking.

Recommended Next Steps

ACTION

Amend Ch. 456 F.S. (Health Professions) to require CEU courses on both labor and sex trafficking indicators for physicians, nurses, EMTs.

LEAD

Department of Health + Professional Licensing Boards

MODEL(S)

- New Jersey P.L. 2013, c.51: Requires trauma-informed clinical protocols in medical settings.
- Texas HB 2059 (2019): Mandatory trafficking training for healthcare practitioners beyond CE.

MECHANISM

One hour of awareness training for all staff; two or more hours for clinical roles. AG/DCF authorized to update content regularly.

4. Establish Hospital Protocols for Human Trafficking

Hospitals play a vital role in identifying and protecting trafficking victims, and clear protocols make that possible. Under Missouri § 566.200–566.223, the Department of Public Safety creates victim-identification procedures and training protocols. These types of programs equip state agencies, including health care providers with guidance on trafficking laws and practical tools to recognize and assist victims. Florida can follow MO's example and work with relevant agencies to create and establish clear protocols for hospitals.

Recommended Next Steps

ACTION

Require all hospitals licensed under Ch. 395 F.S. to adopt trafficking identification and response protocols (screening tools, reporting flow, survivor advocates on call).

LEAD

Agency for Health Care Administration (AHCA)

MODEL(S)

 Missouri Rev. Stat. §§ 566.200–566.223: Authorizes Department of Public Safety to establish trafficking identification protocols and training programs across agencies, including healthcare.

MECHANISM

Hospitals must integrate victim advocates, law enforcement contacts, and reporting standards.

5. Enhance Training Requirements Guidelines

Florida's current statutes are vague on training requirements, leaving agencies to decide what to provide. Tennessee has several statutes which require specific entities to receive training on human trafficking. (T.C.A. § 41-1-128, 38-6-114, SB 0719, 0171). New York's approach (Social Services Law § 483-cc) goes further by mandating content review by the State Task Force to keep training current. Florida could strengthen accountability by blending Tennessee's statutory clarity with New York's review model, ensuring consistent, up-to-date training across agencies.

Recommended Next Steps

ACTION

Consolidate Florida's training mandates into a uniform Human Trafficking Training & Response Act. Require periodic content review.

LEAD

AG + Statewide Council on Human Trafficking + Licensing Boards.

MODEL(S)

- Tennessee (T.C.A. § 41-1-128; § 38-6-114; SB 0719/0171): Statutes specify exactly who must be trained.
- New York Social Services Law § 483-cc: Requires State Task Force to review training content for accuracy.

MECHANISM

Blend Tennessee's statutory specificity with New York's accountability review.

6. Clarify Protocols, Policies, and Procedures

Florida could strengthen its response to trafficking by clearly defining what protocols, policies, and procedures must include, and who is required to adopt them. Mississippi offers one model (Miss. Code Ann. § 97-3-54.11), where the Attorney General ties funding eligibility to service providers' use of state-developed model policies, encouraging consistency with best practices. Florida could blend these ideas by directing the Statewide Council on Human Trafficking to draft model protocols, reinstating a task force to oversee adoption, and tying compliance to funding opportunities. This would ensure best practices are followed while filling current gaps in accountability.

Recommended Next Steps

ACTION

Require standardized trafficking protocols across agencies and service providers; tie funding eligibility to compliance.

LEAD

Statewide Council on Human Trafficking + DCF + AG.

MODEL(S)

Mississippi Code Ann. § 97-3-54.11: AG ties funding eligibility to adoption of state-developed model policies.

MECHANISM

Florida Council drafts model protocols, reinstates task force oversight, and ties state/federal grants to compliance.

7. Develop Demand-Reduction Strategies

To curb demand and hold exploiters accountable, Florida could enhance both penalties and diversion programs. Texas (Penal Code § 43.021) imposes felony charges on repeat buyers of prostitution while limiting diversion to Attorney General–approved programs, ensuring consistency and accountability. Florida could adopt Texas-style penalties. This balance would discourage repeat offenses while also fostering awareness and accountability among offenders.

Recommended Next Steps

ACTION

Expand penalties for sex buyers and require diversion programs vetted by the Attorney General.

LEAD

Florida Department of Law Enforcement + AG's Office.

MODEL(S)

• Texas Penal Code § 43.021: Felony penalties for repeat prostitution buyers; diversion programs limited to AG-approved curricula.

MECHANISM

Combine harsher penalties with structured education to reduce demand.

8. Strengthen Employer Accountablity.

Florida law prohibits benefiting from trafficking (F.S. § 787.06) and requires certain contractors and industries to certify they do not use coerced labor. Still, gaps remain in holding employers directly accountable. Alabama Code § 13A-6-162 empowers the Attorney General to impose fines on those who harbor or employ trafficked persons, while California's Civil Code § 52.5 gives survivors the right to bring civil lawsuits against employers who knowingly benefit from forced labor. Florida could combine these approaches by granting the Attorney General clear authority to levy fines and by creating a state level civil cause of action that allows survivors to directly pursue restitution from employers who knowingly benefit from trafficking.

Recommended Next Steps

ACTION

Strengthen enforcement against employers who knowingly benefit from trafficking.

LEAD

AG's Office +

Department of Business & Professional Regulation.

MODEL(S)

- Alabama Code § 13A-6-162: AG empowered to fine those who harbor/employ trafficked persons.
- California Civil Code § 52.5: Civil right of action for survivors against complicit employers.

MECHANISM

Blend Alabama's AG enforcement authority with California's civil remedy for survivors.

9. Address Online Recruitment and Exploitation.

As traffickers increasingly exploit individuals through online platforms, Florida could update its statutes to address digital recruitment and advertising. Florida has made great strides in protecting children with the <u>Social Media Safety Act</u> requiring social media companies to verify the age of users and terminate accounts for children under 14 years old. Texas passed <u>SB 1831</u> amending Texas law to increase punishment for trafficking of persons, online soliciation of a minor. While Florida has it's statute, it can more clearly lay out that online exploitation is included.

Recommended Next Steps

ACTION

Amend Fla. Stat. § 847 (Computer Crimes) to explicitly cover online recruitment, grooming, and trafficking ads; require reporting protocols between tech platforms and AG.

LEAD

AG's Cyber Unit + Florida Department of Law Enforcement.

MODEL(S)

• Texas SB 1831 (2023): Enhanced penalties for online solicitation tied to trafficking.

MECHANISM

Broaden Florida law to include trafficking recruitment, impose penalties for platforms that fail to cooperate.

SOURCES

<u>Statutes (in order of § number)</u>

- Statewide Council on Human Trafficking; creation; membership; duties. Fla. Stat. § 16.617 (2014).
- Direct-support organization. Fla. Stat. § 16.618 (2023).
- Human trafficking victim advocate-victim privilege. Fla. Stat. § 90.5037 (2021).
- Required Instruction Fla. Stat. § 1003.42(2) (2021).
- Services to immigrant survivors of human trafficking, domestic violence, and other serious crimes. Fla. Stat. § 402.87 (2007).
- Adult safe houses. Fla. Stat. § 402.881 (2023).
- Specialized residential options for children who are victims of commercial sexual exploitation. Fla. Stat. § 409.1678 (2014).
- Commercial sexual exploitation of children; screening and assessment; training; multidisciplinary staffings; service plans. Fla. Stat. § 409.1754 (2014).
- Proof of identity and age; posting of notices. —Fla. Stat. § 450.045 (2019).
- Requirements for instruction on human trafficking. Fla. Stat. § 456.0341 (2019).
- Definitions Fla. Stat. § 480.033 (2019).
- Massage establishments; requisites; licensure; inspection; human trafficking awareness training and policies. - Fla. Stat. § 480.043 (2019).
- Grounds for disciplinary action by the board. Fla. Stat. § 480.046 (2019).
- Documents required while working in a massage establishment; penalties; reporting. Fla. Stat. § 480.0535 (2012).
- Human trafficking awareness training and policies for public lodging establishments; enforcement. Fla. Stat. § 509.096 (2022).
- Definitions Fla. Stat. § 772.102 (2006).
- Civil cause of action. Fla. Stat. § 772.104 (2012).
- Time limitations; general time limitations; exceptions. Fla. Stat. § 775.15 (2014).
- Human Trafficking Fla. Stat. § 787.06 (2004, amended through 2023).
- Human trafficking public awareness signs. Fla. Stat. § 787.29 (2015, amended 2023).
- Prohibiting prostitution and related acts. Fla. Stat. § 796.07
- Definitions. Fla. Stat. § 847.001 (2019).
- Definitions. Fla. Stat. § 895.02 (2006, amended 2012).
- Florida Money Laundering Act; definitions; penalties; injunctions; seizure warrants; immunity. Fla. Stat. § 896.101 (2006, amended 2012).
- Powers and duties; law applicable. Fla. Stat. § 905.34 (2012).
- Authorization for interception of wire, oral, or electronic communications. Fla. Stat. § 934.07 (2012).
- Soliciting for Prostitution Public Database Fla. Stat. § 943.0433 (2019). Expired law
- Human trafficking victim expunction. Fla. Stat. § 943.0583 (2013, amended 2021).
- Training in identifying and investigating human trafficking. Fla. Stat. § 943.17297 (2019).

SOURCES cont.

Ordinances (in order of year of passage)

- Palm Beach Cnty., Fla., Ordinance No. 2015-029 (2015).
- Broward Cnty., Fla., Ordinance No. 2016-02 (2016).
- Miami-Dade Cnty., Fla., Ordinance No. 18-11 (2018).
- Miami-Dade Cnty., Fla., Ordinance § 21-31.5 (2016).

Public Chapters (in order of year of passage)

- Ch. 2004-391, Laws of Fla.
- Ch. 2009-95, Laws of Fla.
- Ch. 2012-97, Laws of Fla.
- Ch. 2012-105, Laws of Fla.
- Ch. 2014-160, Laws of Fla.
- Ch. 2014-161, Laws of Fla.
- Ch. 2015-147, Laws of Fla.
- Ch. 2015-172, Laws of Fla.
- Ch. 2016-24, Laws of Fla.
- Ch. 2019-152, Laws of Fla.
- Ch. 2021-189, Laws of Fla.
- Ch. 2023-85, Laws of Fla.
- Ch. 2023-86, Laws of Fla.
- Ch. 2025-65, Laws of Fla.
- Ch. 2025-156, Laws of Fla.

ENGAGE TOGETHER®

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