



Washington Statewide Coordinating Committee on the Commercial Sexual Exploitation of Children

2014 Initial Report to the Legislature

**Prepared By:
Members Of The Committee
Office Of The Attorney General**



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CSEC COMMITTEE

2014 Initial Report to the Legislature

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EXECUTIVE SUMMARY

This is the initial report of Washington's statewide coordinating committee to address the commercial sexual exploitation of children ("CSEC"). In our state, every day, children are subjected to commercial sexual exploitation, including through pimp-led prostitution on the street and on the Internet. The exact number of exploited children is not known, and needs to be better researched. However, the best current evidence suggests that hundreds of children, both girls and boys, are exploited here every year. At least a few of them are as young as age 12 or 13.

Washington has taken many positive steps to combat the commercial sexual exploitation of children. Our state has been a national leader in passing legislation to combat CSEC and human trafficking, and we have imposed much heavier criminal penalties for the commercial sexual exploitation of children. In addition, Washington has been developing and implementing a state Model Protocol for CSEC cases, which prescribes best practices for identifying and assisting exploited children. The use of the Model Protocol or another suitable CSEC protocol helps law enforcement, child welfare agencies, schools, social services providers, and medical personnel respond optimally when they encounter children who might be victims. Five local/regional task forces located around the state are working to implement the Model Protocol, while other jurisdictions are pursuing similar efforts to improve CSEC responses. Overall, Washington is fortunate to have a robust community of government agencies, law enforcement agencies, and other groups and professionals committed to the cause of ending child sex trafficking.

Nevertheless, despite these efforts, the commercial sexual exploitation of children continues to be a problem in Washington. This Committee finds that Washington needs to take further action in a number of ways. We need to continue training additional task forces that can recognize and assist CSEC victims, and promote continued coordination and collaboration on CSEC issues. We can do this by continuing to implement anti-CSEC protocols, including the Washington State Model Protocol. We must improve our data on CSEC so we can definitively establish the scope of the problem and identify the most effective protocols and solutions. Funding sources to support enhanced data collection should be identified. We also need to identify the most pressing areas in which additional social services funding is needed, along with sources for such funding. Finally, we need to further examine criminal prosecution and demand reduction strategies to deter would-be traffickers and buyers of sexually exploited children.

This initial report will be followed by a final report in 2015. Based on the data being collected during the next year, the Committee will make recommendations to improve the state's laws, policies, and practices for combating the commercial sexual exploitation of children.



INTRODUCTION: THE COMMITTEE AND ITS MISSION

In 2013, the Washington State Legislature established this statewide coordinating committee to address the commercial sexual exploitation of children (“CSEC”). The committee’s mission is to “address the issue of children who are sexually exploited, to examine the practices of local and regional entities involved in addressing sexually exploited children, and to make recommendations on statewide laws and practices.”

The Committee is required to report twice to the Legislature: once in 2014, and again in 2015. This is the Committee’s initial report. It describes the background of the Committee’s work; contains reports from task forces working on CSEC-related issues; describes the major issues and questions surrounding the commercial sexual exploitation of children; and makes recommendations for further action.

THE NATURE OF THE PROBLEM: THE COMMERCIAL SEXUAL EXPLOITATION OF CHILDREN

Commercial sexual exploitation of children involves the sexual abuse of a child in exchange for money or something of value. This frequently means prostitution of a child by an individual pimp, often on the street, or through advertisements placed on an Internet site. It can occur in a variety of other situations, however. These may include a child performing “survival sex” in exchange for food or shelter, a child participating in the commercial sex industry, such as by stripping, or a child engaging in prostitution while controlled by a criminal gang.

These definitions, however, do not begin to convey the seriousness of the trauma and danger that is perpetrated on the victims. A better picture comes from actual examples of child sexual exploitation in Washington.

In 2010, “J.S.” was a high school freshman from south King County who ran away from her loving family after experiencing “drama” at her school. On the street, she met Baruti Hopson, a man twice her age. Hopson manipulated the teenager emotionally and physically. He first gained her affection and had sexual relations with her, and then forced her into the commercial sex trade. J.S. was prostituted in hotels in multiple cities through advertisements placed on websites including Backpage.com. J.S. earned hundreds of dollars a day, all of which Hopson kept.

Finally, months later, J.S. was rescued after the Bellevue Police Department led a concerted effort to find her and spotted her Backpage advertisements. Hopson

1. Seattle Times, “Convicted Seattle pimp who fled during trial sentenced to 26 years,” March 29, 2011.

2. See, e.g., Federal Bureau of Investigation, “Operation Cross Country VIII Recovers Four Juveniles Being Victimized Through Prostitution in Washington State,” June 23, 2014 (describing Child Exploitation Task Force operations in Everett, Kent, Lacey, Lakewood, Tacoma, Tukwila, Olympia, and Seattle); Everett Herald, “Bikini coffee stand owner guilty of sexual exploitation,” August 1, 2014 (coffee stand owner convicted of “inviting or causing” 16 year old barista to engage in sexually explicit conduct with customers); The Columbian, “Vancouver woman gets 10 years for role in sex trafficking,” April 23, 2014 (involving two victims, one 16 and one 17 years old); Seattle Times, “Seattle pimp sentenced to 35 years for running ‘organized criminal enterprise,’” November 18, 2013 (involving an “ongoing pattern of sexual exploitation of a minor victim”); Tacoma News Tribune, “Two men sentenced to prison for pimping girl, raping woman,” March 13, 2014; KIMATV.com, “Human trafficking a ‘terrible nightmare’ for Yakima Valley families,” Jan. 11, 2012 (describing trafficking of several underage girls); Tri-City Herald, “Woman who forced girls into sex sentenced to 1 year in jail,” December 29, 2011 (involving a defendant who herself had been a minor victim of commercial sexual exploitation); The Columbian, “Man pleads guilty to promoting prostitution of child,” March 19, 2010.

was arrested, but he had manipulated J.S. so thoroughly that she initially was sympathetic to him and hostile towards her family and the police. Fortunately, after receiving victim-centered and trauma-focused services, she came to understand what had happened to her. She later found the courage to testify about her exploitation at Hopson’s trial. A jury found Hopson guilty of Promoting the Commercial Sexual Abuse of a Minor, one of the enhanced anti-trafficking offenses passed in recent years by the Legislature, as well as third-degree child rape and second-degree assault. He was sentenced to 26 years in prison.¹ Unfortunately, this is far from an exceptional example. Numerous cases from all across Washington involve individuals sexually exploiting underage children for commercial profit.²

In another incident, in August 2012, “two men in their 40s—one a Level 3 sex offender—struck up a conversation with who they believed were two 17 year old girls near the fountain in Seattle’s Westlake Park.”³ Michael Gaines, a previously convicted pimp, and Bruce Brooks, a convicted rapist and registered sex offender, told the girls they wanted them to work as prostitutes. Gaines told one of the girls that she would have to lie about her age. Unbeknownst to Gaines and Brooks, the “girls” actually were undercover Seattle police officers, conducting a sting operation against sex trafficking recruitment. Gaines later pled guilty to first-degree promoting prostitution, while Brooks pled guilty to second-degree promoting prostitution. A Seattle Police vice detective stated that Westlake Park is just one of many “recruiting hot beds” where “pimps try to lure juvenile girls into prostitution,” and that “we were fortunate in this case that no girls were actually victimized.”⁴

Finally, several recent prosecutions of buyers of child sex highlight the economic incentives that cause the commercial sexual exploitation of children. In 2013, Gildardo Zaldiviar-Guillen was convicted of Commercial Sexual Abuse of a Minor after he attempted to engage in sexual relations with a prostituted 17 year old girl in SeaTac. He was sentenced to 21 months in prison.⁵ In Kennewick in 2012, Ryan Graichen, a former Portland police officer, pled guilty to five counts of Commercial Sexual Abuse of a Minor (and other offenses) after “paying an underage girl for sex and offering alcohol, marijuana and money to other girls or young couples for sex acts,” and was sentenced to 10 years in prison.⁶ John Lawlor was a pastor in Everett who in February 2013 responded to an Internet ad purportedly placed by a 16 year old girl. In reality, the ad was the work of an undercover police detective. Charged with Commercial Sexual Abuse of a Minor, Lawlor later pled guilty to second-degree assault and was sentenced to three months in jail.⁷

HOW FAR WE’VE COME: WASHINGTON’S PROGRESS OVER THE LAST DECADE

As described in this report, during the last decade, Washington has made tremendous progress on issues of human trafficking and the commercial sexual exploitation of children. Washington led the nation by enacting the country’s first state laws criminalizing human trafficking. It has continued to refine and expand those statutes, specifically addressing issues including CSEC, and imposing much stricter penalties for violations than applied under previous versions of

the law. A number of committees and task forces to confront and reduce human trafficking have been established in the state, at the federal, state, and local levels. Washington has promoted cooperative efforts among law enforcement, other government agencies, social services providers, and institutions such as schools and medical centers, to reduce trafficking and increase services and assistance for victims. Washington has created a state Model Protocol to help guide the response of organizations that encounter victims of CSEC in order to obtain optimal results. Substantial outreach has taken place regarding the Model Protocol, which takes a victim-centered approach (treating exploited children as victims, not offenders). Five regional task forces (Spokane, Tri-Cities, Yakima, Whatcom County, and King County) are working with the Model Protocol. As a consequence, Washington has been consistently ranked at the top of the states in its anti-trafficking efforts, and is well positioned to further combat the commercial sexual exploitation of children.

HOW FAR WE NEED TO GO: WASHINGTON'S CHALLENGES AHEAD

Despite the marked progress in Washington's anti-trafficking efforts, numerous challenges remain. Commercial sexual exploitation of children persists in Washington, both with children being exploited and a class of buyers willing to exploit them. The most recent local study, in 2008, indicated that possibly 300-500 children were being commercially sexually exploited in King County alone each year. Unfortunately, there exists no similar completed research data for the incidence of CSEC outside of King County. Arrest and prosecution data reveals that in all jurisdictions in Washington, between 2008 and 2013, charges of Commercial Sexual Abuse of a Minor and Promoting Commercial Sexual Abuse of a Minor were filed approximately 240 times. However, this would represent a much smaller number of cases statewide than the 2008 study identified just for King County. The problem is likely greater throughout Washington than prosecution data alone would indicate.

CSEC is a crime that is very likely to be underreported. This is due to factors including the manipulative strategies used by offenders (such as violence, grooming, and force), the biological and developmental age of the victims, the nature of the crimes, and the social circumstances of the crimes (including the eagerness of buyers of sex to keep the crimes hidden). Moreover, people who encounter victims of CSEC may not be able to identify them as victims if they lack the skills and training to do so. For all these reasons, we cannot rely on our current data to tell us the precise scope of the problem, the demographic characteristics of the exploited population, the optimal interventions for victims, the optimal interventions by law enforcement to prosecute traffickers and reduce demand, and the most effective mix of social services. This is a significant problem in our attempts to combat CSEC, because without good data, we will not know whether the actions we have taken, and will take in the future, are effective.

As described below, the Washington State Center for Court Research is leading an important effort to improve our data. Funding is needed to support that effort, particularly funding for data collection by social services agencies working with

3. Seattle Times, "Would-be pimps admit trying to recruit undercover SPD officers," July 17, 2013.

4. Id.; see also Seattle Times, "2 men plead guilty to prostitution-related charges," July 17, 2013.

5. Seattle Times, "Sumner man sentenced to 21 months for sex with prostituted juvenile," July 26, 2013.

6. Tri-City Herald, "Ex-Portland cop sentenced to 10 years for sex crimes with girls via park, Craigslist," January 28, 2012.

7. Seattle Times, "Everett pastor charged in teenage sex case," February 21, 2013; Everett Herald, "Former Everett pastor arrested in sting sentenced," October 3, 2013.

victim populations. In addition, committee members agree that additional funding should be devoted to social services that will aid both child victims of sexual exploitation and children who are vulnerable and at risk for sexual exploitation.

There are other challenges ahead. Work needs to continue on the implementation of protocols for organizations encountering CSEC victims, including the Washington State Model Protocol. Additional public outreach is needed to warn the public and potential victims about the dangers of trafficking, to alert victims and survivors to the availability of services, and to deter traffickers and would-be traffickers from further criminal conduct. Finally, criminal prosecution and demand reduction strategies need to be further evaluated, refined, and pursued. Law enforcement investigation and prosecution will help deter would-be traffickers and buyers of sexually exploited children.

THE COMMITTEE'S FINDINGS, RECOMMENDATIONS, AND GOALS

This Committee's final report in 2015 will draw on the research, discussions, and data from 2013-15 to make recommendations concerning the best strategies for interventions, prosecutions, and data collection. The Committee's initial findings and recommendations are described in detail at the end of this Report. In summary, the Committee finds that the commercial sexual exploitation of children is a continuing and damaging problem in Washington. It is important to increase public awareness of this issue. The Committee finds that when victims are assisted through a well-developed CSEC protocol, implemented by a trained task force, better results are obtained. There is still inadequate data on the nature and prevalence of CSEC, however, and data collection must be improved.

The Committee's initial recommendations include that the Legislature and the Committee should support the creation of additional local and regional CSEC task forces, which should continue to implement appropriate CSEC protocols such as the Model Protocol. The Committee and the Legislature should examine options, and recommend the best options, to increase social services funding for CSEC victims. The Committee also recommends that funding be identified as soon as possible to support the collection of data on CSEC by government and non-governmental organizations working in relevant fields. The State of Washington should designate a single point of contact in state government to coordinate anti-trafficking efforts and operate an Internet information portal. Finally, strategies to reduce demand for the sexual exploitation of children should be identified and pursued.

NOTE REGARDING SCOPE OF RECOMMENDATIONS

The CSEC Committee gratefully acknowledges the participation and contributions of all its members. Please note, however, that this Report is not intended to be a consensus document. Each of the Report's statements, findings, and conclusions has not received an endorsement from every one of the member organizations and individuals listed in Appendix A.

LETTER OF INTRODUCTION FROM ATTORNEY GENERAL BOB FERGUSON

November 13, 2014

To: Members of the Legislature
People of the State of Washington

Greetings:

Human trafficking is an issue that concerns me deeply. As the convening authority for the Washington Statewide Coordinating Committee on the Commercial Sexual Exploitation of Children, I am proud that my office and our state continue to be leaders in the fight against human trafficking.

Unfortunately, as this report describes, the commercial sexual exploitation of children remains a serious problem in Washington. Hundreds of children, some as young as 12, are likely being exploited in our state every year. But a broad coalition of Washingtonians is working hard to eliminate human trafficking. This Committee represents the best of our state: dedicated, caring individuals coming together to solve a problem and improve our community.

This report describes the steps already being taken to help stop the exploitation of children. It also describes more that we can do. I am confident that if we pursue these goals, we will improve the lives of the most vulnerable among us.

My sincere thanks to the Legislature, the members of the Committee, and all those working on this vital issue.

Sincerely,



BOB FERGUSON
Attorney General



LETTER OF INTRODUCTION FROM JUSTICE BOBBE BRIDGE

September 25, 2014

On behalf of the Center for Children & Youth Justice, it is my privilege to share in presenting this Initial Report to the Legislature from the Washington Statewide Coordinating Committee on the Commercial Sexual Exploitation of Children with the Office of the Attorney General.

While our response is systemic, our focus has remained on the children and youth who are the victims of sexual exploitation. Our work begins and ends with concerns for their welfare in the forefront. Learning more about their numbers, their needs, and the most effective way to deliver services to them is our goal.

The Washington State Model Protocol for Commercially Sexually Exploited Children (Project Respect) has informed the work of the Committee. Even in these early days of its use, the Protocol has become recognized as a promising practice throughout the United States. Our local task forces are forging new ground as they organize into multi-jurisdictional and multi-systemic collaborations, train together, oversee the development and implementation of Multi-Disciplinary Teams, gather data, and present recommendations for policy change based on their experiences. And while each community presents unique circumstances, consistencies are emerging. Statewide policy – coordinated and practice-based – is being developed. Public awareness is increasing. Lives are being saved.

We are excited by the learning thus far and are eager to continue to work with stakeholders, survivors and their families, and the Legislature. With your help, we look forward to realizing a collaborative, coordinated and consistent response to the commercial sexual exploitation of children and youth – a response that is research-based, data-driven, and meets the needs of this population efficiently and effectively. That is our commitment.

Thank you for the opportunity to participate in this work.

Very truly yours,

A handwritten signature in black ink that reads "Bobbe J. Bridge". The signature is written in a cursive, flowing style.

Justice Bobbe J. Bridge, ret.
Founding President/CEO
Center for Children & Youth Justice

In Memoriam

Terri Kimball, 1950-2014

Terri Kimball, the manager of Project Respect at the Center for Children and Youth Justice, died May 10, 2014 of metastatic breast cancer.

All of us who work to help victimized children will miss Terri Kimball and her skills, passion and commitment. Her values will always be an example to us. No one worked harder or cared as much. Terri was willing to do anything—from building coalitions, and cajoling politicians and funders to wielding a paintbrush—on behalf of those in need. Her heart was huge and her talents substantial.

In her early career Terri worked for Public Health--Seattle and King County in communicable disease prevention and administration including HIV/AIDS. Later she was a leader at Senior Services of Seattle-King County, the largest multi-purpose not-for-profit agency serving older adults in Washington State. Her deep involvement with victimized women and children began when she became the Executive Director of the Domestic Abuse Women's Network (DAWN) in 2010, serving battered women and their children in South King County. At the time, DAWN was a struggling agency and Terri's success in turning it around was one of her proudest achievements.

Terri served as the Director of the City of Seattle's Domestic Violence and Sexual Assault Prevention Division from 2006 through early 2011. In response to a series of articles published in 2007 about the experiences of a young person arrested for prostitution in King County, Terri convened concerned providers, funders and criminal justice representatives to discuss the issue and the need for improvements in the community's response. Terri's office commissioned an assessment of the problem which was published in 2008 ("Who Pays the Price?" by Debra Boyer, Ph.D.). This report estimated that 300-500 teenage girls are forced to work as prostitutes on any given night in King County. Among its recommendations was that safe housing, including dedicated residential recovery services, be provided to these children.

Terri was galvanized by the Boyer Report, and demonstrated tenacity in making a residential recovery center a reality. Her moral leadership was critical to the creation of The Bridge, a model residential recovery center for commercially sexually exploited children in Seattle, still one of only a handful in the country. The Bridge opened in June 2010.

Terri also provided vital leadership in developing the Bridge program since there was no evidence-based model in the country for providing services to sexually exploited children. She consulted on program design with the country's leading practitioners running similar programs in Atlanta, New York and Los Angeles. Terri also convened a wide range of local experts to discuss program design including criminal justice, public health and youth service providers as well as child welfare representatives and advocates working to end sex trafficking. This focus on designing a program centered on the needs of victims was a hallmark of Terri's efforts.

Terri became the manager of Project Respect at the Center for Children and Youth Justice (CCYJ) in 2011. It was a perfect fit for her. The job of developing a statewide protocol that communities can tailor to their localities, ensuring critically needed services are available to commercially sexually exploited children, required an ability to bring together and collaborate with a wide range of service providers, first responders, victim advocates, juvenile justice leaders and policy makers throughout Washington. Terri was tireless in helping communities grapple with the challenge of identifying local solutions. Terri benefited from the knowledge of the many people she brought together, and they benefited from her own deep understanding of the issues affecting sexually exploited children and their service needs.

THE STATE OF ANTI-CSEC EFFORTS IN WASHINGTON

The Commercially Sexually Exploited Children Statewide Coordinating Committee was established by Substitute Senate Bill 5308 (Chapter 253, Laws of 2013), codified in RCW chapter 7.68 (see Appendix A).

This Committee represents just one part of Washington’s years-long, ongoing work against child sex trafficking. The Legislature, government agencies, and public interest organizations have all labored to improve the state’s ability to recognize and stop the exploitation of children.

One of our state’s notable recent efforts is “Project Respect,” a program led by the nonprofit Center for Children and Youth Justice (“CCYJ”) to develop and implement a “model protocol” for responding to child sex trafficking victims. Several of this Committee’s primary duties are connected with “Project Respect” and the model protocol. The Committee’s legislative charter specifies that it is charged with:

- Overseeing and reviewing the implementation of the Washington state model protocol for commercially sexually exploited children at pilot sites;
- Receiving reports and data...regarding the incidence of [CSEC]; and
- Reviewing recommendations from local and regional entities regarding... changes that would improve the efficiency and effectiveness of local response practices. (SSB 5308)

Accordingly, the first subsection below reviews and explains the Washington model protocol. The second subsection reviews reports from the five regional task forces implementing the protocol and their recommendations regarding current anti-CSEC efforts.

Note: Readers unfamiliar with the terminology, legal background, or history of efforts against the commercial sexual exploitation of children may wish to first review the “Background Information” section that begins on page 17.

CSEC PROTOCOLS AND THE IMPLEMENTATION OF THE WASHINGTON STATE MODEL PROTOCOL

A CSEC “protocol” is a compilation of guidelines and resources that can assist individuals and agencies with responding effectively to known or possible cases of commercial sexual exploitation. It is generally agreed that the implementation of such protocols is helpful in anti-CSEC efforts and leads to better outcomes. Law enforcement agencies “with a policy or protocol for investigating trafficking cases appear to be more likely to investigate” such cases.⁸

Washington has created a Washington State Model Protocol to assist in combating child sex trafficking. The Washington State Model Protocol is also referred to as “Project Respect.” The purpose of Project Respect is to create, implement, and

8. Institute of Medicine (“IOM”) and National Research Council of the National Academies, “Confronting Commercial Sexual Exploitation and Sex Trafficking of Minors in the United States,” 2013, at 204. A number of jurisdictions outside of Washington also have adopted model anti-trafficking protocols. See, e.g., Human Trafficking of Children Protocol, State of Michigan Department of Human Services, August 2013; Wisconsin Human Trafficking Protocol & Resource Manual, Wisconsin Statewide Human Trafficking Committee and Wisconsin Office of Justice Assistance, May 2012.

evaluate a statewide, victim-centered response protocol to identify, engage, and better serve CSEC and youth in Washington State. The Project was initially funded by the Washington State Children’s Interdisciplinary Task Force and private philanthropy.

Washington’s CSEC model protocol identifies mission, principles, and key response components that can assist communities to better identify, engage and respond to CSEC. The Model CSEC Protocol provides local jurisdictions and regional collaborations with a template adaptable to differing local capacities, priorities and circumstances.

Mission

“The mission of the Protocol is to foster collaboration and coordination among agencies to improve the capacity to identify CSEC and provide safety and services for them and their families/caregivers, as appropriate, as they work to end their exploitation, and to hold their exploiters accountable. Those involved in this effort will use best practices and will rely on data and evidence to drive system improvements.”⁹

Development

The Washington State Model Protocol was developed through a collaborative process in which the Center for Children and Youth Justice played a key role. In a series of five “mini-summits” around the state between February and August of 2012, with in-person or conference call meetings, more than 200 stakeholders, community members, and survivors gave input and suggestions that informed the development of the CSEC model protocol. A draft protocol was presented to a group of state leaders in September of 2012, their feedback was incorporated, and a revised Washington State Model Protocol for CSEC was released in March of 2013.

During 2013, five regional task forces began training on and implementation of the Model Protocol. The task force sites are King County, the Inland Northwest (Spokane), Whatcom/Skagit counties, Yakima County, and the Tri-Cities. At each of the task force sites, from February through April of 2013, data was collected to establish a baseline number of children and youth identified as CSEC/potential CSEC, using guidelines developed by Dr. Debra Boyer.

Principles

The Protocol identifies 7 core values:

- Viewing commercially sexually exploited children as victims, not criminals, and avoiding arrest and detention whenever possible;
- Providing commercially sexually exploited children with “victim-centered” services;
- Making victim safety a key concern;
- Treating victims with respect and taking into account their cultural and linguistic needs;

9. Revised Washington State Model Protocol for Commercially Sexually Exploited Children (“Project Respect”), Center for Children & Youth Justice, March 2013, at 4.

- Prosecuting those who exploit CSEC victims;
- Focusing on local, regional and statewide collaboration and coordination; and
- Relying on data and research, as well as experience, to improve system response and to improve outcomes for CSEC victims.

Structure

The Protocol provides both a governance structure and recommended best practices. Governance includes forming multidisciplinary teams (“MDTs”) responsible for immediate response and ongoing problem solving on specific CSEC cases as they arise. These teams are small and capable of quick response. Membership in MDTs will vary by community needs, but will likely include law enforcement, a community based advocate, Child Protective Services, other service providers, and attorneys. It is envisioned that MDTs meet within 24 hours of the identification of a commercially sexually exploited child, and work together to ensure that the child’s immediate needs are met, that the child is assessed for safety and placed accordingly, and that needed services are identified and offered.¹⁰

Governance also includes establishing a CSEC Task Force – intended to support and encourage a collaborative effort among local law enforcement, courts, prosecutors, diverse victim service providers, and other key stakeholders who together provide comprehensive services to discover and respond effectively to CSEC. The Task Force duties, decided upon and formalized in a Memorandum of Understanding among its members, may include some or all of the following:

- Adaptation and implementation of the model protocol
- Selection of the MDT members
- Review of the MDT’s response to CSEC
- Collection and reviewing data that assists in monitoring prevalence of CSEC in the jurisdiction
- Problem-solving through collaborative efforts
- Ensuring the availability of both basic and in-depth CSEC training
- Arranging for resource sharing to support efficiencies and develop local resources where gaps exist
- Planning public education and awareness campaigns
- Recommending policy improvements to better respond to CSEC

The final level of governance is the Washington State CSEC Coordinating Committee, which receives and synthesizes the work of the task forces.¹¹

Best Practices

The Protocol also identifies currently accepted best practices for creating and maintaining a coordinated and effective response to CSEC. These practices include identifying key responders in the community and explicitly defining their roles and responsibilities. Emphasis is placed on: training for responders; screening and assessment for CSEC; establishing alternatives to detention for CSEC; and assignment of a community-based advocate to remain with the child throughout the child’s involvement with any of the systems with which he/she may come in contact.¹²

10. Id. at 30-33.

11. Id. at 30-34.

12. Id. at 27.

The experience of local responders, analysis of data, and newly available research should inform the development of system improvements, including adopting, over time, consistent and standard practices throughout the State. The work of the local/regional CSEC task forces and the statewide CSEC coordinating committee should foster growing understanding of effective practices, and support their dissemination across the State. It also will provide a forum for reviewing CSEC data and program evaluation, and help identify areas where changes in state policy may be warranted.

ACTIVITIES AND REPORTS OF THE REGIONAL TASK FORCES, 2013-14

The following are the most recent reports and findings from the five regional task forces regarding the implementation of the Washington State Model Protocol, as presented to the CSEC Coordinating Committee at its May 22, 2014 meeting.¹³

Tri-Cities Task Force

The Tri-Cities Task Force is continuing to implement a CSEC protocol in the Tri-Cities area. The task force intends to further formalize its structure soon, in order to enhance its eligibility for grants.

The task force meets weekly with law enforcement to discuss trafficking issues. An awareness team meets with first responders. These relationships are important to the task force and it intends to continue promoting them. The task force continues to use a multi-disciplinary team. The task force completed a documentary on its work, which has been nominated for an Emmy Award. The documentary is available on the task force's website at TC-CAT.org.

The task force has been putting considerable effort into public outreach and awareness efforts. It holds talks and other public awareness events to promote knowledge of trafficking and exploitation. The task force has presented at venues such as a teen homeless shelter, the women's Union Gospel Mission, and educational institutions. The talks typically have been moderated by task force member Tirsa Butler. The task force looks forward to continued opportunities for community outreach.

The task force has identified several challenges to anti-CSEC and anti-trafficking work in the Tri-Cities area. It has been difficult for the task force to find opportunities to give presentations in schools (although work in this area is being done by the Support, Advocacy and Resource Center, see below). The task force continues to have the goal of increasing cooperation with the hospitality industry. The task force approached local hotels in association with the busy "Columbia Cup" hydroplane race weekend. Flyers were handed out at hotels with photos of missing girls from the community. One suspected commercially sexually exploited child was identified by a hotel employee, but not in time for the child to be recovered. The task force may reach out to the Puget Sound-area BEST program for assistance in reaching the hospitality industry.

13. The Statewide CSEC Coordinating Committee conducted public meetings of the committee on October 17, 2013, and May 22, 2014. At each of its meetings, the Committee received reports from the regional task forces formed to pioneer implementation of the CSEC model protocol. The Committee also received presentations by prosecutors and law enforcement on CSEC-related issues, received presentations on CSEC-related data collection, and discussed its policy recommendations.

The Support, Advocacy and Resource Center (“SARC”) is an organization in the Tri-Cities that works with the task force; it “provides assistance to victims of sexual assault and/or abuse, their families and friends. Services include counseling, information and referrals, emotional support, education and support groups.”¹⁴ SARC, in conjunction with the Kennewick Police Department and the Benton County Prosecuting Attorney’s Office, has developed and provided CSEC-related training to the medical community and the Juvenile Justice Center. SARC and the Kennewick Police Department will be providing similar training to the hotel industry. SARC also has integrated CSEC education into existing prevention programs in schools.

The task force identifies more funding and more training as future needs. In addition, the task force reports that there are issues around the reporting of data. Both law enforcement and nonprofit organizations appear to have discomfort around reporting of certain CSEC data. The task force also plans to coordinate with the Office of the Superintendent of Public Instruction to discuss more options to get in touch with the educational community.

Yakima Task Force

The Yakima Task Force is active in a number of projects, and working on numerous challenges in its area. In cooperation with numerous partner organizations, Yakima operates an “open door” after school facility for at risk youth, and a small trauma-informed, staffed, residential facility for teen girls who have been victims of trafficking. Juvenile detention utilizes an assessment tool that “flags” children at risk for commercial sexual exploitation to receive immediate advocacy services. Bus and billboard ads have provided education, while community members spent considerable efforts to educate teachers, students and first responders. Being a “pilot project” site helped establish relationships and practices that promote coordination and the availability of advocacy services.

The task force has concerns that trafficking is being “normalized” at the youth level. In addition, the task force is observing girls repeating as victims without effective responses and interventions from the child welfare or justice systems. Better training of specialized social workers and availability of placement resources and individualized services is needed.

The Yakima task force sees future challenges as: broader public education, along with specific education for law enforcement and child welfare workers. Yakima does not have a Child Advocacy Center or youth shelter for those recently traumatized and most at risk. The county has not adopted the trafficking model protocol and the task force is meeting less frequently than what would be optimal at this time.

Inland Northwest Task Force (Spokane)

The Inland Northwest Task Force is meeting bi-monthly and growing, thanks in part to anti-trafficking training that has been taking place in Spokane. Its membership includes the U.S. Attorney’s Office, a number of state legislators, and many others, with others requesting to join the team.

14. Benton Franklin Community Action Committee, <http://bfcac.org/home-base/emergency-services-sarc>

The task force has two work groups: one focusing on labor trafficking, and one focusing on CSEC. The task force's accomplishments include giving presentations to groups working with vulnerable populations; engaging in an anti-trafficking poster campaign; conducting a vigil every January 11, which has achieved a good amount of community participation; and conducting a multi-lingual awareness campaign in coordination with WARN. The task force reports that a specialist in youths missing from care is working with the task force, so they find out about those cases and are able to respond quickly. The task force also reports that screening tools for trafficking/CSEC have been implemented at detention, probation, and parole centers. The task force reports good work with Businesses Ending Slavery and Trafficking on hospitality industry issues. The Sexual Assault and Family Trauma Response Center (SAFeT), a participant in this task force, has a staff position funded through its OCVA Sexual Assault Services Program (SASP) grant that includes a CSEC service focus.

The task force is observing changes in the Spokane area that may be related to the City of Spokane's enactment of a sit/lie ordinance. The task force observed that fewer youth tend to be on the streets overall, including youth who may be at risk for CSEC. It appears trafficking-type activity may be shifting to the Internet and casinos.

The task force sees opportunities for growth in its partnerships with the juvenile court and with Northern Idaho's crime victims service center.

Challenges ahead include the ending of the task force's partnership with WARN, and the need for meaningful community development which is difficult with short staffing. In addition, law enforcement leadership in the community is changing, and the task force needs to forge new relationships and re-train. A clear understanding of the scope of the problem and the resources needed would be helpful, as would better data. The transitional housing program is too small. Finally, the management of the MDT still needs to be formalized with the designation of an individual or individuals to assume responsibility for it.

Whatcom County Task Force

The Whatcom County Task Force reports that for the last year, it has been meeting every other month. Participation and interest are good, as more than 40 individuals from various organizations receive the task force's updates by email.

Northwest Youth Services' Positive Adolescent Development (PAD) youth shelter and Street Outreach Programs have been successful at identifying a number of youth who had CSEC indicators.

The Whatcom Task Force has observed that many youth are exposed to sexual exploitation and preyed upon while seeking shelter. Interventions in the area of shelter and housing are likely to have significant benefits.

The task force has further observed that many individuals being advertised online in the Whatcom region do not appear to be local. This may be unsurprising given the close proximity to the Canadian border and the Vancouver metropolitan area. However, data is lacking on the extent of any cross-border exploitation problem.

The task force's accomplishments include that in December of 2013, the Bellingham Police Anti-Crime Team conducted 12 prostitution investigations. None of the victims were CSEC, but data was gathered about CSEC history. Follow-up occurred and data was provided about this as well.

In March the Bellingham Police Department hosted a meeting with the lead decision-makers of agencies and service providers within the County to introduce and explain the statewide model protocol. In February, through the coordination of local municipal law enforcement, outreach services and CPS we were able to bring light to a familial situation where two siblings exhibited universal risk indicators for CSEC. The response followed the protocol and support services are taking place.

The data collection led by the Washington Center for Court Research provided an opportunity for Whatcom County to carefully place a magnifying lens on this issue. Better CSEC identification training may be needed for some of the participants.

Opportunities in the community include that the local domestic violence and sexual assault agency, Domestic Violence Sexual Assault Services (DVSAS), is interested in leading efforts to address the unmet needs of sexually exploited individuals, including teens and adults. DVSAS has also taken charge to build stronger working relationships with other agencies so that a community of providers can be grant-ready to compete for federal funds.

Challenges include limited funding and capacity. The task force identifies a need for appropriate CSEC education for school aged children. We need a curriculum that addresses all aspects of this pervasive crime, especially survival sex, and non-pimp controlled exploitation which seems more prevalent in rural, impoverished areas. Education material for parents is a necessity both for prevention and after identification is made.

Addressing the demand still needs much work. The task force has yet to see any active pursuit of commercial sex buyers in Whatcom County. Increasing fines on buyers of commercial sex and dedicating those funds to prevention and services could help the overall outcomes.

Safe and appropriate housing is desperately needed. To ensure success in the restorative process for CSEC, we have to be able to offer something better than and different from behavioral rehabilitation services or crisis residential centers.

Finally, continued input and collaboration with victims/survivors is imperative to effectively serve this population. The voice of the individual who has experienced CSEC brings much validity to this work.

King County CSEC Task Force

The King County CSEC Task Force is chaired by King County Superior Court Judge Barbara Mack. Its mission is "to ensure the safety and support of commercially sexually exploited children (CSEC) and to prevent further exploitation."¹⁵ The task force includes three dedicated CSEC advocates and a hotline supervised by YouthCare, a task force partner agency. Since October, Youthcare advocates have received 50 related referrals.

15. King County Commercially Sexually Exploited Children (CSEC) Task Force, <http://www.kingcounty.gov/courts/JuvenileCourt/CSEC.aspx>

Task force partner agencies offer free training “to individuals who may come in contact with sexually exploited children.” The “Community Advocate” program is a regional response partnership focusing on sexually exploited youth and young adults, operated through YouthCare, Friends of Youth, and Auburn Youth Resources. In King County, law enforcement, service providers, school personnel, or anyone who comes in contact with an exploited child can contact a Community Advocate for 24/7 referrals and services for youth and young adults aged 12-24. The task force reports that through these types of partnerships, as of May 2014, 450 people will have been trained on CSEC identification. Through a similar partnership with BEST (Businesses Ending Slavery and Trafficking), 500 law enforcement and hotel workers have been trained statewide on CSEC recognition and response.

Several sub-committees are working on topics including: a school curriculum for building healthy relationships; a support group for CSEC parents; and a funding committee to find money for projects.

The task force is working on several public outreach efforts, including with King County Television on public service announcements, and on a CSEC webpage.

The task force is reporting success in linking its training and advocacy work. For example, a prosecutor encountered a child victim whom the prosecutor could identify as CSEC, and because of anti-CSEC training, the prosecutor was able to provide broad notification to concerned agencies and organizations. A similar process occurred when a school counselor recognized a CSEC child through indicators. Finally, Judge Mack has also made referrals from King County Superior Court. Multi-disciplinary approaches appear to be working, although there is no one-size-fits-all solution.

Upcoming needs and challenges for the task force include “the need to be immersed in communities that need us,” along with statewide cross-jurisdictional cooperation and communication. Changes in the CPS system may also be needed, such as allowing CPS to become involved if a child is being abused by a non-parent.

Finally, the King County Task Force identifies a data and outcomes evaluation process as critically important.

SUMMARY: TASK FORCE REPORTS

The task force reports reveal a number of areas of agreement. All the task forces agree that their work has been useful, and that the presence of a task force has increased the effectiveness of responses to CSEC cases. The task forces generally agree that it would be helpful to increase public awareness of CSEC issues. This could include both general public outreach and in-school curricula. It also would be beneficial to have broader, more reliable data on the scope of the CSEC problem. Additional support for social services would be very helpful. Finally, it would be useful to explore solutions to decrease the demand for child sexual exploitation.

BACKGROUND INFORMATION ON THE COMMERCIAL SEXUAL EXPLOITATION OF CHILDREN

One of the Committee’s legislatively mandated duties is to “make recommendations regarding policy and legislative changes that would improve the effectiveness of the state’s response to and promote best practices for suppression of the commercial sexual exploitation of children” (SSB 5308). Such recommendations, however, are more meaningful in context. To assist readers not already familiar with the background issues surrounding human trafficking and the commercial sexual exploitation of children, this report will define and summarize the major issues, concepts, and problems in this area. The following sections describe: the definitions of CSEC and trafficking, and potential concerns with those definitions; the state of knowledge about the scope of the problem in Washington and elsewhere; issues associated with data collection; issues associated with public awareness; harms to victims; warning signs of exploitation; issues associated with exploitation of particular demographic groups; and past legal efforts to address CSEC and trafficking issues, both inside and outside Washington.

WHAT IS CSEC?

“CSEC” stands for “Commercial Sexual Exploitation of Children.” At its core, CSEC is a form of violence against children in which a child is treated as a commercial sexual object. CSEC can occur in a variety of ways, including street prostitution, pornography, stripping, erotic or nude massage, escort services, phone sex lines, private parties, truck stops, gang-based prostitution, interfamilial pimping, and forms of Internet-based exploitation. CSEC is differentiated from other forms of sexual exploitation by an element of organization and/or intent, as well as the context of the commercial sex industry.¹⁶

Washington’s basic CSEC criminal offense is defined by RCW 9.68A.100, Commercial Sexual Abuse of a Minor. Under that statute, a person is guilty of the commercial sexual abuse of a minor if he or she pays a fee for, solicits, offers or requests sexual conduct with a child under the age of 18, or to a third person in exchange for sexual conduct with a child. It does not matter whether or not the child consents (or appears to consent) to the sexual conduct. Unlike laws concerning sex trafficking of adults, the charge of CSEC does not require force, fraud or coercion.¹⁷

The definition of commercial sexual exploitation of children varies somewhat among jurisdictions, however. The U.S. Department of Justice’s Office of Juvenile Justice and Delinquency Prevention, for example, defines CSEC as “crimes of a sexual nature committed against juvenile victims for financial or other economic reasons... These crimes include trafficking for sexual purposes, prostitution, sex tourism, mail-order-bride trade and early marriage, pornography, stripping, and performing in sexual venues such as peep shows or clubs.”¹⁸ Note that this definition does not explicitly include the exchange of sex by a child for basic material needs such as food or shelter, also sometimes called “survival sex,” which may fall within the Washington state definition.¹⁹

16. See Office of Crime Victims Advocacy, Washington State Department of Commerce, “What Is Human Trafficking?” “Commercial Sexual Exploitation of Children,” at <http://www.commerce.wa.gov/Services/individualassistance/CrimeVictimResources/Pages/HumanTrafficking.aspx> (citing the Polaris Project). See also Washington State Model Protocol for Commercially Sexually Exploited Children (Revised), March 2013, at 16 (CSEC is when “a youth aged 17 years or younger is recruited, solicited, coerced and/or forced to engage in the exchange of sexual acts in return for money, basic needs or other material items.” The sexual acts “may include direct sexual contact, pornography, stripping or other sexualized behaviors performed for the gratification of others.”)

17. Id.

18. IOM, “Confronting... Sex Trafficking of Minors in the United States,” 2013 (cited in note 8), at 401-02.

19. Id. Washington courts appear not to have construed whether the term “fee” in RCW 9.68A.100 would apply to an exchange of food or shelter. The Committee on the Commercial Sexual Exploitation and Sex Trafficking of Minors in the United States recommends considering survival sex a form of CSEC.

20. For example, the federal Trafficking Victims Protection Act defines the “sex trafficking of children” as occurring when someone “recruits, entices, harbors, transports, provides, obtains, or maintains by any means a person... knowing... that the person has not attained the age of 18 years and will be caused to engage in a commercial sex act.” Title 18, United States Code, Section 1591. This definition is more stringent than the comparable federal definition for labor trafficking of a child; labor trafficking requires the additional element of force, fraud, or coercion, even for a person under the age of 18.

21. “Coordination, Collaboration, Capacity: Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States, 2013-2017,” U.S. Department of Justice et al., 2014 (“Federal Strategic Action Plan”), at 15.

22. Id. Additionally, ACF “will consider the federal Child Abuse and Prevention and Treatment Act’s child maltreatment and caregiver definitions and their impact on services to victims of human trafficking.” Id.

23. U.S. Department of Health and Human Services, Administration for Children, Youth and Families (ACYF), “Guidance to States and Services on Addressing Human Trafficking of Children and Youth in the United States,” 2013 (“ACYF Guidance”), at 1.

24. “The State of Human Trafficking in California,” California Department of Justice, 2012, at 3 (citing “Human Trafficking Fact Sheet,” U.S. Department of Health and Human Services, accessed October 26, 2012.)

25. Anya van Wagtenonk, “Forced labor still ‘hugely profitable,’ says UN report,” PBS Newshour, May 20, 2014 (citing “Profits and Poverty: The Economics of Forced

The exclusion or inclusion of particular acts or practices within a jurisdiction’s CSEC definition may have significant consequences. The data collected on CSEC, and the strategies for collecting that data, will depend on how CSEC is defined.²⁰ The Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States recently found that “[d]ifferences in how human trafficking is defined and described, including among the various Federal Government agencies dealing with the issue, are cited as a challenge for service providers and regional, state, territorial, tribal, and local government agencies that try to navigate the federal service system on behalf of victims.” Feedback on the Federal Strategic Action Plan “stressed... the need to align definitions at the onset” of the Plan period “to ensure that any training and technical assistance materials developed under the plan use clear and consistent messaging.”²¹ Accordingly, during 2013-2017, the Administration for Children and Families in the United States Department of Health and Human Services plans to “work with federal partners to clarify the definitions of child sex trafficking and commercial sexual exploitation of children and provide guidance to grantees and service providers.”²²

Washington’s current definition of CSEC appears to be adequate and useful. Nevertheless, we should keep the definitional issue in mind and be prepared to further modify Washington’s definition, if such a modification appears more useful, more accurate, or more productively aligned with a federal definition.

HOW DOES THE COMMERCIAL SEXUAL EXPLOITATION OF CHILDREN RELATE TO THE BROADER CATEGORY OF “HUMAN TRAFFICKING”?

The commercial sexual exploitation of children (“CSEC”) is one type of exploitation within the broader category known as “human trafficking.” “Human trafficking” is often thought of only as the forced movement of persons across international borders, but it actually describes a much broader range of harms, and includes a significant amount of activity that occurs entirely within this country. Human trafficking is a crime “that involves the exploitation of a person for the purpose of compelled labor or a commercial sex act.”²³ Because human trafficking also includes labor trafficking, it is a more expansive category than sex trafficking/sexual exploitation crimes.

Labor trafficking of children and adults, and sexual exploitation of adults, all involve criminal offenses and constitute serious social concerns.²⁴ A recent report from the United Nations’ International Labour Organization says that “21 million people around the world are ensnared in some form of involuntary employment, including slavery, sexual trafficking and coerced labor. Two-thirds of this illegal profiteering — or \$99 billion — comes from the sex trade, which includes prostitution and pornography.”²⁵ However, the scope of labor trafficking may be substantially underreported, and the relative prevalence of each form of trafficking in the United States is unclear. Notably, a recent report from the Freedom Network (a coalition of anti-trafficking non-governmental organizations) found that during the survey period, fully 73% of its trafficking clients were victims of non-sexual labor trafficking.²⁶ These statistics are similar to the figures of the International Labour Organization, which found that 68% of global forced labor involved labor exploitation, compared to 22% that involved sexual exploitation.²⁷ The

National Institute of Justice has reported that sex trafficking tends to receive more law enforcement and research attention, and concluded that there is “a significant, immediate need for a greater understanding of the scope, scale and methods of labor trafficking on a national level.”²⁸

Nevertheless, issues regarding labor trafficking and adult sexual exploitation are beyond the scope of this committee, which is focused on child sexual exploitation. Fortunately, human trafficking issues are receiving active attention from other groups in Washington. Numerous members of this CSEC Committee work on labor trafficking and adult sex trafficking issues. In 2013, with the passage of HB 1291, the Legislature also created the Statewide Coordinating Committee on Sex Trafficking, convened by the Department of Commerce. Members of the Coordinating Committee on Sex Trafficking have been working with CSEC Committee members to share information, coordinate efforts, and discuss preliminary recommendations. The Coordinating Committee on Sex Trafficking will submit its plan to address sex trafficking to the Legislature in December 2014.

DATA DEFICIENCIES: DETERMINING THE SCOPE OF THE CSEC PROBLEM

Background – General and national statistics

One of the most important questions to be answered is the incidence of commercial sexual exploitation of children. Unfortunately, this is also one of the most difficult questions to answer.

There is general agreement that data on CSEC is both important and insufficient. This is true both in Washington state and around the country. The Washington State Model Protocol for Commercially Sexually Exploited Children project conducted a substantial series of meetings with stakeholders and concluded that “[t]here is insufficient information about the scope of CSEC and the demographics and characteristics of the children involved.”²⁹ The most recent comprehensive report on the CSEC issue nationally, the Institute of Medicine’s study, stated that “[d]espite a growing literature on commercial sexual exploitation and sex trafficking of minors in the United States, reliable estimates elude the field.”³⁰ Similarly, California’s recent human trafficking report notes that “[i]t remains a key challenge to identify the scope of human trafficking,” as “statistical data on victims, arrests, and convictions are unreliable” and “the crime itself is hidden and under-reported.”³¹

The relevant literature identifies a number of reasons for the inadequate data on CSEC. These include differences among basic methodologies such as counting methods. Previous studies have used methods ranging from interviews with “commercial sexual exploitation customers, law enforcement representatives, and human service representatives”; interviews with commercially sexually exploited youth themselves; arrest records and prosecution statistics; and studies of “at-risk” youth versus actual victims; to statistics regarding “alleged” cases of trafficking collected by the Human Trafficking Reporting System administered by the Bureau of Justice Statistics.³² Because these data sources are not directly comparable to one another, they tend to suggest different (and sometimes substantially different) conclusions about the problem.

Labour,” International Labour Office, Geneva, 2014).

26. “Freedom Network Member Report, A Closer Look at Human Trafficking Across the United States (2010-2012),” www.freedomnetworkusa.org (finding that of 2,236 clients seen during the relevant period, 73% were victims of labor trafficking alone, 23% sex trafficking, and 3% both labor and sex trafficking).

27. “Profits and Poverty: The Economics of Forced Labour” (cited in note 25), at 7.

28. National Institute of Justice, “The Prevalence of Labor Trafficking in the United States,” February 27, 2013, <http://nij.gov/journals/271/pages/anti-human-trafficking-us.aspx> (sidebar to the article “Ending Modern-Day Slavery: Using Research to Inform U.S. Anti-Human Trafficking Efforts” by Maureen Q. McGough).

29. Washington State Model Protocol for Commercially Sexually Exploited Children (cited in note 9), at 22.

30. IOM, “Confronting... Sex Trafficking of Minors in the United States,” at 41; see also Michigan Commission on Human Trafficking, “2013 Report on Human Trafficking,” at 20-21 (describing a lack of data and a variety of problems in data collection).

31. “The State of Human Trafficking in California,” California Department of Justice, at 6. See also “Wisconsin Human Trafficking Protocol & Resource Manual,” Wisconsin Statewide Human Trafficking Committee and Wisconsin Office of Justice Assistance, May 2012, at 11 (reporting approximately 30 identified child victims of commercial sexual exploitation in Wisconsin between 2000 and 2007).

32. IOM, “Confronting... Sex Trafficking of Minors in the United States,” at 42-45.

33. IOM, “Confronting... Sex Trafficking of Minors in the United States,” at 42-43 (identifying the Estes and Weiner study as the most commonly cited).

34. See, e.g., New York Times, “In Oakland, Redefining Sex Trade Workers as Abuse Victims,” May 23, 2011 (“An estimated 100,000 to 300,000 American-born children are sold for sex each year.”); Dan Rather, “Modern Day Slavery in America—Over 300,000 U.S. Children Fall Prey to Sex Trafficking,” AlterNet.org, May 19, 2010.

35. Richard J. Estes and Neil Alan Weiner, “The Commercial Sexual Exploitation of Children In the U.S., Canada and Mexico,” University of Pennsylvania School of Social Work, 2001

36. IOM, “Confronting... Sex Trafficking of Minors in the United States,” at 42-43 (discussing the Estes and Weiner study); cf. Polaris Project, “Sex Trafficking of Minors and ‘Safe Harbor,’” www.polarisproject.org (“Experts estimate that up to as many as 300,000 children are at risk of exploitation in prostitution every year.”)

37. IOM, “Confronting... Sex Trafficking of Minors in the United States,” at 42-43; see also Debra Boyer, Ph.D., “Who Pays the Price? Assessment of Youth Involvement in Prostitution in Seattle,” City of Seattle, Human Services Department, Domestic Violence and Sexual Assault Prevention Division, June, 2008, at 11 (“Unfortunately, [the] estimates of juvenile prostitution [which place the figure from 100,000 to 3 million] generally do not have a scientifically-credible basis. There is wide disparity between police reports, social service observations, and global estimates. Prostitution is illegal for all parties involved and universally

It should be noted that the most widely cited statistic³³ regarding the national prevalence of child sex trafficking appears to be frequently misquoted, and even when it is cited accurately, it likely exaggerates the scope of the problem. It is repeatedly asserted in the media and other sources that in the United States, “100,000 to 300,000” children are actual victims of sex trafficking each year.³⁴ (Proportionally by population, the 300,000 figure would equate to about 6,600 prostituted children in Washington each year.) The 100,000 to 300,000 range seems to come from a 2001 study by Richard J. Estes and Neil Alan Weiner, “The Commercial Sexual Exploitation of Children In the U.S., Canada and Mexico.”³⁵ The Estes and Weiner study, however, asserted that there are 100,000 to 300,000 children *at risk* for sexual exploitation each year, not actually exploited.³⁶

But even when it is correctly quoted, the Estes and Weiner study has been criticized for several reasons. The IOM report “Confronting... Sex Trafficking of Minors in the United States,” for example, states that “[t]he limitations of Estes and Weiner’s... estimates are well documented... and are clearly acknowledged by the authors.” These include that the report fails to distinguish “between actual victims and those at risk for exploitation,” and that its methodology may repetitively count individuals who fall into multiple risk categories.³⁷ A newspaper reviewing the study observed that its broad definition of “exploitation” appears to reach substantially beyond actual involvement in coerced prostitution, to include other factors such as being a “runaway,” the status of being a minor living near an international border, or being a minor female and a gang member.³⁸ Thus, it appears the “100,000-to-300,000” range should not be considered a reliable estimate of the annual incidence of child sexual exploitation in the United States, or a reliable basis on which to formulate policy.

Another difficulty in collecting accurate data on CSEC arises from the nature of the crimes and the reticence of victims to report them. Often, victims have experienced a history of abandonment, violence and neglect, and insufficient or no support from family or other social systems that could have kept them safe. Many victims feel disregarded and “thrown away” by family, systems, and society in general. Victims may feel ashamed and fearful to disclose the activities they have been coerced or forced to engage in. In addition, there can be shame and social taboos associated with sexual activity, particularly commercial sexual activity. Victims may be averse to acknowledging their participation in such activity and actively seek to conceal it.

Unfortunately, traffickers are well aware of the reticence and vulnerability of victims, and exploit it to help evade prosecution. Many traffickers have been known to cultivate relationships with victims in which the trafficker portrays himself or herself as the only person upon whom a victim can rely, and the “authorities” as a likely source of punishment. Often, victims of child sexual exploitation do not even consider themselves victims. When active concealment by victims combines with contact with authorities who may not be trained to recognize the signs of trafficking, significant underreporting of trafficking activity is likely.

What is the Scope of the CSEC Problem in Washington?

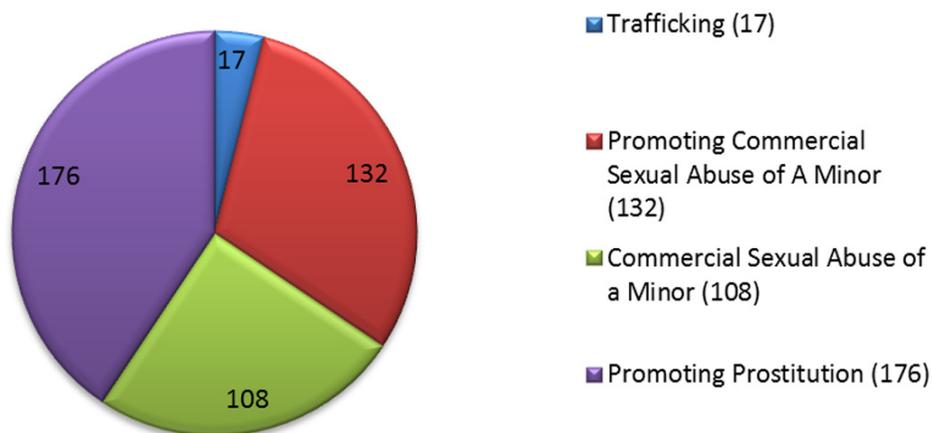
Washington studies and statistics

The most significant completed local study of the incidence of CSEC was conducted in 2008. Entitled “Who Pays the Price? Assessment of Youth Involvement in Prostitution in Seattle,” it was commissioned by the City of Seattle and conducted by Debra Boyer, Ph.D.³⁹ Based on “a review of 1,528 case files from six agencies,” the study identified “238 prostitution-involved youth in 2007” in Seattle and the surrounding urban area.⁴⁰ Based on this, it arrived at a “prevalence estimate” of “300-500 youth involved [annually] in prostitution in the Seattle/King County area.” Some of the individuals involved were very young; the study identified 22 individual youth between the ages of 12 and 14 involved in prostitution.⁴¹

Unfortunately, this is the only such study during this time frame in Washington, and it gives us no information about the scope of the problem outside King County. A significant new effort to develop additional statistics and data about CSEC throughout Washington is currently underway, led by the Washington State Center for Court Research. That effort is described in greater detail below.

Another source of information on the scope of CSEC in Washington comes from arrest and prosecution records. However, it is important to bear in mind that not all CSEC cases result in arrest or prosecution. For that reason, arrest and prosecution statistics alone cannot reveal the true extent of the CSEC problem, although they give at least a baseline sense of it, as well as its occurrence relative to other related crimes. A compilation of all trafficking and prostitution-related cases (both adult and child) filed throughout the State of Washington between 2008 and 2013 indicates that more than half involved a CSEC-related crime, namely Commercial Sexual Abuse of a Minor or Promoting Commercial Sexual Abuse of a Minor.

Washington Statewide Trafficking-Related Charges Filed 2008-2013



[Source: Washington State Patrol and Administrative Office of the Courts arrest and charging data; courtesy King County Prosecuting Attorney’s Office]

under-reported. Given the surreptitious and clandestine nature in which prostitution is conducted, it is impossible to arrive at an exact number of prostituted youth.”)

38. See The Village Voice, “Real Men Get Their Facts Straight: Ashton and Demi and Sex Trafficking,” June 29, 2011 (collecting criticism of the findings and methodology of the Estes and Weiner study). The Village Voice purported to provide an alternate methodology based on averaging juvenile prostitution arrests in the 37 largest U.S. cities, and came up with a far lower number (an average of 827 such arrests annually). This methodology, however, seems obviously flawed by not counting victims who are not arrested on prostitution charges, either because they do not encounter law enforcement or because law enforcement takes some action other than a juvenile prostitution arrest (e.g., implementing a protocol that treats trafficked minors as victims and not arresting them; arresting trafficked minors on charges other than prostitution). It is also inconsistent with the results of surveys such as the 2008 Boyer study in King County. It should be noted that at the time of the article’s publication, the Village Voice’s parent company, Village Voice Media, was the owner of Backpage.com, an Internet site commonly associated with “adult services” advertising and the center of a controversy over prostitution ads featuring minors. See, e.g., David Carr, “Fighting Over Online Sex Ads,” New York Times, October 30, 2011.

39. Debra Boyer, Ph.D., “Who Pays the Price?” (cited in note 37).

40. Id. at 5.

41. Id. at 26.



This indicates a total of 240 charges of Commercial Sexual Abuse of a Minor and Promoting Commercial Sexual Abuse of a Minor were filed between 2008 and 2013, in all Washington jurisdictions. Broadly speaking, this suggests a minimum average greater than 40 such incidents every year. However, when compared to the results of the Boyer study, which identified approximately 10 times as many likely annual victims in King County alone, the charging statistics would seem to underrepresent the problem.

The Internet reshapes the scope of the CSEC problem

Any adequate analysis of factors influencing the commercial sexual exploitation of children must acknowledge the significant role of the Internet. As numerous sources have noted, “digital technologies pervade the lives of young people today.”⁴² While there is presently “little evidence-based research specifically measuring the effect of technologies on risk or safety in relation to” child sex trafficking, research indicates that technology “can facilitate both negative and positive consequences” for children.⁴³

Unsurprisingly, several studies have found that “the Internet and other digital networked technologies are being used to facilitate the commercial sexual exploitation and sex trafficking of minors in the United States,” through “recruiting, grooming, and advertising victims” for such purposes.⁴⁴ Internet sites have facilitated a thriving online market for commercial sex. A recent study by the Arizona State University School of Social Work’s Office of Sex Trafficking Intervention Research estimated that in large American cities, on average, 5% of all males over the age of 18 were “soliciting” (i.e., searching and responding to) online sex ads.⁴⁵ By population, in this state’s larger cities, this potentially would represent thousands or tens of thousands of online customers. The study did not examine the prevalence of customers seeking minors, which presumably would represent a smaller fraction. Unfortunately, anecdotal evidence from the King County Prosecuting Attorney’s Office indicates that there is significant demand in the Puget Sound region for online sex ads that feature or appear to feature minors, with such ads regularly attracting many responses from would-be customers.⁴⁶

Technology is facilitating sex trafficking in other ways. The ubiquity of smartphones means that online ads for sex work can now be created and uploaded without a computer, making them harder to trace. Websites have proliferated where individuals engaged in prostitution can advertise. This includes more “mainstream” sites such as Backpage.com, and less well known sites devoted exclusively to “adult” activity. On some of these sites, individuals can discuss and review prostitution services. There are believed to be dozens of such sites currently operating that relate specifically to activities in Washington.⁴⁷ A similar site relating to California activities was recently shut down by the FBI after its operators were indicted on charges of prostitution-related racketeering and money laundering.⁴⁸

Washington previously was involved in a legal effort to impede the use of the Internet for trafficking minors. In 2012, this state passed a law (by unanimous vote of both houses of the Legislature) that attempted to punish any person who “knowingly publishes, disseminates, or displays, or causes directly or indirectly, to

42. IOM, “Confronting... Sex Trafficking of Minors in the United States,” at 106-07.

43. Id.

44. Id.

45. Dominique Roe-Sepowitz et al., “Invisible Offenders: A Study Estimating Online Sex Customers,” Arizona State University School of Social Work, Office of Sex Trafficking Intervention Research, August 2013. Seattle was not selected for study, but Portland was (with an estimate of 3.7%, slightly below the national average).

46. Source: King County Prosecuting Attorney’s Office (based on prior investigations).

47. Id.

48. San Francisco Examiner, “SF-based escort website MyRedbook seized by FBI, 2 arrested,” June 25, 2014.

be published, disseminated, or displayed, any advertisement for a commercial sex act, which is to take place in the state of Washington and that includes the depiction of a minor.”⁴⁹

Prior to implementation, the law was challenged in federal court by Backpage.com. Backpage.com, then the second largest online advertising service in the country, had been the host of numerous prostitution advertisements for individuals who in fact were juveniles. Backpage.com sought and received a federal court injunction blocking implementation of the law. It argued, and the court agreed, that Washington’s law was likely to fail for multiple reasons. These included that it was preempted by the terms of the federal Communications Decency Act; preempted by Congress’s intent to occupy the field of Internet regulation; and unconstitutionally vague and in violation of the First Amendment.⁵⁰ In response to the ruling, the Attorney General’s Office concluded that it would be futile to litigate the case further unless Congress were to amend the federal Communications Decency Act to make clear it did not intend to preempt state criminal regulation of this type of advertising.⁵¹ At the time of this report, Congress is considering several possible federal regulatory approaches, but it is still not clear whether they will be enacted or whether, if enacted, they will be found constitutional.

In contrast to this trend of Internet-based sexual exploitation, there is obvious potential to “use the Internet to fight the Internet”—in other words, to use online tools and forums to deter traffickers, warn children, and implement harm reduction strategies.⁵² The Committee intends to further evaluate this possibility. This may be a fruitful area to explore in conjunction with expanding outreach efforts alongside or through a state Internet portal (see below).

Anecdotal evidence from Washington

The stories and news reports recounted in the Introduction, above, also help reveal the seriousness of the CSEC problem in Washington. The story of “J.S.,” fortunately, had a relatively positive resolution, with J.S. being recovered, reunited with her family, and able to achieve the psychological recovery necessary to testify against her abuser. Unfortunately, other local children’s experiences have been far less positive. Some examples were provided by King County CSEC Task Force Chair Judge Barbara Mack. Another child victim of commercial sexual abuse, “R,” grew up in an environment in which she was abused by family members. After being abandoned by her addicted mother, R was placed in foster care. There, she was abused yet again. Unsurprisingly given this history, R developed a habit of running away from every one of her placements. She received a number of mental health diagnoses including PTSD, as well as being a polysubstance abuser and addict. This combination of factors led to her being commercially sexually exploited by several pimps. Despite repeated efforts by social workers and the courts to get R to pursue treatment in the community, she never chose to engage.⁵³

Judge Mack has further observed, and has relayed to the King County CSEC Task Force, that R’s substance abuse problems are sadly common among commercially sexually exploited children. The use of marijuana and alcohol are extremely common among CSEC victims. Many girls who are trafficked are addicted to heroin

49. “Commercial Sex Abuse of a Minor – Advertising,” Chapter 138, Laws of 2012 (Engrossed Substitute Senate Bill 6251).

50. Backpage.com, LLC, et al. v. McKenna, et al., No. CV12-0954-RSM, U.S. District Court, W.D. Wash., Dkt #69 (July 27, 2012 Order Granting Plaintiffs’ Motions for Preliminary Injunction).

51. December 17, 2012, “State Attorney General’s Office resolves Backpage lawsuit; McKenna and Attorneys General Koster and Zoeller call on Congress to take action to protect kids from being advertised for sex,” <http://www.atg.wa.gov/pressrelease.aspx?id=30787>; see also Abigail Kuzma, “A Letter to Congress: The Communications Decency Act Promotes Human Trafficking,” 34 Children’s Legal Rights Journal 23 (2013) (arguing that the CDA, “while [originally] intended to facilitate the development of Internet Service Providers... has had the unfortunate side effect of rendering law enforcement ineffective at identifying and interdicting ads and solicitations for illicit sex,” and outlining proposals for legislative correction).

52. IOM, “Confronting... Sex Trafficking of Minors in the United States,” at 107.

53. Source: King County CSEC Task Force and Judge Barbara Mack

or methamphetamine—sometimes after pimps intentionally hook them on these drugs. Some are drugged with methamphetamine and sold before they know what’s happening, or what they’ve “agreed” to do, and some are forcefully injected with heroin to get them to work.⁵⁴

The King County task force regularly observes cases in which tumultuous relationships with one or more parents lead minors to run away from home. This often leads them to engage in survival sex to survive. Risk factors appear to include not only the drug use discussed above, but also a minor’s having friends engaged in prostitution.⁵⁵

Improving Washington Data

Despite all of the difficulties described above in collecting data on CSEC, improvements in data collection have been described as a “worthy and attainable goal.”⁵⁶ The authoritative Institute of Medicine report suggests that “national-level counting efforts may not be the best strategy to advance work on commercial sexual exploitation and sex trafficking of minors in the United States,” suggesting instead the “alternative strategy” of “shift[ing] focus and resources” towards “more targeted counting” including “regional” estimates.⁵⁷ This means that improved data collection in Washington is exactly the type of effort that is being recommended by the leading authorities nationally. In keeping with this, all of the local entities involved in anti-CSEC work agree that benefits will be obtained through better data.

The Washington State Center for Court Research (“WSCCR”), in cooperation with the Center for Children and Youth Justice, is currently engaged in a project to assess and improve CSEC data collection.⁵⁸ The WSCCR has determined that as of 2013, no Washington-based task forces “had developed their own standards of what should be counted as CSEC and how data should be collected and shared.”⁵⁹

In a presentation made in May 2014 to the Statewide CSEC Coordinating Committee, WSCCR staff outlined current statewide data collection efforts and proposed possible future data collection practices. It was noted that while a few offices collected information on CSEC (most commonly an internal list of youth), there are no coordinated statewide data collection efforts either within or across agencies in any of the CSEC taskforces. Various data collection efforts, including modifying current administrative databases or developing a standalone system, were proposed and their feasibility will be reviewed by the Coordinating Committee.

WSCCR staff also partnered with social anthropologist Dr. Debra Boyer, author of the 2008 Seattle/ King County study, to design a CSEC identification tool to be used by service providers during case file reviews. Members from all six local task forces (described further below) were trained on the CSEC identification tool, following which the tool was part of a pilot program for three months in five of the taskforce sites. Results from this pilot program are forthcoming.

Because of the growing awareness of CSEC issues, and the importance of relevant data collection, various agencies have begun exploring ways to collect data on the CSEC they serve. While this is an extremely positive development, it is imperative that data collection efforts are coordinated at the state level. If each agency (or worse, each specific office) determines how to define and collect data individually,

54. Source: King County CSEC Task Force and Judge Barbara Mack

55. Id.

56. IOM, “Confronting... Sex Trafficking of Minors in the United States,” at 41-42.

57. Id. at 71-72; see also HHS Administration for Children and Families, Human Trafficking Briefing Series, “Emerging Practices Within Child Welfare Responses,” May 2013, at 2 (describing efforts by the Connecticut Department of Children and Families to create a CSEC case tracking system).

58. Washington State Center for Court Research, “CSEC Task Force Members Current and Future Data Collection Practices,” Dr. Sarah Veele, February 28, 2014, at 2.

59. Id.

it will be impossible to make cross-agency comparisons or to aggregate data into a statewide estimate. Collaborating statewide to determine how CSEC is defined and how data is collected is necessary for understanding the extent of the issue and tracking the success of initiatives as they are implemented.

Importantly, if the effort to promote better data collection is to succeed, financial support must be made available for data collection. This is particularly important for social service agencies and organizations, most of which operate in a chronically underfunded and understaffed environment. In most cases, allocating resources to data collection would mean removing resources from direct victim services. After discussing the issue, multiple members of this committee involved in social services efforts indicated that they understand the importance of data collection and would be happy to facilitate it, but need financial support to do so.

Meanwhile, other members of our community are recognizing the importance of suitable data collection in solving the CSEC problem. A Seattle Times editorial on May 29, 2014, advocated enhancing data collection regarding sexually exploited youth. The editorial called data collection “a powerful tool to protect innocent children from getting trapped in the commercial sex trade.”⁶⁰

THE DEMOGRAPHICS OF CHILD SEXUAL EXPLOITATION AND SPECIAL ISSUES WITH PARTICULAR COMMUNITIES

In considering how to combat commercial sexual exploitation, it is important to be aware of demographic risk factors for being victimized. These include youth, gender, race, sexual orientation, homelessness, and immigrant status, which are discussed individually below. (This is not intended as an exhaustive list of demographic risk factors, however.)

Exploitation of Children

Children are considered a population at “particular risk” for sex trafficking, for several reasons.⁶¹ Children are vulnerable based upon their material and psychological limitations relative those who wish to exploit them. Children may have limited or no experience providing for their own food, shelter, and legitimate income. They often lack adult-level sophistication in interpersonal and sexual relationships. Accordingly, children not only are vulnerable to exploitation by adults, they are specifically targeted by adults who seek to exploit these differences.

For these reasons, “[c]hild victims’ understandings of their experiences and the age differences between trafficker and trafficked can contribute to complex, paternalistic relationships between minor victims and the people that exploit them. These relationships can be problematic in victims’ abilities to distance themselves from their traffickers, seek safety, and end the abuses they experience.”⁶² “[T]rafficked minors may also receive inconsistent, paternalistic, or detrimental treatment by adults outside of those who exploit them (e.g. by family members and friends, service providers, school officials, etc.). In some cases, victims face blame for their abuses or labels of promiscuity, and their experiences are not discussed in the appropriate context of abuse and exploitation.”⁶³

60. Editorial, “Count sexually exploited youths in Washington,” Seattle Times, May 29, 2014.

61. ACYF Guidance (cited in note 23), at 1 (citing Clawson, H.J., Dutch, M., Solomon, A., & Goldblatt, Grace L., “Human Trafficking Into and Within the United States,” U.S. Department of Health and Human Services (2009)); see also Washington State Task Force against the Trafficking of Persons, Report to the Legislature, July 2008, Office of Crime Victims Advocacy/Community, Trade and Economic Development, available at: <http://www.commerce.wa.gov/Documents/OCVA-HT-2008-HT-Report.pdf> (June 2014), at 4; Klain et al., “Meeting the Legal Needs of Child Trafficking Victims: An Introduction for Children’s Attorneys & Advocates,” American Bar Association, 2009, at 12.

62. “Wisconsin Human Trafficking Protocol & Resource Manual” (cited in note 31), at 31.

63. Id.

Exploitation of Girls

“[C]ommercial sexual exploitation and sex trafficking often are described as gender-based crimes, inextricably linked to the larger issues of violence against women and girls.”⁶⁴ The United Nations’ International Labor Organization recently completed a report that attempted to identify the size and characteristics of the forced labor economy worldwide. “Gender is another important factor that determines the likelihood of being in forced labour, especially in relation to specific economic activities. According to the ILO’s Global Estimate, about 55 per cent of all victims are women and girls. In forced sexual exploitation and in domestic work, the vast majority of victims are women and girls.”⁶⁵

Exploitation of Boys

The fact that a significant majority of commercial sexual exploitation victims are women and girls should not lead to the conclusion that there is no exploitation problem involving boys. The Institute of Medicine’s report states that “[a] challenge cutting across the literature on individual-level risk factors for commercial sexual exploitation and sex trafficking of minors is the notable scant attention to male victims.”⁶⁶ The report notes a current “lack of peer-reviewed evidence focused on the causes of commercial sexual exploitation and sex trafficking of minors and consequences for victims, particularly boys.”⁶⁷ Exploitation of boys may be especially under-reported due to gender and sexual orientation stereotypes. Dr. Debra Boyer’s 2008 Seattle/King County study identified 166 prostitution-involved youth for whom specific demographic data was available (out of a study population of 238); of these 166, fourteen percent, or 24, were male.⁶⁸ This demographic should be addressed both in the Committee’s work, and as part of the larger effort to combat human trafficking.

Youth of Color

Youth of color appear to be “disproportionately affected” by commercial sexual exploitation.⁶⁹ This may be linked to the “structural inequities” faced by many youth of color including “poverty [and] constricted educational opportunities.”⁷⁰ Moreover, criminology research suggests that adolescents of color experience above-average distrust of the legal system and may believe that members of their racial or ethnic group will not receive fair treatment.⁷¹ This may lead to further underreporting of the problem. Overall, the experience of youth of color with commercial sexual exploitation has not yet received adequate analysis and “warrant[s] further examination.”⁷²

LGBTQ Youth

LGBTQ youth may be disproportionately at risk for being commercially sexually exploited.⁷³ LGBTQ youth more frequently experience emotional and physical abuse at home and in school. This is associated with feelings of isolation and alienation which may cause such youth to more frequently run away from home. Homelessness is disproportionately higher among LGBTQ youth, and one study

64. IOM, “Confronting... Sex Trafficking of Minors in the United States,” at 25.

65. ILO Report, at 46.

66. IOM, “Confronting... Sex Trafficking of Minors in the United States,” at 92.

67. *Id.* at 123.

68. Boyer, “Who Pays the Price?,” at 15.

69. IOM, “Confronting... Sex Trafficking of Minors in the United States,” at 105.

70. *Id.*

71. *Id.* at 206.

72. *Id.* at 105.

73. See, e.g., Burwick et al., “Identifying and Serving LGBTQ Youth: Case Studies of Runaway and Homeless Youth Program Grantees,” Mathematica Policy Research Final Report (2014), at 1, 16.

suggested that commercially sexually exploited homeless youth are five times more likely to identify as LGBTQ.⁷⁴ The 2008 Boyer study did not specifically analyze youth in this category but did identify at least three transgender youth involved in commercial sexual exploitation.⁷⁵ Research indicates that LGBTQ youth “may encounter barriers to accessing services or resources” that would assist them.⁷⁶

Research in this area is inadequate but hopefully will improve soon. The U.S. Department of Justice’s Office of Juvenile Justice and Delinquency Prevention is planning to fund a study by the Urban Institute to assess the “characteristics and needs of... the lesbian, gay, bisexual, transgender, and questioning population... involved in the commercial sex market” and “assess how lesbian, gay, bisexual, transgender, and questioning youth enter the criminal justice system, what services are available after detention, and what percentage of youth return to the streets after serving their sentence.”⁷⁷

Homeless Youth

The best available statistics appear to indicate that homeless youth are at a higher risk of engaging in commercial sexual activity, in particular “survival sex” in exchange for food or shelter. Because previous research did not disaggregate minors under 18, however (instead grouping them together with youth up to age 21), more research is needed for reliable estimates regarding the homeless minor population.⁷⁸

Immigrant Youth

Some research projects have focused on commercial sexual exploitation committed against children who are citizens or lawful permanent residents of the United States.⁷⁹ There is reason for concern that these may miss crimes committed against a vulnerable population, namely, undocumented United States residents. Undocumented status may make children more vulnerable to sexual exploitation in a variety of ways. These may include being less visible to authorities, less willing to contact authorities for fear of deportation, and susceptible to threats of deportation as a method of coercion by traffickers.⁸⁰

THE IMPORTANCE OF TRAINING ON CSEC RECOGNITION AND ASSISTANCE; WARNING SIGNS OF SEXUAL EXPLOITATION

The risk of minors being exploited through trafficking will increase if family members, law enforcement officials, social welfare workers, teachers, health care workers, and others who are not familiar with the sex trafficking industry miss signs of a child’s involvement in trafficking. Children may encounter persons who could help most often in contexts not directly indicative of trafficking, such as other criminal conduct or truancy by the child, or medical treatment. As described above, however, CSEC victims often hide their victim status because of shame, because they have developed misplaced affection for their abusers, or because they have been frightened by their abusers into concealing their situation from authorities.

74. IOM, “Confronting... Sex Trafficking of Minors in the United States,” at 88-89 (citing Yates); see also Burwick et al., at 16-17.

75. Boyer, “Who Pays the Price?,” at 15.

76. Burwick et al., at 16-17.

77. Federal Strategic Action Plan at 20.

78. IOM, “Confronting... Sex Trafficking of Minors in the United States,” at 43-44; see also Burwick et al., at 16-17.

79. IOM, “Confronting... Sex Trafficking of Minors in the United States,” at 23.

80. Id. at 149.

For those reasons, it is tremendously important to train individuals who may come into contact with CSEC victims. The Washington State Model Protocol for Commercially Sexually Exploited Children (described in further detail below) sets forth specific criteria and goals for this training. It recommends that groups including medical personnel, “local law enforcement, community based advocates, agencies serving youth, child protective services, [and] prosecutors” have training in recognizing and responding to CSEC victims. For many such groups, the Model Protocol recommends basic training for all members, with more advanced training for certain members who will be tasked with responding to CSEC cases.⁸¹ The State of Washington could consider additional training opportunities or requirements beyond those set forth in the Model Protocol.⁸²

As compiled by Washington’s Office of Crime Victims Advocacy, signs that children and youth may be victims of commercial sexual exploitation may include:

- Visible signs of abuse such as unexplained bruises, black eyes, cuts or marks.
- Behaviors including fear, anxiety, depression, submission, tension and/or nervousness.
- Behaviors such as “hyper-vigilance.”
- Sexually exploited children/youth often express interest in or are in relationships with older men or adults.
- Evidence of controlling or dominating relationships.
- Unexplained shopping trips or possession of expensive clothing, jewelry, or a cell phone.
- Expensive manicures with no explanation of how the youth afforded the service.
- Secrecy about whereabouts.
- Indicators that child/youth is lying about their age or name.
- Frequent or multiple sexually transmitted diseases (STDs) or pregnancies.
- Family dysfunction (violence, substance abuse).⁸³

It may help protect children at risk if these risk factors are better publicized. This could be accomplished through expanded outreach efforts, such as through a dedicated Washington state anti-trafficking Web portal.

HARMS AND CONSEQUENCES FOR VICTIMS

A discussion of the consequences and harms suffered by victims of child sexual exploitation could fill a substantial report on its own. As such, it is only briefly summarized here. There is widespread agreement that victims of child sexual exploitation suffer (or likely suffer) a variety of serious physical, psychological, and social harms.⁸⁴ This problem is probably under-studied, owing to the fact that “the few domestic studies of the impact of commercial sexual exploitation and sex trafficking of minors focus primarily on psychological trauma.”⁸⁵

The psychological impacts are likely to include increased risks of depression, suicide, and post-traumatic stress disorder.⁸⁶ Adolescent victims of commercial sexual exploitation “experience more emotional and mental health problems” which “persist into adulthood.” Victims “show extremely high rates of fear and

81. Washington State Model Protocol for Commercially Sexually Exploited Children (cited in note 9), at Appendix 3 (“Roles and Responsibilities of Key Responders”); Appendix 4 (“Training Curricula for Key Responders.”).

82. See, e.g., HHS Administration for Children and Families, Human Trafficking Briefing Series, “Emerging Practices Within Child Welfare Responses,” May 2013, at 1 (“The Connecticut Department of Children and Families trains foster care parents and caseworkers in care facilities and other therapeutic settings on warning signs of trafficking, its dangers and risks, and ways to facilitate engagement with youth.”).

83. See Office of Crime Victims Advocacy, Washington State Department of Commerce, “What Is Human Trafficking?” “Commercial Sexual Exploitation of Children” (cited in note 16).

84. See, e.g., Michigan “2013 Report on Human Trafficking” (cited in note 30), at 16.

85. IOM, “Confronting... Sex Trafficking of Minors in the United States,” at 116.

86. Id. at 118-19.

anxiety; altered relationships with others, including the inability to trust others; and self-destructive behaviors[.]”⁸⁷ Physical consequences likely include an increased incidence of HIV and other sexually transmitted diseases, injuries due to physical abuse, and a variety of other medical ailments.⁸⁸ All these adverse consequences have negative ramifications for victims’ ability to achieve future educational success, maintain legitimate employment, and form stable and positive interpersonal relationships.⁸⁹

Moreover, lengthier periods of exploitation enhance these harms. “Research suggests that the longer young people are commercially sexually exploited, the more intractable the patterns of behavior that contributed to their vulnerability to exploitation become, making it difficult for them to find a way out.”⁹⁰

This extensive and serious collection of problems suffered by victims highlights the great need for prevention, intervention, and victim services work in combating the commercial sexual exploitation of children.

THE IMPORTANCE OF VICTIM SERVICES

Numerous sources agree that it is important to provide services for victims of sex trafficking. This is especially true for child victims. Trafficking victims “have a broad range of needs including safety, health, and housing needs and a need for legal services, witness protection, and interpreters.”⁹¹ The State of California’s report found that “[t]he provision of legal services for trafficking survivors has not kept up with the demand for assistance.”⁹² Legal services for trafficking victims can be important. Not all authorities may be predisposed to view a child trafficking victim as a victim, and a child may not view himself or herself as a victim. Neither may be fully aware of the legal remedies available to a CSEC victim. For these reasons, the assistance of informed counsel may make a substantial difference in a victim’s circumstances and outcome.⁹³

Although there is no question that services are vital, there does not appear to be a consensus on what constellation of services is best. Various approaches have been identified as possibly helpful and worthy of further study. Due to “the nature of abuse and violence experienced by victims of commercial sexual exploitation and sex trafficking,” including “exposure to repeated physical, sexual, and in some cases psychological abuse or witnessing violence,” a number of agencies describe “trauma-informed care, trauma-specific treatment, and trauma-focused services” as central to their approach to treating victims of sex trafficking.⁹⁴ Victims may benefit from long-term case management, and survivor-led and survivor-informed models of care.⁹⁵

To cite a specific example, one study conducted in San Francisco evaluated an intervention program called “LIFESKILLS” for “victims/survivors of and individuals at risk of commercial sexual exploitation and sex trafficking (under age 18).” It found that “participation in the program reduced contact with the criminal justice system,” and that “participants reported increased self-efficacy, increased educational aspirations, and a more positive attitude to employment from baseline to follow-up interviews.”⁹⁶ Interestingly, however, “the program was found to have no significant effect on other outcomes of interest, including substance abuse, commitment to

87. IOM, “Confronting... Sex Trafficking of Minors in the United States,” at 118-19.

88. *Id.* at 116-17; see also Burwick et al., at 16-18.

89. IOM, “Confronting... Sex Trafficking of Minors in the United States,” at 120-21.

90. *Id.* at 121.

91. “The State of Human Trafficking in California,” California Department of Justice, 2012, at 83.

92. *Id.* at 10, 78-79.

93. See Klain et al., “Meeting the Legal Needs of Child Trafficking Victims” (cited in note 61), at 3, 7.

94. IOM, “Confronting... Sex Trafficking of Minors in the United States,” at 255.

95. *Id.* at 257-59.

96. *Id.* at 253-54 (citing Cohen et al., 2010, funded by the National Institute of Justice).

97. IOM, “Confronting... Sex Trafficking of Minors in the United States,” at 253-54.

98. *Id.* at 236-37.

99. See, e.g., HHS Administration for Children and Families, Human Trafficking Briefing Series, “Emerging Practices Within Child Welfare Responses,” May 2013, at 1.

100. Federal Strategic Action Plan, Core Values, at 9.

101. One possible exception is the legal treatment of CSEC victims. Some members of the Committee advocate further legal reforms targeted to protect such individuals. These could include the decriminalization of commercial sexual conduct by trafficked minors, and/or expanding opportunities for trafficked minors to obtain diversions from criminal prosecution. See, e.g., Polaris Project, “Overview of State Legislative Policy to Address the Commercial Sexual Exploitation of Children – State ‘Safe Harbor’ Laws” (describing the “basic objectives” of this initiative as being to “remove minor victims of commercial sexual exploitation from the jurisdiction of the criminal justice and juvenile delinquency systems,” and to “protect these children and provide them with specialized services, in recognition of their status as victims of crime and of the unique trauma that child victims of sex trafficking endure”); available at: http://www.polarisproject.org/storage/documents/policy_documents/model%20laws/model%20safe%20harbor%20law%20overview%20final-1.pdf

102. Mann Act of 1910, 36 Stat. 825, codified at 18 USC 2421 et seq.

school, and social support for participants.” Reviewing the study, the IOM noted it was limited by a very small sample size and other research difficulties, including attrition of the study population and a parental consent requirement. The IOM concluded that this shows “the challenges of conducting research on the problems of commercial sexual exploitation and sex trafficking of minors,” and that it would be helpful to conduct additional studies to provide “a critically reviewed evidence base for practice.”⁹⁷

Child welfare services that are not specifically designed for the possibility of encountering CSEC cases may not be adequate for CSEC victims. For example, “while one of the primary roles of child welfare is to prevent the abuse, neglect, and exploitation of children, this role traditionally has not been applied to extrafamilial victimization.”⁹⁸ Nevertheless, child welfare systems can and do adopt practices for identifying and appropriately supporting CSEC victims. The State of Connecticut, for instance, provides specialized CSEC services in its child welfare system, and defines “abuse” to include third-party abuse of the CSEC variety.⁹⁹

The longer-term needs of CSEC victims should also be evaluated. The Federal Strategic Action Plan for Trafficking states that “[s]ervices for long-term needs, in addition to services that address immediate and emergency needs, are critical. Survivors should be provided with tools and opportunities for financial stability that will support their long-term independence.”¹⁰⁰

LEGAL EFFORTS TO ADDRESS CHILD SEX TRAFFICKING: A BRIEF HISTORY

The CSEC committee generally agrees that Washington’s efforts to pass anti-trafficking and anti-CSEC legislation have been largely successful, and that most of the criminal laws that would be helpful in this area have been put in place.¹⁰¹ Nevertheless, it is useful to briefly review the history of federal and state anti-trafficking laws in order to understand the progress that has taken place.

Federal Anti-Trafficking Laws

There is a long history of legal efforts to address the commercial sexual exploitation of children in the United States. The federal Mann Act of 1910 criminalized the “interstate transportation of any woman or girl for the purpose of prostitution or debauchery, or any other immoral purpose.”¹⁰² The federal focus on interstate transportation was due to the fact that prostitution was traditionally viewed as a state or local crime, whereas interstate trafficking fell within Congress’s power to regulate under the Commerce Clause.¹⁰³ In 1994, international sex tourism was criminalized under federal law.¹⁰⁴ In 2000, Congress enacted the Trafficking Victims Protection Act of 2000.¹⁰⁵ This focused initially on international trafficking victims but was amended in 2005 to increase its focus on domestic trafficking victims.

While federal law supports the provision of services to victims of trafficking, it does not do so by prescribing a particular response protocol or practice. Rather, it funds a variety of grants that in turn fund state and local-level services for victims of trafficking.¹⁰⁶

Washington Legislation:
Human Trafficking and the Commercial Sexual Exploitation of Children

The State of Washington has been a leader in addressing the crimes of human trafficking and commercial sexual exploitation of children at the state legislative level. In 2003, Washington became the first state to enact state-level human trafficking criminal legislation.¹⁰⁷ RCW 9A.40.100 criminalized trafficking for purposes of forced labor, involuntary servitude, or commercial sex acts, using force, fraud or coercion.¹⁰⁸ In 2007, Washington passed several laws targeting the commercial sexual abuse of minors:

- RCW 9.68A.100 made the buying of a minor for a commercial sex act a class A felony;
- RCW 9.68A.101 directed at traffickers and pimps; made the knowing advancement of the commercial sexual abuse of a minor, or profiting from a minor engaged in sexual conduct, a class A felony;
- RCW 9.68A.102 criminalized the promotion of travel for the purpose of commercial sexual abuse of a minor;
- RCW 9.68A.103 criminalized a person’s knowingly permitting the commercial sexual abuse of a minor on premises that person controls; and
- RCW 9.68A.105 provided for the assessment of additional fees and vehicle impoundments for several of the above violations.¹⁰⁹

Other states have followed Washington’s lead in enacting such legislation, but thanks to Washington’s continuing efforts to improve, it remains at the top in this area. The Polaris Project, a leading national nonprofit organization dedicated to fighting human trafficking, regularly ranks the states according to their legislative efforts to combat trafficking. In 2013, Washington was ranked “Most Outstanding,” alongside New Jersey, in the Polaris Project’s State Ratings on Human Trafficking Laws.¹¹⁰ This is based on Washington’s achievements in ten areas, including legislation pertaining to the commercial sexual exploitation of children.¹¹¹

Washington’s 2007 statutory enhancements enabled much longer prison sentences to be imposed on defendants convicted of the Commercial Sexual Abuse of a Minor and similar crimes. These enhancements are viewed by prosecutors as extremely valuable tools, allowing persons who seek out and exploit vulnerable minors to be safely confined for appropriately lengthy periods of time. Nevertheless, because of the lack of adequate data on CSEC, there is not yet statistical evidence regarding whether these sentences have resulted in any reduction in these crimes.

103. IOM, “Confronting... Sex Trafficking of Minors in the United States,” at 148.

104. Id. at 144 (citing the Violent Crime Control and Law Enforcement Act of 1994, 108 Stat. 1796).

105. Id. at 145 (citing the Trafficking Victims Protection Act of 2000, 114 Stat. 1464, 22 USC 7101 et seq.).

106. Id. at 150.

107. Washington Engage, “Washington State Legislation to Combat Human Trafficking as of 2011”; IOM, “Confronting... Sex Trafficking of Minors in the United States,” at 145.

108. Id. Enhancements to RCW 9A.40.100 were passed in 2011.

109. Id.

110. Polaris Project, “2013 State Ratings on Human Trafficking Laws,” www.polarisproject.org/2013stateratings

111. The areas tracked by the Polaris Project are as follows: 1) Statutory criminalization of sex trafficking; 2) Statutory criminalization of labor trafficking; 3) Asset forfeiture for human trafficking; 4) Investigative tools for law enforcement in human trafficking investigations, and a human trafficking commission or task force; 5) Creation and posting of a human trafficking hotline; 6) Safe harbor provisions to protect sexually exploited minors; 7) A lower burden of proof for sex trafficking of minors; 8) Victim assistance for victims of human trafficking; 9) Access to civil damages for victims of human trafficking; and 10) Vacating certain convictions for sex trafficking victims.

PREVIOUS STATE OF WASHINGTON ANTI-TRAFFICKING REPORTS AND RELATED EFFORTS

The State of Washington has sponsored several previous workgroups and reports on human trafficking generally, although none focused solely on the commercial sexual exploitation of children. In 2002, the Department of Community, Trade and Economic Development and Office of Crime Victims Advocacy (“OCVA”) released a “Washington State Task Force Report on Trafficking in Persons.”¹¹² Among its recommendations was the enactment of state anti-trafficking legislation, which led to Washington’s first-in-the-nation state criminal statute. Regarding CSEC, the report recommended that the state “[s]tudy the child buying statute (RCW 9A.64.030) and propose a seriousness level ranking for this crime that will consider trafficking of children.” It also recommended an “increase [in] public awareness, education, and training, particularly among first responders, to aid in the identification of trafficked persons.”¹¹³

In 2004, the OCVA released an updated task force report on human trafficking.¹¹⁴ The report found that since the 2002 release of the Washington State Task Force Report on the Trafficking of Persons “there has been significant progress in the raising of public awareness and the training of some service providers and some law enforcement personnel,” along with “policy and legislative work.” However, it also found that “[u]nfortunately, few federal and no state funds have been allocated for any of this specific work. Service providers once again find themselves with a labor-intensive need and no funding to support it. They clearly have an obligation to serve victims of trafficking appropriately and, at minimum, adequately with no financial support to do so. Once again, they are asked to do more with less.”¹¹⁵ The report addressed CSEC in the context of child sex tourism and the then-newly enacted federal PROTECT Act of 2003 “which aims to combat the international child-sex trade.”¹¹⁶

In 2005, the Washington State Work Group on Human Trafficking, led by the Department of Community, Trade, and Economic Development and the OCVA, released another human trafficking report. Regarding child sexual exploitation, this work group concluded that child victims of trafficking posed complicated and significant issues (“Minors Have Special Needs”) and might represent one third to one half of trafficking victims. The report recommended that systems be put in place or enhanced that would benefit child victims of trafficking. It noted that the Children’s Administration (“CA”) within the Department of Social and Health Services (“DSHS”) had a significant role to play in these areas due to its statutory authority to assist minors with no other caregiver present.¹¹⁷

The next report to the Legislature by the OCVA and the Washington State Task Force against the Trafficking of Persons was in 2008.¹¹⁸ Again, this report focused on human trafficking generally, rather than the commercial sexual exploitation of children. The report did make several recommendations that likely would be helpful to CSEC youth as well as other human trafficking victims, including: educating the public about human trafficking and its dangers; providing “comprehensive direct services to victims of human trafficking”; and expanding “existing transitional housing units to include individuals, families and unaccompanied minor victims of human trafficking.”¹¹⁹

112. State of Washington, Department of Community, Trade, and Economic Development, Office of Crime Victims Advocacy, “Washington State Task Force Report On Trafficking in Persons,” November 2002, available at <http://www.commerce.wa.gov/Documents/OCVA-HT-2002-HT-Report.pdf> (June 2014).

113. *Id.* at 13.

114. State of Washington, Department of Community, Trade, and Economic Development, Office of Crime Victims Advocacy, “Human Trafficking: Present Day Slavery, The Report of the Washington State Task Force Against Trafficking of Persons,” June 2004.

115. *Id.* at 17.

116. *Id.* at 58.

117. State of Washington, Department of Community, Trade, and Economic Development, Office of Crime Victims Advocacy, “The Report of the Washington State Work Group on Human Trafficking,” December 2005, at 20-21.

118. Washington State Task Force against the Trafficking of Persons, Report to the Legislature, July 2008, Office of Crime Victims Advocacy/Community, Trade and Economic Development, available at: <http://www.commerce.wa.gov/Documents/OCVA-HT-2008-HT-Report.pdf> (June 2014).

119. *Id.* at 7-15.

The Office of Crime Victims Advocacy at the Department of Commerce continues its work to address trafficking and support victims and survivors. Services are available to victims of commercial sexual exploitation through Crime Victim Service Centers and Community Sexual Assault Programs, including access to a victim advocate 24 hours per day and seven days per week. In addition, as discussed above, the Department of Commerce/ OCVA are in charge of the Statewide Coordinating Committee on Sex Trafficking and will deliver a report to the Legislature in December 2014 to address sex trafficking.

In 2008, led by then-Attorney General Rob McKenna, the Office of the Attorney General began an anti-human trafficking campaign that continues to this day. Attorney General McKenna convened the AGO Human Trafficking Roundtable in 2008 to bring together legislators, law enforcement and social services leaders to discuss the issue. He made the fight against human trafficking a top community safety priority, and the Attorney General's Office began working to help to raise awareness of the problem across Washington State. This led to subsequent summit meetings on human trafficking and the sexual exploitation of minors, while the AGO contributed research in support of state anti-trafficking legislation. In January 2011, the AGO hosted an "Anti-Trafficking Engagement Day." Later in 2011, while serving as President of the National Association of Attorneys General, AG McKenna launched his presidential initiative, "Pillars of Hope: Attorneys General Unite Against Human Trafficking." The Pillars of Hope Initiative, which focused on holding traffickers accountable, helping victims, and reducing demand, brought national leadership to the fight against human trafficking. Since 2013, under Attorney General Bob Ferguson, the AGO has continued this effort on multiple fronts. These include chairing the NAAG Human Trafficking Committee, chairing this CSEC committee, serving on the Department of Commerce/ Office of Crime Victims Advocacy's anti-trafficking task force, and filing a brief in the Washington Supreme Court in support of the lawsuit brought by trafficking victims against Backpage.com.

ENHANCING PUBLIC AWARENESS

Evidence suggests that efforts to increase public, law enforcement, and social services awareness of child sexual exploitation and human trafficking issues helps lead to increased identification and intervention in exploitation cases. For example, the Federal Strategic Action Plan on Trafficking recently concluded that "[p]ublic awareness and an understanding of human trafficking at federal, state, territorial, tribal, and local levels are needed to improve victim identification and access to services."¹²⁰ The Institute of Medicine's report notes the substantial public awareness efforts that have been conducted by the NGOs Shared Hope International, the Polaris Project, and ECPAT-USA.¹²¹ In related efforts, the operation of local hotlines may "assist victims of human trafficking; provide referrals; and, to the extent possible, connect individuals with support services in their communities."¹²² Several previous Washington trafficking reports have recommended enhancing public awareness through publicity campaigns.

During 2013, King County put this into effect by launching a "Help Stop Human Trafficking" campaign that placed anti-trafficking advertisements on 200 King

120. Federal Strategic Action Plan (cited in note 21), "Core Values," at 9.

121. IOM, "Confronting... Sex Trafficking of Minors in the United States," at 247-48.

122. *Id.* at 249-51. The overall effectiveness of hotlines has not been determined, however. *Id.*

County Metro buses. This was “based on similar campaigns in Los Angeles County and Boston.” King County reports that its campaign led to “an increase in call volume to the National Human Trafficking Hotline,” of which “at least 17... calls were crisis calls identifying potential human trafficking situations.”¹²³

The experience of other states also indicates that increased public awareness of trafficking leads to increased reporting. For example, in 2011, the Attorney General of New Mexico coordinated a statewide public information campaign to raise awareness and educate the public on human trafficking. The campaign utilized a variety of media including billboards, radio and television advertisements, bus advertisements, newspaper articles, and Internet publications. Following the campaign, 24 new human trafficking investigations were opened.¹²⁴

WHAT GOVERNMENT AND NON-GOVERNMENT GROUPS ARE WORKING ON CSEC ISSUES, AND WHAT IS BEING DONE?

The following sections describe a number of the government and non-government organizations that are participating in the CSEC committee and/or conducting significant work against child sexual exploitation in Washington.

Non-government groups

The Washington Anti-Trafficking Response Network (“WARN”) is a coalition of non-governmental organizations and community-based providers in Seattle, Yakima, and Spokane.¹²⁵ WARN provides direct services to victims of human trafficking in Washington state. WARN conducts community outreach and training, and collaborates with local and federal law enforcement agencies through the WashACT (Washington Advisory Committee on Trafficking) task force.¹²⁶ WARN “provides linguistically and culturally appropriate services” to victims, “taking a client-driven, trauma-informed approach.” It provides clients with access to services including: intensive case management; safe housing, food, and clothing; immigration and legal assistance; interpretation services; criminal justice system/victim rights advocacy; physical and mental health treatment; and education and job readiness training. WARN states that “[t]hrough the collaborative efforts of WARN and its partner agencies, over 50 cases of human trafficking have been prosecuted in Western Washington since 2004, and over 150 human trafficking survivors have received services.” WARN’s activities are funded by grants from the U.S. Department of Health and Human Services and the U.S. Department of Justice Office for Victims of Crime, Office of Justice Programs.

The Center for Children & Youth Justice (CCYJ) was founded in 2006 by then Washington State Supreme Court Justice Bobbe J. Bridge. CCYJ’s mission is to advance justice for and enhance the lives of children and youth through juvenile justice, child welfare, and related systems reform. In partnership with youth, parents, advocates, service providers, and policymakers, CCYJ leads and manages research-based, data-driven, multi-system collaborations to adopt and sustain evidence-based and outcome-driven system reform – reform that improves the lives of young people in our child welfare and juvenile justice systems. CCYJ leads

123. “The Role of Human Trafficking Awareness Campaigns” (information sheet), Metropolitan King County Council, Regional Policy Committee, Staff Report Briefing No. 2014-B0033, April 9, 2014.

124. Michigan Commission on Human Trafficking, 2013 Report on Human Trafficking, at 42 (citing Annual Report of Office of the Attorney General of New Mexico).

125. WARN’s constituent organizations are: the International Rescue Committee in Seattle; API Chaya (formerly known as Asian and Pacific Islander Women and Family Safety Center); Refugee Women’s Alliance (ReWA); YouthCare; Lutheran Community Services Northwest in Spokane; and the Northwest Justice Project Farm Worker Unit in Yakima.

126. Washington Anti-Trafficking Response Network, “Human Trafficking in Washington State: Identifying and Serving Survivors,” by Kathleen Morris

Project Respect which developed, assists in implementing, and now manages the evaluation of the Washington State Model Protocol for CSEC.

YouthCare is a Seattle-based organization providing services for homeless youth, ages 12-24. YouthCare, which started as the first shelter for homeless youth in the Western United States, now consists of six different sites.¹²⁷ Through its history, YouthCare has led the way in providing specialized direct services for homeless youth, including programs for LGBTQ Youth (ISIS House), child victims of sexual exploitation (the Bridge Program), and refugees.¹²⁸ These programs are part of YouthCare's "continuum of care" approach, which aims to cater to the specific needs of each youth, to assist them in becoming "a kid in school, an adult on the job, an independent and stable citizen."¹²⁹

The Organization for Prostitution Survivors (OPS) is a Seattle-based nonprofit founded to "address the harm of prostitution, and create opportunities for adult women in Seattle to seek supportive services and heal from [] gender-based violence." Co-founded by Noel Gomez, it "operates within three focus areas: Survivor Services, Community Education, and Men's Accountability, with all aspects centered on the voices and leadership of survivors."¹³⁰ Dr. Debra Boyer, author of the 2008 study on Seattle youth prostitution, serves as Executive Director.

Shared Hope International is a Christian abolitionist organization that "strives to prevent the conditions that foster sex trafficking, restore victims of sex slavery, and bring justice to vulnerable women and children." It was established in 1998 by U.S. Congresswoman Linda Smith. As of 2013 it was operating with 12 local partner organizations in 5 different countries. Its vision is to "create a world where every survivor is surrounded by trained professionals, an alert community, just law and policy, knowledgeable service providers and appropriate shelter options."¹³¹

API Chaya is a nonprofit organization based in Seattle and founded in 2011 from the merger of the Asian & Pacific Islander Women & Family Safety Center and Chaya.¹³² This organization works toward developing communities free of violence. It offers free and confidential services surrounding "domestic violence, sexual assault, and human trafficking to Asian, South Asian, and Pacific Islander community members, service providers, survivors, and their families," all within a culturally sensitive and appropriate framework.¹³³

Washington Coalition of Sexual Assault Programs (WCSAP) is a nonprofit organization that develops partnerships for the purpose of joining multiple agency forces to eradicate sexual violence.¹³⁴ WCSAP works to offer education and training to survivors and support systems alike. WCSAP works on both the state and federal level to support public policy beneficial to survivors, and employs various training methods and media publications to enhance outreach to the community at large.¹³⁵ WCSAP also works in areas of child and general advocacy, cultural consideration, and Intimate Partner Sexual Violence. They are currently partnered with the Washington State Coalition Against Domestic Violence's Crossing Borders project, which "aims to build grassroots leadership, increase organizational capacity, expand peer networks, and create a community assessment model for sustained sexual assault and domestic violence outreach, advocacy, and services," specifically within refugee and immigrant communities.¹³⁶

127. YouthCare, "About YouthCare," <http://www.youthcare.org/about-youthcare>.

128. More information about these specific programs can be found on the following pages (as well as the previously cited "About YouthCare" webpage): YouthCare, "ISIS House," <http://www.youthcare.org/our-programs/shelter-and-housing/transitional-housing/isis-house>. YouthCare, "The Bridge Continuum of Services for Sexually Exploited Youth," <http://www.youthcare.org/our-programs/services-sexually-exploited-youth>.

129. YouthCare, "Our Approach," <http://www.youthcare.org/our-approach>.

130. Organization for Prostitution Survivors, <http://www.seattleops.org/about-us/>

131. Shared Hope International, "Our Mission and Values," <http://sharedhope.org/about-us/our-mission-and-values/>

132. API Chaya, "Our Story," <http://apiwfsc.org/index.php/who-we-are/our-story>

133. API Chaya, "Mission Statement," <http://apiwfsc.org/index.php/who-we-are/about-apisc>

134. WCSAP allows for several levels of membership, including program, organizational, individual and student – all of which are available for application via their website. WCSAP, "Become a Member," <http://www.wcsap.org/join.htm>

135. WCSAP, "About Us," <http://www.wcsap.org/about.htm>

136. WCSAP, "Our Projects," <http://www.wcsap.org/our-projects>

Access Freedom is a nonprofit based in Whatcom County focused on the awareness of, response to, and prevention of commercial sexual exploitation of minors. Access Freedom has several affiliates that assist in offering their services, including the Center for Children and Youth Justice, with which Access Freedom has recently drafted a model response protocol for commercially exploited youth.¹³⁷ Access Freedom grounds their services in an understanding of ethnic, socio-economic, and generational background so as to better serve minority youth and their families.

Lutheran Community Services Northwest (LCSNW) is a tri-state (WA, OR, ID) non-profit “provid[ing] a wide variety of services to adults, adolescents, children, families, schools, businesses, congregations, neighborhoods and communities.”¹³⁸ LCSNW specializes in services of a large scope, including Senior & Disability, Child Welfare, Refugee & Immigrant, Family & Community Support, and Behavioral Health.¹³⁹ In Washington, LCSNW operates through seven offices — North Puget Sound (Seattle), South King County (SeaTac), South Puget Sound (Tacoma), Bremerton/Kitsap County, Inland Northwest (Spokane), Columbia Basin (Kennewick), and Vancouver.

Businesses Ending Slavery and Trafficking (“BEST”) is a nonprofit organization launched by the hospitality industry in the Puget Sound area to stop the use of hotels, motels and other lodging establishments by human traffickers. It is a partnership among organizations including the Washington Lodging Association. It offers training for hotel employees and management on subjects such as recognizing signs of trafficking and making appropriate contacts with law enforcement.¹⁴⁰

Children’s Advocacy Centers of Washington is an umbrella organization of individual Children’s Advocacy Centers. Washington has 14 nationally accredited Children’s Advocacy Centers throughout the state. The centers use a multidisciplinary approach to serve children who have been abused. They are “child-focused, child-friendly facilities where children and their families feel safe enough to get the help they need to stop abuse and begin the process of healing.” Under the multidisciplinary approach, representatives from law enforcement, child protective services, prosecution, mental health, the medical community and advocacy “meet to discuss and make decisions about investigation, treatment and prosecution of child abuse cases. They also work to prevent further victimization of children.”¹⁴¹ RCW 26.44.170(2) requires that children’s advocacy centers, where one is available, be part of county written protocols for handling criminal child sexual abuse investigations. Where a center exists, the center receives referrals from CPS or law enforcement to provide services such as a forensic interview and medical examinations.

137. Center for Children and Youth Justice ‘Project Respect,’ ‘Washington State Model Protocol for Commercially Sexually Exploited Children,’ <http://accessfreedom.org/files/CSEC%20Protocol%20March%202013.pdf>, March 2013.

138. LCSNW, “Homepage,” <http://www.lcsnw.org/index.html>

139. LCSNW, “Services,” <http://www.lcsnw.org/services.html>

140. See <http://bestalliance.org/>

141. See <http://www.cacwa.org/index.html>

Law Enforcement Agencies

A number of federal and local law enforcement agencies have expertise and available resources for human trafficking and CSEC investigations. At the federal level, these include the Federal Bureau of Investigation in the U.S. Department of Justice, and U.S. Immigration and Customs Enforcement/ Homeland Security Investigations (“HSI”) in the U.S. Department of Homeland Security. At the state and local level, the Seattle Police Department operates a Vice High-Risk Victims Unit/ Human Trafficking Detail. The Bellevue Police Department has been involved in several significant anti-trafficking investigations. The Sunnyside Police Department has played a leading role in law enforcement in anti-trafficking efforts in the Yakima area. Many other departments have teams or individuals that have undergone training in trafficking recognition and intervention. This training is optimally conducted pursuant to a formal protocol for CSEC intervention (discussed further below).

Several county prosecuting attorneys’ offices also have played significant roles in Washington’s anti-trafficking efforts. The King County Prosecuting Attorney’s Office is currently engaged in an innovative and nationally significant project focused on reducing demand for child sexual exploitation. The project is a partnership with the Organization for Prostitution Survivors, coordinated by Senior Deputy Prosecuting Attorney Val Richey and by Peter Qualliotine, co-founder of OPS. It is funded in part by Demand Abolition, a program of the Hunt Alternative Funds (also funding similar projects in Boston, Denver, and San Francisco). The project is intended to “coordinate law enforcement emphasis on buyers that will serve as the foundation for a public deterrence campaign targeted at buyers using the internet. The strategy will focus on arrest and prosecution of sex buyers and redeployment of criminal justice resources away from the arrest and prosecution of prostituted persons.” Techniques likely will include “sting” advertisements featuring apparently underaged children but placed by law enforcement, and anti-trafficking electronic advertisements targeted at buyers searching online for commercial sex. Meanwhile, OPS will “develop a comprehensive Sex Buyer Intervention Program” and “focus on intervention with sex buyers post-conviction as part of sentencing for the crime of purchasing commercial sex.”¹⁴²

A number of law enforcement and non-law-enforcement organizations coordinate their activities through WashACT, the Washington Advisory Committee on Trafficking. WashACT “is a multi-disciplinary taskforce convened in 2006 by the US Attorney’s Office for the Western District of Washington. The Committee’s mission is to insure that victims of trafficking receive all resources available to them; and that human traffickers are identified, investigated and prosecuted to the utmost extent of the law.” WashACT is co-chaired by the U.S. Attorney’s Office, the Seattle Police Department’s Vice High Risk Victims Unit, and the Washington Anti-Trafficking Response Network. WashACT members “meet monthly to share information on trafficking and resources to victims of trafficking; to identify and remedy gaps in services to victims; and to coordinate investigations and prosecution of trafficking cases.”¹⁴³ The importance of this type of coordination is recognized by authorities including the Federal Strategic Action Plan against trafficking.¹⁴⁴

142. “Ending Sexual Exploitation by Ending Demand” (information sheet), Metropolitan King County Council, Regional Policy Committee, Staff Report Briefing No. 2014-B0033, April 9, 2014.

143. WashACT, <http://www.warn-trafficking.org/resources/washact/>

144. Federal Strategic Action Plan, at 16.

State and Other Government Agencies

Office of the Attorney General

As noted above, the Office of the Attorney General for the State of Washington has consistently made combating human trafficking and child sexual exploitation a priority under both Attorney General Bob Ferguson and his predecessor, Attorney General Rob McKenna. Attorney General Ferguson's office chairs this CSEC committee, chairs the National Association of Attorneys General Standing Committee on Human Trafficking, and is a member of the Office of Crime Victims Advocacy committee on human trafficking. The office is committed to protecting the people of Washington from trafficking and exploitation, and helping build on the already considerable accomplishments of this state.

Office of the Superintendent of Public Instruction

The Office of the Superintendent of Public Instruction is an education agency of the State of Washington. It is interested in CSEC issues due to its focus on child safety in grades K-12. OSPI has approximately 3-4 staff working on various aspects of education, training, and resource development related to CSEC issues.

OSPI believes that it would be helpful to collect additional data regarding CSEC, particularly with respect to its prevalence, risk factors including victims' ages, locations, schools, educational levels and needs, languages spoken, and any other identifiable risk factors.

OSPI is committed to combating the commercial sexual exploitation of children. OSPI is working with several statewide organizations and agencies to increase awareness of the problem, develop appropriate educational materials and resources, and train staff. Educational reengagement is important and appropriate programs and resources for that purpose should be considered. Finally, in order to maximize the impact of the efforts it is developing, OSPI sees a need for additional funding to be allocated to training.

Office of Crime Victims Advocacy

The Office of Crime Victims Advocacy (OCVA) serves as a voice within government for crime victims in Washington State. It is the mission of the Office of Crime Victims Advocacy to identify the opportunities and resources victims need to recover, and to help make those resources and opportunities available in communities statewide.

OCVA currently administers grants to more than 100 programs statewide that provide services to victims of crime, including sexual exploitation of children. OCVA manages a database of service providers, makes referrals, and provides information related to services and expertise regarding CSEC.

From 2011 – 2014, OCVA funded and monitored three pilot projects focusing on serving youth who are victims of sexual exploitation and children who are vulnerable and at risk for sexual exploitation. In 2010, OCVA used funds collected in the Prostitution Prevention and Intervention Account to fund a community based program to provide street outreach, advocacy and other services for youth who were at risk or victims of commercial sexual exploitation. Through oversight of these projects OCVA has learned much about trends and effective practices and outreach strategies. They also prove the importance of building trust and rapport with children and youth, and of building flexible services.

OCVA works closely with coalitions focused on CSEC and also participates in state, regional, and local committees and coordinated efforts focused on the issue of sexual exploitation of children. Information gained from these activities is shared with service providers and community leaders to raise awareness of current trends and to promote effective practices.

In addition, OCVA provides a “no wrong door” approach to services in which survivors of CSEC can receive services and support through 13 regional Crime Victim Service Centers and 39 county-based Community Sexual Assault Programs. Services include 24-hour access to a victim advocate, safety planning assistance, help accessing medical care, help understanding the legal system, and ongoing support. This philosophy is person-centered and aims to be as inclusive as possible to “screen in” individuals who need support and assistance.

OCVA has convened, coordinated and participated on several task forces on human trafficking and is currently participating in the Statewide Coordinating Committee on Sex Trafficking (HB 1291).

Department of Social and Health Services

The Washington State Department of Social and Health Services (DSHS) is a state agency whose mission is to “decrease poverty, improve safety and health status and increase educational and employment success to support people and communities in reaching their potential.”¹⁴⁵ Its components include the Children’s Administration, which assists with child welfare and administers programs such as Child Protective Services,¹⁴⁶ and the Juvenile Rehabilitation Administration, which “serves Washington State’s highest-risk youth” who “may be committed to JRA custody by any county juvenile court.”¹⁴⁷ All of these areas of service have the potential to affect and assist children who have been the subject of commercial sexual exploitation.

145. <http://www.dshs.wa.gov/aboutus/index.shtml>

146. <http://www.dshs.wa.gov/ca/general/index.asp>

147. <http://www.dshs.wa.gov/jra/About.shtml>



CSEC COMMITTEE'S INITIAL FINDINGS AND RECOMMENDATIONS

As described above, this report is an initial report to the Legislature that will be updated and completed in 2015. However, the Committee's expertise and existing base of knowledge allow it to make an initial set of findings and recommendations to the Legislature. After analysis and discussion among its membership, the Committee hereby finds as follows:

COMMITTEE'S INITIAL FINDINGS

- 1) The commercial sexual exploitation of children is a continuing problem in Washington, as well as across the United States and the world. Commercial sexual exploitation of children causes serious and ongoing physical, psychological, emotional, and economic damage to its victims, their communities, and the state as a whole.
- 2) Throughout the United States, there is inadequate data on the nature and prevalence of CSEC. Data is critical for determining the scope of the problem and evaluating which are the best harm reduction, prosecution, and victim services solutions. Improved and expanded data collection will greatly assist the development of better solutions, and will lead to better outcomes for victims.
- 3) In criminal cases and social services interventions involving the commercial sexual exploitation of children, better results seem to be achieved when a well-developed CSEC protocol is employed. Organizations working with commercially sexually exploited children should seek out workable and effective protocols. However, these organizations should have flexibility in determining which protocols best fit their particular circumstances and how to apply them.
- 4) Initial results from the regional task forces implementing the Model Protocol, and other task force-type groups working to address CSEC issues, have been promising. The task force model appears to work well in promoting better outcomes in CSEC cases.
- 5) Collecting more data of higher quality will be especially helpful in establishing or confirming the efficacy of particular CSEC protocols. It may help identify why certain protocols might be better suited to particular situations or environments.

- 6) Many government agencies and non-government organizations are working to combat the commercial sexual exploitation of children and human trafficking. More coordination would help raise efficiency and promote better overall outcomes. This can include cross-jurisdictional coordination of criminal law enforcement, which is likely to lead to increased prosecution of child sex traffickers and buyers.
- 7) Washington has adopted some of the most comprehensive anti-trafficking legislation in the country. However, prosecution statistics indicate that some of these crimes, such as Commercial Sexual Abuse of a Minor (which targets buyers of trafficked juveniles), most likely could be prosecuted more frequently. Between 2008 and 2012, Commercial Sexual Abuse of a Minor was charged only one-third as often as Promoting Commercial Sexual Abuse of a Minor (which targets pimping and similar activity).
- 8) Much of the public lacks knowledge of the problems associated with the commercial sexual abuse of children. There is no single government information resource or portal in Washington state devoted to CSEC and trafficking issues.
- 9) While CSEC victims receive legal support and counsel when they are charged with crimes, they may need additional legal and other resources to assist them in escaping and recovering from their victimization.
- 10) It is critical that individuals and groups that may come into contact with CSEC victims be trained to recognize signs of victimization, as victims may actively conceal their status.

COMMITTEE'S INITIAL RECOMMENDATIONS

Based on its findings, the Committee hereby makes the following initial recommendations to the Legislature:

- 1) **Identify New Victim Services Funding:** During the next year, the Legislature and the Committee should evaluate options to increase social services funding for CSEC victims. This process should include identifying both the optimum constellation of services to be funded and sources of funding. Services should be determined by appropriate agencies, experts, and service providers, but may include: job training, basic food, shelter, and clothing, medical care, counseling and mental health services, and education. It may be appropriate to award some funding through a competitive grant process. Specific funding recommendations will be submitted in the Committee's 2015 report.
- 2) **Leverage Existing Funding:** While stakeholders explore new funding possibilities, organizations combating CSEC should attempt to leverage existing funding sources. For example, drug and gang task forces may be able to allocate resources to combat gangs and traffickers who are involved in both types of criminal activity.

- 3) **Create and Support Additional Task Forces:** The Legislature and the Committee should promote and support the creation of additional local and regional task forces, supplementing the existing five that are working to implement the Model Protocol. This will help ensure that child sexual exploitation is being identified and properly responded to anywhere that it occurs.
- 4) **Fund Data Collection:** As soon as possible, additional funding should be identified to support the collection of data on CSEC by government and non-governmental organizations working in this field. The Committee will prepare recommendations regarding the optimal types of data and levels of funding. The collection of such data will make a highly useful contribution to statewide and nationwide efforts to combat the commercial sexual exploitation of children.
- 5) **Utilize Data Collection Best Practices:** Researchers, practitioners, and/or CSEC committee members should employ best practices for the collection of data, to maximize the utility of the data collected. The Washington State Center for Court Research report offers a best practices data plan.
- 6) **Designate a State Government Point of Contact and Create an Information Portal:** The State of Washington should designate a single point of contact in state government to act as a lead and coordinator regarding state anti-CSEC (and human trafficking) efforts. This point of contact should operate an Internet page that will operate as a clearinghouse to share and coordinate efforts, resources, and news.
- 7) **Examine Cross-Jurisdictional Anti-Trafficking Investigative Resources:** Criminal prosecutors should examine whether anti-trafficking and anti-CSEC efforts would be enhanced by adding resources to pursue cross-jurisdictional investigations of such activity.
- 8) **Implement and Support Demand Reduction Strategies:** Demand reduction may be accomplished through both law enforcement and community education and outreach. Law enforcement should pursue strategies to reduce demand for commercial sex involving minors, including prosecutions targeting CSEC buyers. Community strategies should also be pursued. These could include in-school and in-community prevention education focusing on healthy relationships, consent, personal safety, and challenging social norms that perpetuate sexual exploitation and sexual violence.
- 9) **Victims' Rights:** The CSEC Committee should work with the Washington State Bar Association and the Legislature to evaluate whether and how additional legal support services might be provided to CSEC victims.
- 10) **Training:** Individuals and groups who may come into contact with CSEC victims should receive training on how to recognize and assist them. This will enhance both direct victim services and data collection. The Legislature and the Committee should evaluate options to fund such training.



CONCLUSION

Washington has taken many positive steps towards combating the commercial sexual exploitation of children, but more needs to be done. We need to continue implementing victim-centered CSEC response protocols such as Washington's Model Protocol. We need to continue to support the work of the five existing task forces, and assist the creation of new ones where feasible. A rigorous, well-planned and appropriately funded statewide data collection effort will help to establish a more precise scope for the problem, and help to identify the most appropriate and effective protocols and interventions. Other improvements will be obtained through increased public outreach, identification of funding sources for better victim social services, and attention by law enforcement and community groups to appropriate and effective demand reduction strategies.

Through the combined efforts of government, community organizations, and the people of Washington, there is every reason to believe that we can continue to make a meaningful impact on the commercial sexual exploitation of children, and substantially improve the lives of victims, their families, and our community.

The Committee looks forward to reporting continued progress on meeting these challenges in its 2015 report.



APPENDIX A

SUMMARY OF LEGISLATIVE CHARTER AND MISSION

Substitute Senate Bill 5308 (Chapter 253, Laws of 2013), established the Commercially Sexually Exploited Children Statewide Coordinating Committee, codified in RCW chapter 7.68.

As set forth in SSB 5308, the duties of the committee are as follows:

- (a) Overseeing and reviewing the implementation of the Washington state model protocol for commercially sexually exploited children at pilot sites;
- (b) Receiving reports and data from local and regional entities regarding the incidence of commercially sexually exploited children in their areas as well as data information regarding perpetrators, geographic data and location trends, and any other data deemed relevant;
- (c) Receiving reports on local coordinated community response practices and results of the community responses;
- (d) Reviewing recommendations from local and regional entities regarding policy and legislative changes that would improve the efficiency and effectiveness of local response practices;
- (e) Making recommendations regarding policy and legislative changes that would improve the effectiveness of the state's response to and promote best practices for suppression of the commercial sexual exploitation of children;
- (f) Making recommendations regarding data collection useful to understanding or addressing the problem of commercially sexually exploited children; and
- (g) Reviewing and making recommendations regarding strategic local investments or opportunities for federal and state funding to address the commercial sexual exploitation of children.

As set forth in SSB 5308, the designated membership of the committee is as follows:

The CSEC committee is convened by the office of the attorney general and consists of the following members:

- (A) One member from each of the two largest caucuses of the house of representatives appointed by the speaker of the house (Reps. Linda Kochmar and Tina Orwall);
- (B) One member from each of the two largest caucuses of the senate appointed by the [president pro tempore] of the senate (Sens. Steve O'Ban and Jeanne Kohl-Welles);
- (C) A representative of the governor's office appointed by the governor (Sandy Mullins, Senior Staff Adviser);
- (D) The secretary of the Children's Administration or his or her designee (Keli Drake, Children and Family Welfare Services Program Manager);
- (E) The secretary of the Juvenile Rehabilitation Administration [now the Juvenile Justice and Rehabilitation Administration] or his or her designee (Bonnie Glenn, Director of Community and Parole Programs);
- (F) The attorney general or his or her designee (Attorney General Bob Ferguson);
- (G) The superintendent of public instruction or his or her designee (Dan Newell, Assistant Superintendent, Secondary Education and Student Support);
- (H) A representative of the Administrative Office of the Courts appointed by the administrative office of the courts (Pam Dittman, Program Coordinator);
- (I) The executive director of the Washington Association of Sheriffs and Police Chiefs or his or her designee (Mitch Barker, Executive Director, and George Delgado);
- (J) The executive director of the Washington State Criminal Justice Training Commission or his or her designee (Patti Toth, Child Abuse Investigation Program Manager);
- (K) A representative of the Washington Association of Prosecuting Attorneys appointed by the association (Val Richey, Senior Deputy Prosecuting Attorney);
- (L) The executive director of the Office of Public Defense or his or her designee (Joanne Moore, Director);

- (M) Three representatives of community service providers that provide direct services to commercially sexually exploited children appointed by the attorney general (Noel Gomez, Co-Founder, Organization for Prostitution Survivors; Suzi Carpino, Youth Victim Specialist, Sunnyside's Promise; and Emma Catague, Community Organizing Program Manager, API Chaya);
- (N) Two representatives of nongovernmental organizations familiar with the issues affecting commercially sexually exploited children appointed by the attorney general (Melinda Giovengo, Executive Director, YouthCare, and Linda Smith, Founder and President, Shared Hope International, and former Member, U.S. House of Representatives);
- (O) The president of the Superior Court Judges' Association or his or her designee (The Hon. Sean O'Donnell, King County Superior Court);
- (P) The president of the juvenile court administrators or his or her designee (Patrick Escamilla, Clark County Juvenile Court Administrator);
- (Q) Any existing chairs of regional task forces on commercially sexually exploited children:
King County CSEC Task Force: The Hon. Barbara Mack, Judge, King County Superior Court;
Whatcom/Skagit CSEC Task Force: Anya Milton, Chair, Whatcom County CSEC Task Force and Executive Director, Access Freedom; Erin Smith, Co-Chair, Whatcom/Skagit CSEC Task Force and Executive Director, Skagit Domestic Violence and Sexual Assault Services; Arianna Cane, Co-Chair, Whatcom County CSEC Task Force and Assistant Executive Director, Access Freedom;
Inland Northwest CSEC Task Force (Spokane): Mabel Elsom, Co-Chair, Inland Northwest CSEC Task Force and Anti-Human Trafficking Coordinator, Lutheran Community Services; Erin Williams, Co-Chair, Inland Northwest CSEC Task Force and Director of Advocacy and Prevention, Lutheran Community Services;
Tri-Cities CSEC Task Force: Betty Adams, Tirsa Butler, Maureen McGrath, and JoDee Garretson, Co-Chairs, Tri-Cities Coalition Against Trafficking;
Yakima CSEC Task Force: Kim Foley, Chair, Yakima CSEC Task Force;
- (R) A representative from the criminal defense bar (Ann M. Carey, Partner, Carey and Lillevik, PLLC);
- (S) A representative of the Center for Children and Youth Justice (Justice Bobbe Bridge, President and CEO and Justice, Washington State Supreme Court (Ret.));
- (T) A representative from the Office of Crime Victims Advocacy (Bev Emery, Crime Victim Policy Specialist); and
- (U) The executive director of the Washington Coalition of Sexual Assault Programs (Andrea Piper-Wentland, Executive Director).

Washington Statewide Coordinating Committee on the Commercial Sexual Exploitation of Children

2014 Initial Report to the Legislature

