



Bob Ferguson
ATTORNEY GENERAL OF WASHINGTON

Administration Division
PO Box 40100 • Olympia WA 98504-0100 • (360) 753-6200

Commercially Sexually Exploited Children
Statewide Coordinating Committee
October 17, 2013

Minutes

Committee Attendees: Bobbe Bridge, Tirsia Butler, Ann Carey, Suzi Carpino, Emma Catague, Pam Dittman, Keli Drake, Mabel Elsom, Bev Emery, Pat Escamilla, Bob Ferguson, Kim Foley, Melinda Giovengo, Noel Gomez, Richard Lazaro, Barbara Mack, Anya Milton, Joanne Moore Dan Newell, Sean O'Donnell, Andrea Piper-Wentland, Val Richey, Linda Smith, Patti Toth, Erin Williams

Observers, Presenters and Staff Attendees: Doug Allison, Joseph Atkinson, Leslie Briner, Stacy Cecchet, Adam Cooper, George Delgado, Alison Dempsey-Hall, Patty Fleischman, Sidney Forrester, Tansy Hayward, Michael Hemker, Terri Kimball, Courtney Long, Kelly Mangiaracina, Mamie Marcuss, Carl McCurley, Nick Metz, Joan Miller, Kathleen Morris, Rebecca Podszus, Diane Powers, Darwin Roberts, Phil Schenck, Mary Soderlind, Jessica Stevenson, Sean Tepfer, Sarah Veele, Kelly Walsh, Mike Webb, Ye-Ting Woo, Alice Zillah

1. Welcome and Introductions

Darwin Roberts, Deputy Attorney General, welcomed the group. Along with Rebecca Podszus, Roberts is staffing the committee for AG Ferguson.

The group introduced themselves, with committee members speaking first and observers and other staffers following.

2. A Word from Attorney General Bob Ferguson

AG Ferguson thanked the Center for Children and Youth Justice's Justice Bobbe Bridge and Terri Kimball for their work. Ferguson expressed appreciation for the committee's strong representation from all parts of the state to come together in a data-driven and child-centered manner. Washington state and attorneys general across the county have been leaders in anti-trafficking efforts, and he is committing to continuing that leadership.

3. Statewide CSEC Coordinating Committee Mandate and Briefing- Washington State Model Protocol for CSEC

Justice Bridge explained that this committee, which was mandated in SB 5308, is tasked with examining the practices and recommendations of the local task forces; making state law and practices recommendations; hearing reports on the protocol and data collection.

Development of the protocol is a natural evolution of work on the issue:

- 2002: Task force to prohibit trafficking in persons
- 2008: Dr. Debra Boyer's study on how many kids are affected (300-500 in Seattle)

The protocol project is called "Project Respect." It was created using funding from the State Children's Justice Task Force, with state and private sources providing supplemental funding. YouthCare has been CCYJ's partner.

The work, which began in 2011, involved talking with people from across the state who do the work. CSEC looks different in different communities, and the best way to learn those differences was to hold summits (Yakima, Spokane, Whatcom/Snohomish/Skagit, Kitsap/Pierce, Clark/Thurston/Mason) that involved service providers, advocates, the Children's Administration, prosecutors and law enforcement. King County was separated because that county had already been working on the issue.

CCYJ conducted surveys of those attending the summits around the state to identify a mission and values for the protocol: Some of the values include:

- CSEC are victims not criminals and a victim-centered approach is critical
- Responses should be related to successful outcomes
- Relationship-building across systems is essential
- Youth should receive services based on individual needs – not just what is available
- The first, foremost and sustaining objective is victim safety.

CCYJ presented a draft protocol at a September, 2012 Decision Maker's Summit which was attended by state law makers and Department heads. The final revised protocol was completed in March, 2013. The protocol is still an evolving document, and it may change again based on what this committee learns.

Key elements of the protocol include:

- Coordinated responses through multidisciplinary teams
- Task forces that broadly represent communities (Yakima, Spokane, Tri-Cities, King County and Whatcom-Skagit Counties).
- This statewide committee.

Also in 2013, regional task force trainings were completed. Data collection has begun in the local sites and an effort is underway to create a statewide data collection plan.

4. Briefing from CSEC Task Forces: Progress/Needs

A. Tri-Cities Coalition Against Trafficking

Tirsa Butler, Co-Chair, highlighted the group's activities:

- Created a website: tc-cat.org (http://www.tc-cat.org/about_us.html)
- Created a mission and vision (see PowerPoint for exact language)

- Getting courts involved (Butler currently working on)
- Training: Over 70 people attended their first CSEC training, which provided an opportunity for greater understanding between disciplines about what each could and could not do.
- MOU is in the final review stage, with expected signing on October 30, 2013
- Marketing firm conducted an analysis of the Tri-Cities CSEC issue that can be found at new-edge.com – “about us” – “social responsibility” – “human trafficking assessment” (http://www.new-edge.com/assets/Trafficking%20Assessment_Tri-Cities_2013_9.19.13.pdf). The assessment provided estimated numbers of children victimized by trafficking, including looking at at-risk youth affected by gangs, foster care and by running away.

Butler said their task force has seen great community collaboration. The Soroptomists Against Trafficking have provided money and technical support, and the Union Gospel Mission and WSU nursing program are collaborating.

Community needs include:

- More help for 18-21 year-old victims
- More information on the effectiveness of city and county ordinances from other jurisdictions
- Funding for a CSEC coordinator
- Housing
- Training
- Coordination across Eastern Washington
- Reaching the medical community (currently working on)
- More funding for counseling
- Working with the lodging, spa/massage and related industries to stop the crime.

B. Yakima County CSEC Task Force

Kim Foley, Chair, mentioned that her community had a 3-year pilot program through OCVA that is ending in April.

Activities:

- Examined where CSEC are: Schools, foster care, juvenile detention
- They learned that with only one drop-in center in Yakima with limited hours on week-days, kids couch surf in their community
- Took the Portland State assessment tool which is included in the CSEC Model Protocol and conducted a victim-centered training for juvenile detention staff. The purpose of the training was to instruct them in how to screen for CSEC and then how to respond once they are identified. Training people across disciplines is important because their belief systems about how to work with kids can vary greatly.
- Developed brochures for kids designed to normalize their experiences. CPS is often already involved and the kids tend to age out of the system rather than finding a resolution to their problems.
- Mental health and drug issues go hand-in-hand with trafficking.

- Looked at repeat runaways and learned that the local police systems are not equipped to gather that data. Therefore, kids are not getting the help they need.
- The task force is working to integrate the CSEC protocol into the county's existing child abuse protocol.

Needs:

- Data collection
- Tracking runaways
- Education for schools
- Cultural shift from pimp culture
- Trafficking information at rest stops (has been difficult to see action).

C. Inland Northwest Human Trafficking Task Force – Spokane County

Mabel Elsom and Erin Williams said that ground work was already underway because their community was already working on anti-trafficking issues in a task force containing law enforcement, juvenile detention, health care, advocates, etc.

Activities:

- Determining how each group can work together to help victims
- Have begun to collaborate with Idaho
- Working with the local needle exchange program because many prostituted women participate in the program. They also work in the youth shelter to reach kids affected by sexual assault.
- Portland State staff trained their task force about how to screen youth. After the training, referrals and questions went up.

Needs:

- Law enforcement struggles with how to move forward with arresting pimps/johns. Part of the issue is money-related.
- Funding for training
- Funding for an advocate
- Housing (need to understand numbers/needs of homeless youth)
- Funding for the screening tool.

D. Whatcom County CSEC Task Force

Anya Milton explained that their multidisciplinary task force is working to strengthen the community's response to CSEC.

Activities:

- In April, 2012, their group attended CCYJ's mini-summit. They formed their own ad hoc groups by May (Skagit Against Slavery and Access Freedom).
- Three-day CCYJ training attended by over 50 people
- Drafted an MOU for their multidisciplinary teams. However, some organizations are reluctant to sign the MOU because of the specific requirements. They have found a

possible solution through data sharing agreements. The training with Dr. Salisbury on using the screening tool in detention has been postponed until the MOU is in place.

- Hold monthly meetings in the Juvenile Detention center, which gets kids familiar with advocates.

Needs/Requests:

- They see a lot of CSECs coming from Seattle. There needs to be collaboration.
- CPS Policy/Intake Process: CSEC allegation should trigger an automatic investigation and should be based on need, not age.
- Lack of Directive to Motivate Action: “Motivating mandates” would be helpful because smaller organizations don’t have the bandwidth for all the work while larger organizations don’t have the funds.

E. King County CSEC Task Force

Judge Barbara Mack, Chair, said that King County police now see kids as victims. Still, victims are charged with lesser offenses such as assault and theft.

Activities:

- Task force is comprised of advocates, schools, DSHS, public health, Harborview Trauma Center, and an organization of hotel/motel managers and owners.
- The task force has formed three subcommittees:
 - Steering
 - Evaluation/Data Collection
 - Communication/Education
- Divided county into three regions, and each agency must get and provide training.
- Keeps victim safety as top priority
- Finding success through relationship-building.

Judge Mack has also recently learned about Safe Place, a national program that designates buses, libraries and other public spaces as safe for kids. From these locations, any child can call an advocate and get a response within 45 minutes.

Task Force Goals:

- Identify children whenever they appear (developing “red flag” cheat sheet for advocates and others)
- Provide a response within 72 hours
- Give kids a connection with someone because they need a person to relate to
- Trainings.

Needs:

- Beds (runaway kids keep running)
- Safety for victims (as a judge, Mack would like more options for kids than sending them to JRA)
- Figure out how to address the huge market/demand out there.

5. Panel on Current Collaborations, Perspectives and Input

Prosecutors

Val Richey, Deputy Prosecutor, King County Prosecuting Attorney's Office, said that a holistic response (like the protocol) is the best approach.

He discussed what he sees in King County.

- The protocol is being implemented, which involves many groups coming together.
- They've worked with BEST to put together a hotel training protocol to teach staff what to look for and how to react.
- Collaboration with law enforcement is very important because CSEC cases do not stop at jurisdictional lines. The FBI has a task force model regarding information and resource sharing that is very effective.
- Demand is the most under-addressed issue. Reducing demand is an effective way to reduce trafficking.
- Prosecution of kids is decreasing, but prosecution of johns has not increased as quickly. King County is pushing a demand-focus to change attitudes and protocol.

Law Enforcement

Phil Schenck, Sunnyside Deputy Chief of Police, shared his perspective on living in a smaller community. Also, because his community is 80% Hispanic, he appreciates that the CSEC model addresses the need to understand cultural issues.

He has a 30-person department that can be brought to its knees by violent crimes. For example, they had 6 homicides and 40 drive-by shootings in 2010, resulting in a great drain on resources. Almost all of this violence is gang related. While they are seeing a decrease in gang shootings, they are seeing an increase in prostitution. The youngest victim he's seen was 9 years-old. Almost all of this prostitution is gang-related and posted online at Craigslist and Backpage.

When Suzi Carpino, CSEC advocate, and Chief Schenck began working together to address the problem, they agreed to invite people to the task force that would truly be a part of the solution, including CPS; mental health professionals; ministers; etc. The task force has a strong emphasis on accountability and goals. He has given direction to his staff, for example, to conduct john stings by the end of November.

Challenges:

- Officer training is expensive because he has to pay overtime
- Meth continues to be problem in the community

Need:

- Local jurisdiction over minor offenses. He could then deal with minor offenders early and get a better chance at changing their trajectory.

Agency- DSHS

Doug Allison, who is a manager for the "Missing from Care" program at DSHS's Children's Administration, said the kids his program tracks are more susceptible to being trafficked. They

have given handouts to social workers, foster parents and others regarding how to intervene with this population.

DSHS has regional leads who report monthly to Allison where and to whom the kids who run go. A weakness in the data is that it is self-reported. A local employee is assigned to actively look for chronic runners. Often, this group of kids will run within hours of being placed into care.

Allison reviewed statistics from FY 2013 and other facts about runners:

- 429 youth ran
- 158 run on average each month
- 32 are chronic runners (6x or more a year)
- Chronic runners account for 26% of run episodes and 7% of runners
- More girls than boys run (55% - 45%)
- Most runners are 15 or older
- Most say they run to see friends or family or to do drugs.

Committee Comments: Judge Sean O'Donnell pointed out that kids are victimized by the pimp, the john and, in some respects, the state. What can this committee do to put the spotlight on demand? Lazaro said that recidivism data on johns will direct agencies' attention to focus on their behavior. Justice Bridge said it's an important question that will be addressed moving forward.

6. Statewide CSEC Data Collection Project

Dr. Carl McCurley, Manager for the Washington State Center for Court Research, emphasized that the committee must define what it is trying to affect and then what effect their work has. To illustrate this point, he compared the Scared Straight program with Aggression Replacement Training. The former was shown to be ineffective while the latter has been shown to be effective because it looks at how youth recognize their own behavior and how they feel.

For this project, there are several particulars we need to learn:

- What is the prevalence?
- What are the victim characteristics?

Gathering these data will determine the effectiveness of interventions over time.

There have been three major studies on the topic. One ("Who Pays the Price?" by Dr. Deborah Boyer) was funded by the City of Seattle. That study identified kids already in the system who were involved in the sex trade. The other two studies came out of New York.

Data Protocol:

- Build on the work from Portland State and Dr. Boyer
- Identify the kids
- Address the information gaps (number of victims, victim characteristics, nature of exploitation, how recruited, etc.)
- Develop a common core of what is to be collected.

We need to know more about the trajectory a child follows: How they are referred to services and what is the system response.

Justice Bridge reported that the data gathering and baseline study with Dr. McCurley and the local communities will begin in January.

7. Policy Recommendation and Feedback

Justice Bridge summarized two main themes from the min-summits:

1. Decriminalization
2. Change in definition of child abuse (to recognize 3rd party as perpetrator; FL has done this)

Also, several main themes Justice Bridge heard today are:

- Secure and safe residential treatment
- Local jurisdiction for minor offenses so kids are not swept up in the system
- Foster kids (Senator O'Ban email)
- Demand/Suppression.

Discussion/Comments:

Delgado: Demand is the java stand, adult bookstore, etc. It's the businesses that exploit women and children and cater to the sex addicts looking for gratification. How do we regulate those businesses? A place to start is to educate government councils and planning departments about exploitation before they approve permits.

Giovengo: Young people still don't have access to advocates. We have to have stable pilot projects, especially around the protocol sites to see what we are doing. It will require stable resources. Someone has to be accountable to these kids.

Smith: Prioritize as a group the most important. What can we contribute as individuals?

Kimball: Overriding theme she is hearing is for more resources for task forces and law enforcement. Demand is also important and huge topic to tackle.

Moore: Agrees with resource approach. Data will provide basis for requesting state funding. Regarding demand, look at lack of enforcement of current laws.

Richey: Focus on not arresting can shift those resources to arrest johns. It's a first step.

Butler: The first thing to address is services.

Bridge: Cautions that this approach will limit learning how effective the resources are.

Long: Service providers will use and gather data.

Elsom: Immigrant youth must also be a focus.

Atkinson: Look at connection between drug dealers who are also pimps. How do we target industries supporting trafficking?

Mack: But can't conclude that drugs get kids involved in prostitution because kids often use drugs later to self-medicate.

Drake: Concerned about the implication of 3rd party child abuse. "Child in Need of Services" may be a better program to look at in Washington to address sex trafficking. Kids in foster care are much more likely to have PTSD and other mental health issues.

Gomez: The shift to seeing johns as perpetrators is huge. A lot of prostituted people on Aurora Ave. are on heroin. They didn't get the services they needed when they were young and the pimps first preyed on them.

Piper-Wentland: Important to do state-wide services inventory. It will help with informal early data collection.

Hemker: Recommends expansion of the CASA program (currently available until age 12) and criteria in that system to recognize CSECs.

Morris: We need to focus on service for victims. We can collect data while we're offering services.

Metz: There are operational difficulties in arresting johns because these predators are anonymous online. An investigation can last weeks because the johns are suspicious. That's a lot of hours/resources to get one john. He suggests:

- Ad campaign for johns explaining the consequences; and
- Stand-alone state agency to go after johns.

Carpino: Would like to see CSEC data collection verbiage in the Healthy Youth Survey and related surveys.

Bridge: Notes that an inventory will be part of the data collection on this project.

Catague: Accurate interpreters are important, especially in small communities.

8. Next Steps

Justice Bridge noted that CCYJ will take into account what they have heard today and consider all ideas.

CCYJ and AGO staff thanked all committee members, presenters, and observers for their work.