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MEMORANDUM

To: Kurt Triplett, City Manager
From: Robin S. Jenkinson, City Attorney
Date: August 27, 2014
Subject: Special Presentation on Human Trafficking

At the request of Council, Senior Deputy Prosecuting Attorney Valiant Richey will be making a Special Presentation on human trafficking at the September 2, 2014, Council meeting. As background for the presentation to be made by Mr. Richey, a staff report presented to the Metropolitan King County Council Regional Policy Committee for its meeting of April 9, 2014, is included for the Council's review. (The referenced attachments to the staff memo are not included.)

restaurants, nail salons, and factories and are drawn into servile marriages and various criminal activities. Victims are controlled in a number of ways:

- Physically: beatings, burnings, rapes, drug dependency, and starvation
- Emotionally: isolation, shame, psychological abuse, and threats against family members
- Financially: debt bondage, threat of deportation, and theft of money paid to the individuals

Human trafficking is an opportunistic crime. Traffickers target all types of people: adults and children, women, men, and transgender individuals, citizens and non-citizens alike. No socioeconomic group is immune; new immigrants, runaway, homeless, and lesbian, gay, bisexual, and transgender youth are particularly vulnerable².

Escape is difficult because victims are often invisible in the US. Some victims don't speak English and they're afraid to approach authorities because they don't want to be deported. Many victims, whether labor or sex trafficking victims, have no idea where they are or how to get help.

There is no consistent hard data on the number of individuals involved in human trafficking in King County. One study previous study indicated that between 300-500 children are trafficked in the Seattle area on any given night. Police agencies, courts, service providers, and prosecutors do not utilize similar data collection methods and no best practice has been identified for multiple jurisdictional data collection. In a report to the King County Council budget proviso, lack of data on victims was a clear finding by the Executive.

RESPONSES TO HUMAN TRAFFICKING

Federal: From enforcement of criminal and labor law to victim protection and public awareness, the federal government's attention to and resources for human trafficking issues is growing. The President's Interagency Task Force to Monitor and Combat Trafficking in Persons (PITF) brings together federal departments and agencies working towards a whole-of-government approach that addresses all aspects of human trafficking – enforcement of criminal and labor law, victim identification and protection, education and public awareness, international trade and development, enhanced partnerships and research opportunities, and international engagement and diplomacy³. Below are the U.S. government strategic objectives around human trafficking:

1. Investigate and prosecute traffickers and dismantle the criminal networks that perpetrate trafficking in persons.
2. Enhance victim identification and the provision of relief and services for all victims of trafficking.
3. Enhance training of stakeholders, including civil society, law enforcement, and government officials, to increase identification of victims.
4. Encourage foreign governments to combat trafficking through international diplomacy and engagement.
5. Forge and strengthen partnerships and other forms of collaboration to counter trafficking in persons.
6. Fund domestic and international anti-trafficking programs focusing on victim identification, prevention, and outreach.
7. Integrate anti-trafficking components into relevant government programs.
8. Promote public awareness about modern slavery.

² "Progress in Combating Trafficking in Persons: The U.S. Government Response to Modern Slavery (as of February 2013)." U.S. Department of State. U.S. Department of State, 09 Apr. 2013. Web. 03 Apr. 2014.

³ Ibid

9. Spur innovation and improve capacity to combat modern slavery through data collection and research.
10. Gather and synthesize actionable intelligence to increase the number of domestic and international trafficking prosecutions.

Some examples of federal activities include:

- Department of Homeland Security Blue Campaign: provides information on training and outreach, how traffickers operate, and victim assistance to help keep the public informed; created online Human Trafficking 101 training.
- Department of Health and Human Services Rescue and Restore Campaign: increasing the identification of trafficking victims in the United States and to help those victims receive the benefits and services they need to restore their lives; created the National Human Trafficking Resources Center/Polaris Project.
- Federal Bureau of Investigation Innocence Lost Initiative: In conjunction with the Department of Justice Child Exploitation and Obscenity Section and the National Center for Missing & Exploited Children, the Bureau initiative has resulted in the development of 66 dedicated task forces and working groups throughout the U.S. involving federal, state, and local law enforcement agencies working in tandem with U.S. Attorney's Offices. Since 2003, these groups have and rescued more than 2,700 children and led to the conviction of more than 1,300 pimps, madams, and their associates who exploit children through prostitution. The King County Sheriff's Office, City of Seattle Police, and other agencies work with the task force locally.

In January, the PITF released the Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States. This plan describes the steps that federal agencies will take to ensure that all victims of human trafficking are identified and have access to the services they need to recover and rebuild their lives. This includes taking steps to create a victim services network that is comprehensive, trauma-informed, and responsive to the needs of all victims. The plan incorporates feedback from survivors, and in collaboration with public and private organizations, the federal partners intend to improve the coordination and scope of support received by victims of human trafficking.

Washington State: Washington State has been described as a focal point for the recruitment, transportation and sale of people for labor, due in part to its abundance of ports, proximity to an international border, vast rural areas and dependency on agricultural workers. Seattle is part of a trafficking circuit that includes Honolulu, Las Vegas, New Orleans, Portland, Vancouver (Clark County), Yakima and Canada. The 2008 Washington State Task Force Report on the Trafficking of Persons⁴ notes that trafficking has occurred in 18 Washington state counties, victims ranging from "mail-order" brides to sex workers to domestic workers and children. Local victims have come as far as Russia, the Philippines, China and Mexico.

In 2003, Washington was the first state to criminalize human trafficking and has some of the strongest anti-human trafficking laws among the 50 states. In March 2012, then-Governor Gregoire signed twelve anti-human trafficking bills into law, making Washington state a model for comprehensive anti-human trafficking laws. During the 2014 Washington State Legislative Session, a number of anti-human trafficking bills were passed, including:

⁴ Washington State. Community, Trade, and Economic Development. Office of Crime Victims Advocacy. *Washington State Task Force against the Trafficking of Persons*. www.commerce.wa.gov, July 2008. Web. 10 Dec. 2012.

- Senate Bill 6339 makes it a crime to coerce someone to perform labor or services by withholding or threatening to withhold or destroy someone's immigration status papers
- House Bill 1791 adds the charge of trafficking in the first degree to the umbrella of sex offenses
- House Bill 1292 allows a victim of trafficking to have prostitution convictions cleared from their record

King County: King County has a number of activities working on issues of human trafficking, including multi agency participation in the U.S. Attorney's Washington Anti Trafficking Coalition (WASHACT). Other examples of King County's work on the issue of human trafficking include:

- *King County Superior Court*, in partnership with the Center for Children and Youth Justice, is leading King County's most comprehensive work yet in King County to support commercially sexually exploited children. Under the leadership of Judge Barbara Mack, the King County Commercially Sexually Exploited Children (CSEC) Task Force was convened on April 18, 2013 to develop and implement a coordinated, county wide response to childhood prostitution. King County is one of five sites statewide awarded training and technical assistance from CCYJ to implement "model protocols" to serve this population. The task force is comprised of representatives from law enforcement, schools, survivors, child welfare, and community services providers. Response to date by partner agencies and the provider community has been remarkable. Seattle, SeaTac, Kent, Federal Way, Tukwila, Renton, Auburn, and Des Moines police chiefs are actively engaging key individuals in their departments to be trained. Professionals responsible for locating youth on the run or missing from care in each of the King County child welfare offices are also scheduled to be trained. Integration of CSEC identification and service referral into the mandatory Issues of Abuse Training for King County educators is being initiated. Public Health envisions training for Family Planning Clinics and Teen Health Centers across the county.
- *The King County Sheriff's Office (KCSO)* plays a key role in King County's human trafficking fight. The KCSO is a partner, along with federal and local law enforcement agencies, in the Central Sound Child Exploitation Task Force, which works to stop the production and distribution of child pornography facilitated by and perpetuated through the Internet.
- The King County Prosecutor's Office (PAO) works diligently to prosecute cases of human trafficking. One highlight is the fact that the PAO obtained Washington State's first conviction under the state's Human Trafficking statute, which requires prosecutors to prove that the defendant caused a victim to engage in "forced labor" or "involuntary servitude" for the defendant's personal gain. Recently the PAO obtained a grant in collaboration with the Organization for Prostitute Survivors and Businesses Ending Slavery and Trafficking to address the demand side of sexual exploitation and trafficking (see attachment 4).
- *The Council* has actively addressed human trafficking by passing two pieces of human trafficking legislation. The first, passed in 2012 requested the Executive to launch an anti-trafficking information campaign on Metro buses in 2013 (see attachment 3). The most recent motion passed in March, asked the Executive to develop and implement a public outreach and information postings program to increase public awareness of human trafficking and commercial sexual exploitation of children using placement of human trafficking public awareness materials in, but not limited to, county facilities such as the jail, public health clinics, transit centers, courthouses, hospitals, shelters and other locations where trafficked individuals and the public may see the information. Additionally, during the 2014 budget process, the Council awarded Superior Court \$69,000 to support the work of the CSEC Task Force.

- Executive departments have embarked upon training on human trafficking for certain staff.

Non-Governmental Sectors: In addition to King County government, faith communities, nonprofit agencies, and the private sector have been working together to respond to human trafficking. Below are examples of the organizations working collaboratively on the issue of human trafficking:

- *Businesses Ending Slavery and Trafficking (BEST)* works with businesses to adopt and implement anti-trafficking policies in business. In the last year, BEST piloted a program in King County involving hoteliers in human trafficking prevention. The pilot program had over 100 attendees at our first training, including 71 hotel owners and managers. BEST reports that 94 percent of the managers who'd never provided training for their staff said that they would begin providing training for their staff to identify and prevent human trafficking. BEST is now replicating this project in four new counties in Washington.
- *The Washington Anti-Trafficking Response Network (WARN)* provides direct assistance to victims of trafficking. It is a coalition of organizations in Washington State working together to serve victims of trafficking and increase victim identification and comprised of the following organizations:
 - International Rescue Committee – Seattle
 - API Chaya
 - Refugee Women's Alliance
 - YouthCare
 - Lutheran Community Services Northwest – Spokane
 - Project – Yakima
- *Organization for Prostitution Survivors (OPS)* empowers and assists individuals in or out of the life of prostitution and creates opportunities for healing through supportive services, peer mentoring, advocacy, providing a compassionate, non-judgmental environment where survivors can engage in partnership about their experiences to strengthen self-acceptance, growth, and healing.
- *Seattle Against Slavery (SAS)* fosters collaboration in the fight against human trafficking through education, advocacy, and mobilization; provides training and educational sessions on labor trafficking, sex trafficking, supply chain awareness, and men's accountability, human trafficking 101 trainings in universities, schools, faith organizations, and businesses throughout the Seattle area
- *YouthCare* provides dedicated beds in emergency shelter to minors who have experienced sexual exploitation, offering the specialized, wrap-around services for traumatized young people including intensive case management, counseling, education in the nation's first public school developed for sexually exploited youth, and employment training and paid internships.

Human Trafficking Key Facts: the National Human Trafficking Resource Center Hotline connects callers to resources, including law enforcement, services, and information about the crime of human trafficking. The NHTRC reports the following data:

- The NHTRC experienced a 259 percent increase in calls between 2008 and 2012
- In five years, the NHTRC received reports of 9,298 unique cases of human trafficking

- The three most common forms of sex trafficking reported to the hotline involved pimp-controlled prostitution, commercial-front brothels, and escort services; labor trafficking was most frequently reported in domestic work, restaurants, peddling rings, and sales crews
- 41 percent of sex trafficking cases and 20 percent of labor trafficking cases referenced U.S. citizens as victims
- Women were referenced as victims in 85 percent of sex trafficking cases, and men in 40 percent of labor trafficking cases

These are just a few examples of the many different entities, services, and programs working on the issues of Human Trafficking. For more details on activities and organizations, please see the links section below.

ATTACHMENTS

1. Commercially Sexually Exploited Children Infographic
2. Warning Signs for Commercially Sexually Exploited Youth
3. Ending Sexual Exploitation by Ending Demand
4. The Role of Human Trafficking Awareness Campaigns

LINKS

1. Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States
<http://www.ovc.gov/pubs/FederalHumanTraffickingStrategicPlan.pdf>
2. Department of Homeland Security Human Trafficking 101 Training:
http://www.dhs.gov/xlibrary/training/dhs_awareness_training_fy12/launchPage.htm
3. National Human Trafficking Resources Center/Polaris Project:
<http://www.polarisproject.org/index.php>
4. Additional details on federal agency activities and accomplishments:
<http://www.state.gov/j/tip/rls/reports/2013/207198.htm>
5. Center for Children and Youth Justice Project Respect
<http://www.ccyj.org/initiatives/project-respect/>
6. Businesses Ending Slavery and Trafficking
<http://www.bestalliance.org/>
7. Washington Anti Trafficking Response Network
<http://warn-trafficking.org/>
8. Seattle Against Slavery
<http://www.seattleagainstsavery.org/>
9. YouthCare
<http://www.youthcare.org/>
10. National Human Trafficking Resources Center/Polaris Project Data & Trends
<http://www.polarisproject.org/resources/hotline-statistics/human-trafficking-trends-in-the-united-states>