## STAFF REPORT

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| **Agenda Item:** | 5 | **Name:** | Scarlett Aldebot-Green |
| **Proposed No**.: | 2015-B0162 | **Date:** | September 1, 2015 |

**SUBJECT**

A briefing on the Human Trafficking Awareness Campaign report in response to Motion 14083.

**SUMMARY**

Motion 14083 was unanimously passed by the Metropolitan King County Council on February 24, 2014. It requested the King County Executive to support efforts to combat human trafficking and the commercial sexual exploitation of children through the development and placement of human trafficking outreach information in certain locations across King County including in county facilities, where trafficked individuals and the public might see the materials, with the goal of increasing awareness about these issues and providing a potential lifeline for individuals who have been trafficked.

The report on the campaign outlines the creation of the motion team, who collaborated on the work requested in the motion, and the work performed pursuant to Motion 14083. Despite minor deviations from the requirements outlined in the motion, the report evidences the work undertaken to have fulfilled the substantive requirements of the motion.

In addition to outlining the work of the motion work group, the report describes three additional findings that emerged from the work group's discussions and analyses, which they proffer for consideration under the following titles: Intentional Planning and Coordination, Strategic Action Plan and Staffing Assessment.

**BACKGROUND**

**Human Trafficking Generally**

Under federal law, human trafficking victims include adults who are eighteen or over and who are induced into commercial sex through force, fraud, or coercion, children under 18 induced into commercial sex and children and adults induced to perform "labors and services" through force, fraud, or coercion.[[1]](#footnote-1) Statistics on human trafficking are difficult to pin down. Most in the field understand the crime to be significantly under-reported and understand estimates available to reflect an incomplete picture. The International Labor Organization (ILO) estimates that there are 20.9 million victims of human trafficking globally, of which it estimates 55% are women and girls.[[2]](#footnote-2) Statistics from the National Human Trafficking Resource Center (NHTRC) show 500 calls to its hotline from Washington State and 122 human trafficking cases in Washington State in 2014, of which 99 were sex trafficking related and 15 were labor trafficking related.[[3]](#footnote-3) As of March 31, 2015, NHTRC's hotline had received 5,212 calls and Washington State had reported 24 cases.

The 2008 Washington State Task Force Report on the Trafficking of Persons noted that at that time trafficking had occurred in 18 Washington State counties.[[4]](#footnote-4) In a 2014 country-wide assessment of legal frameworks, Polaris, a human trafficking policy and advocacy organization, identified Washington State as a tier one state, indicating its having a legal regime that included all ten categories of state statutes the organization identified as "critical to a comprehensive anti-trafficking legal framework." [[5]](#footnote-5) While this rating does not provide for implementation or efficacy, it does recognize the existence of a framework in Washington State that includes laws in the following categories: Sex Trafficking; Labor Trafficking; Asset Forfeiture for Human Trafficking; Investigative Tools for Law Enforcement; Training on Human Trafficking for Law Enforcement; Human Trafficking Commission or Task Force; Lower Burden of Proof for Sex Trafficking of Minors; Posting of a Human Trafficking Hotline; Safe Harbor - Protecting Sex Trafficked Minors; Victim Assistance; Access to Civil Damages; and Vacating Convictions for Sex Trafficking Victims.[[6]](#footnote-6) Thus, in addition to being the first state to criminalize human trafficking in 2003, Washington State is recognized as having some of the strongest anti-human trafficking laws in all 50 states. In King County, work on the issue of human trafficking has included a range of initiatives over the years. The report outlines some of these, which include work by the King County Prosecutor's Office focusing on reducing demand for commercial sex, work by the King County Sherriff's Office Street Crimes Unit to make reduction of child sexual exploitation an area of emphasis, work by King County Metro Transit in 2011 in creating Safe Place locations aboard Metro Transit buses and, in answer to Motion 13694 in 2012, launching an anti-trafficking transit public awareness campaign involving over 200 buses, among other work.

**King County's Human Trafficking Awareness Campaign per Motion 14083**

Motion 14083 requested that the executive:

 1. Develop human trafficking awareness materials that clearly displayed contact

 information for an existing national anti-human trafficking or exploited children organization and included a telephone number and email address;

 2. Make those materials accessible in multiple languages based on input from the Washington Anti-Trafficking Response Network (WARN);

 3. Effectuate the campaign by January 11, 2015, to correspond with Anti- Human Trafficking Awareness Day; and

 4. Transmit to Council by September 18, 2014 a report on the implementation of the campaign that included:

 a. A list of the King County facilities that will display the materials and their locations throughout King County;

 b. A list of partner entities that have agreed to display the materials and their locations throughout King County and a memoranda of agreement or other documentation necessary to enable postings to occur;

 c. Identification of an ongoing process to invite future partner entities to display the human trafficking public information materials; and

 d. A plan for ensuring that the posting of human trafficking public information materials occurs on an ongoing basis.

The Human Trafficking Awareness Campaign report was transmitted to council on February 28, 2015. It outlines the Executive's approach, which was informed by the key components of a successful public outreach campaign as enumerated by the National Human Trafficking Resource Center's (NHTRC) online training on conducting public outreach campaigns. The campaign report also outlines the work team assembled. That team included representatives from Washington Anti-Trafficking Response Network (WARN), King County Transit Division, King County Sheriff's Office, King County Department of Community and Human Services, King County Public Health-Seattle and King County, King County Council, King County Superior Court, and King County Prosecutor's Office. According to the report, the work group collaborated to develop and implement the outreach campaign including selecting materials and determining potential placement sites. By consensus, the group selected for dissemination a poster produced by Seattle Against Slavery and WARN, which was made available at no charge to King County through WARN, as this would maximize and leverage existing materials. An image of that poster is in Appendix A of the attached report. The poster has the phone number for the NHTRC hotline and is available in seven languages, including English. NHTRC is a national anti-trafficking hotline and resource center that serves victims and survivors of human trafficking as well as the anti-trafficking community in the United States; the toll-free hotline is available to answer calls from anywhere within the U.S., 24-hour hours a day, every day of the year in over 200 languages using a 24-hour tele-interpreting service. There is no email address on the poster because, in order to conserve resources, the county used a pre-existing poster design. Seattle Against Slavery consulted with staff on placement of the materials and their volunteers collaborated with the workgroup to deliver the posters to facilities and locations county-wide. According to DCHS, the campaign was underway by January 11, 2015.

Appendix B of the report outlines the organizations that, as of the writing of the report, have agreed to participate in the campaign and post the materials, including their King County locations. DCHS staff note that since that time additional agencies have chosen to participate. The report does not include a memoranda of agreement or other documentation necessary to enable the postings to occur but notes that the work group determined that a formal memoranda was not necessary for this campaign and that agreement by email would suffice.

Motion 14083 also required that the report identify an ongoing process to invite future partner entities to participate in the campaign by displaying materials and a plan for ensuring that postings occur on an ongoing basis. The report notes that the work initiated by the motion is ongoing both in terms of receiving input and requests from the community and conducting outreach to potential campaign partners. For 2015, the report notes that staff has been designated within DCHS to continue to track and monitor the campaign. The report points out that there is no specific provision beyond 2015 in terms of staffing and it notes a need for Executive departments to review staffing plans and workloads to identify staff that may potentially be detailed to human trafficking planning and analysis, rather than assigning staff to this work on an ad hoc basis. The report identifies a need to take a holistic approach in this assessment that accounts for a context of declining revenues, workload impacts, emerging priorities, and the department budget process.

Additionally, while not required by Motion 14083, the work group's conversations and analysis led to the identification of three additional findings. These are included in the report and are as follows:

Intentional Planning and Coordination: The report advances the idea that the issue of human trafficking and the county's response would benefit from intentional planning, collaboration, and potential coordination of all the activities related to human trafficking across King County government.

Strategic Action Plan: The report notes that the county may consider working collaboratively with stakeholders both internal and external to the county to create a comprehensive strategic action plan that articulates the county's direction or path in this area of work.

Staffing Assessment: The report notes that a staffing assessment and subsequent permanent staff allocation may be appropriate to facilitate ongoing coordination of this work.

**ANALYSIS**

The report notes that the work completed substantively complied with the requirements of Motion 14083. Staff has identified three deviations from the requirements of Motion 14083: the date of the report's transmittal, later than the deadline outlined in the motion, the lack of an email address on the poster and the decision to forego a formal memoranda of agreement in lieu of email assent to participation from partnering agencies and organizations. None of these requirements appear to have had a pejorative impact on the ability to launch the campaign. In terms of email vs. memoranda agreement, the present staffing model and the campaign's extensive use of volunteers for dissemination, are more in line with a less formal agreement, as determined by the work group. With regards to the missing email address on the poster, it is unclear whether there is any impact related to this omission.

Lastly, the limits of the ad hoc staffing model and plan presented may pose limitations beyond 2015 to the department's ability to ensure both, that the posting of human trafficking public information materials occurs on an ongoing basis and that this work is well-coordinated with other county-wide, regional and state efforts in this field.

**CONCLUSION**

The reported activities appear to fulfill the substantive requirements of Motion 14083.

**INVITED:**

* Kelli Carroll, Strategic Policy Advisor, Mental Health and Chemical Dependency Services, Department of Community and Human Services
* Robert Beiser, Executive Director, Seattle Against Slavery
* Kathleen Morris, International Rescue Committee Program Manager, Washington Anti-Trafficking Response Network

**ATTACHMENTS:**

1. Human Trafficking Awareness Campaign: Response to Motion 14083
2. Transmittal Letter dated February 28, 2015
1. See Trafficking Victims Protection Act (TVPA) of 2000 (<http://thomas.loc.gov/cgi-bin/query/D?c106:5:./temp/~c106GZiZXT>::) and Trafficking Victims Protection Reauthorization Act of 2013 (TVPRA 2013), passed as an amendment to the Violence Against Women Act (VAWA) (https://www.congress.gov/bill/113th-congress/house-bill/898). [↑](#footnote-ref-1)
2. International Labor Organization, "ILO Global Estimate of Forced Labour: Results and Methodology," available at http://www.ilo.org/wcmsp5/groups/public/---ed\_norm/---declaration/documents/publication/wcms\_182004.pdf. [↑](#footnote-ref-2)
3. National Human Trafficking Resource Center, "Hotline Statistics," available at http://www.traffickingresourcecenter.org/states. [↑](#footnote-ref-3)
4. Office of Crime Victims Advocacy, "Washington State Task Force against the Trafficking of Persons," State of Washington Community, Trade and Economic Development available at http://www.commerce.wa.gov/Documents/OCVA-HT-2008-HT-Report.pdf. [↑](#footnote-ref-4)
5. Polaris, "Washington State Report: State Ratings 2014," available at http://www.polarisproject.org/storage/documents/2014\_State\_Reports/Washington\_State\_Report.pdf. [↑](#footnote-ref-5)
6. Ibid. [↑](#footnote-ref-6)