



# Commercially Sexually Exploited Children Statewide Coordinating Committee

**FINAL REPORT  
TO THE WASHINGTON STATE  
LEGISLATURE**

**June 2023**

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## Background

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The Commercially Sexually Exploited Children (CSEC) Statewide Coordinating Committee (CSEC Committee) was created by the Legislature in 2013 to address issues of exploited youth (RCW 7.68.801). For the past 10 years, the CSEC Committee has been a valuable forum for collaborative discussion and creative thinking about local and regional practices, statewide laws, challenges, ideas for addressing survivors' needs, and successes.

CSEC Committee members included representatives from the Attorney General's Office, the Legislature, state and local agencies, criminal justice entities, and advocacy organizations.

## CSEC Committee Membership

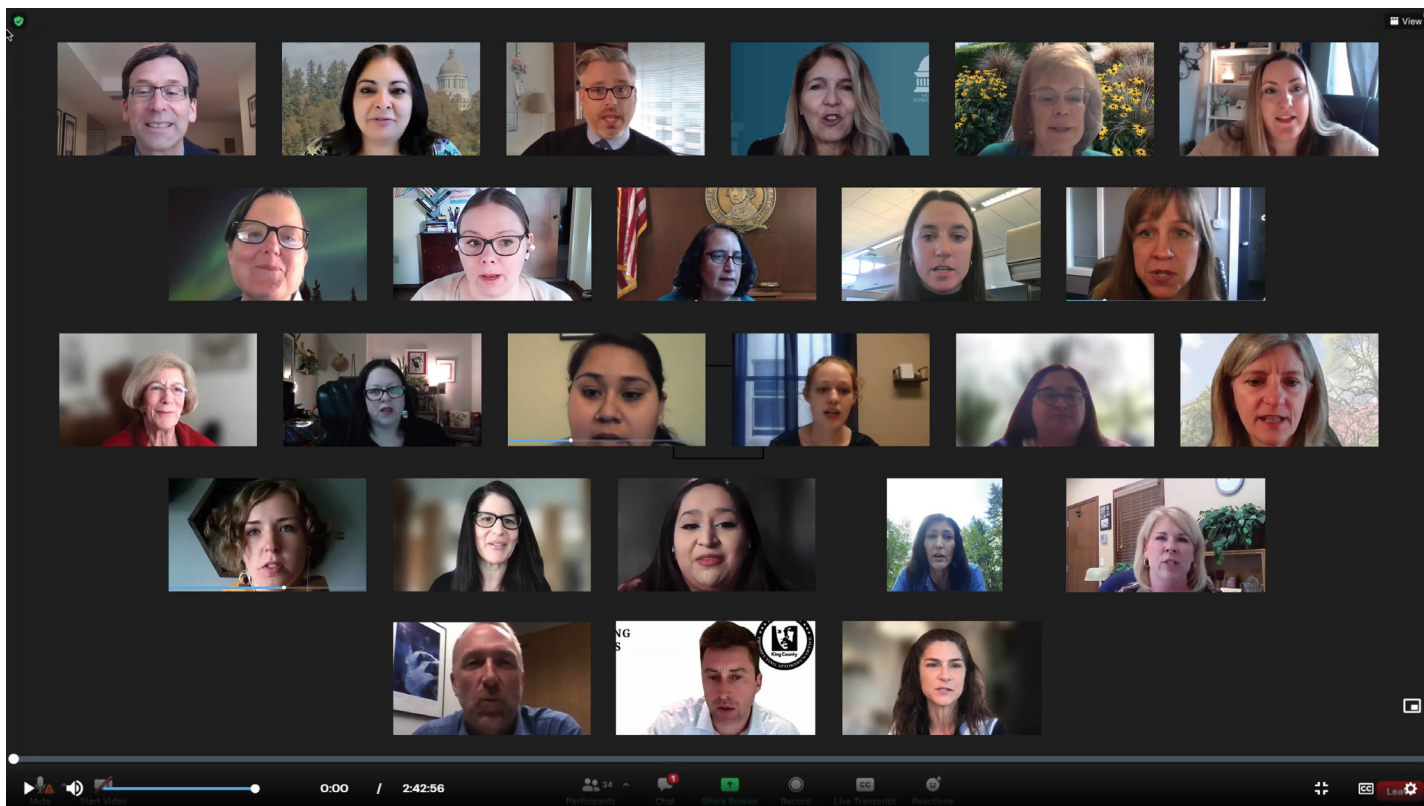
Member	Affiliation (RCW 7.68.801(2))
<b>Rep. Tina Orwall</b> (D-33 <sup>rd</sup> LD)	Member of Democratic House caucus
<b>VACANT</b> (formerly Rep. Vicki Kraft, R-17 <sup>th</sup> LD)	Member Republican House caucus
<b>Sen. Manka Dhingra</b> (D-45 <sup>th</sup> LD)	Member of Democratic Senate caucus
<b>Sen. Judy Warnick</b> (R-13 <sup>th</sup> LD)	Member of Republican Senate caucus
<b>Sydney Forrester</b> , Senior Policy Adviser, Human Services, Office of the Governor	Office of the Governor
<b>Cameron Norton</b> , Missing and Exploited Youth Program Manager   Adolescent Programs, Department of Children, Youth and Families (DCYF)	Designee of the Secretary of DCYF
<b>Jedd Pelander</b> , J.R. Program Administrator, Juvenile Rehabilitation, Department of Children, Youth and Families (DCYF)	Designee of the Secretary of the Juvenile Rehabilitation Administration
<b>Kyle Wood</b> , Assistant Attorney General, Anti-Human-Trafficking and Anti-Child-Exploitation Coordinator, Attorney General's Office	Designee of the Attorney General
<b>Andrea Wessel</b> , Sexual Health Education Program Specialist, Office of Superintendent of Public Instruction	Designee of the Office of Superintendent of Public Instruction
<b>Steve Strachan</b> , Executive Director, Washington Association of Sheriffs & Police Chiefs (WASPC)	Executive Director of WASPC
<b>Kris Goheen</b> , Special Investigations Program Manager, Criminal Justice Training Commission (CJTC)	Designee of the Executive Director of the CJTC
<b>Coreen Schnepf</b> , Senior Prosecuting Attorney, Pierce County Prosecuting Attorney's Office <u>Alternate:</u> <b>Ben Gauen</b> , Senior Prosecuting Attorney, King County Prosecuting Attorney's Office	Representative of the Washington Association of Prosecuting Attorneys
<b>George Yeannakis</b> , Special Counsel, Washington State Office of Public Defense	Designee of the Executive Director of the Office of Public Defense
<b>VACANT</b>	Representative of community service provider that provides direct services to CSEC
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<b>Linda Smith</b> , Founder and President, Shared Hope International	Representative of nongovernmental organizations familiar with the issues affecting CSEC
<b>Hon. Maryann C. Moreno</b> , Spokane County Superior Court	Designee of the president of the Superior Court Judges' Association
<b>VACANT</b>	Designee of the president of the Juvenile Court Administrators
<b>Hon. Kristin Ballinger</b> , King County Superior Court	Regional Task Force chair ( <b>King County</b> )
<b>Alicia Elias</b>	Regional Task Force chair ( <b>Skagit County</b> )
<b>Abigail Larson</b> , Lutheran Community Services	Regional Task Force chair ( <b>Inland Northwest</b> )
<b>JoDee Garretson</b> , Support, Advocacy & Resource Center (SARC)	Regional Task Force chair ( <b>Tri-Cities</b> )

Member	Affiliation (RCW 7.68.801(2))
<b>Carlos Saldivar</b> , Casey Family Programs, Yakima,	Regional Task Force co-chair ( <b>Yakima County</b> )
<b>Erin Deery</b> , MDT Coordinator at Children’s Advocacy Center of Yakima County	Regional Task Force co-chair ( <b>Yakima County</b> )
<b>Hon. Melissa Hemstreet</b> , Kitsap County Superior Court	Regional Task Force co-chair ( <b>Kitsap County</b> )
<b>Magdalena Pratt</b> , Deputy Prosecuting Attorney, Kitsap County Prosecuting Attorney’s Office	Regional Task Force co-chair ( <b>Kitsap County</b> )
<b>Karyn Kameroff</b> , Director of Human Services; Cowlitz Indian Tribe	Regional Task Force co-chair ( <b>Clark County</b> )
<b>De Stewart</b> , YWCA	Regional Task Force co-chair ( <b>Clark County</b> )
<b>Tammy Michelson</b> , Vancouver Police Department	Regional Task Force co-chair ( <b>Clark County</b> )
<b>VACANT</b>	Regional Task Force chair ( <b>Pierce County</b> )
<b>Cindi Buchanan</b> , Juvenile Probation Counselor, Cowlitz County	Regional Task Force chair ( <b>Cowlitz County</b> )
<b>Kate Walden</b> , Cocoon House	Regional Task Force chair ( <b>Snohomish County</b> )
<b>Jeri Moomaw</b> , Founder and Executive Director, Innovations Human Trafficking Collaborative	Regional Task Force chair ( <b>Thurston County</b> )
<b>Elizabeth Hart</b> , Domestic Violence and Sexual Assault Services	Regional Task Force chair ( <b>Whatcom County</b> )
<b>Nina Taylor</b>	Representative of Connections Center for Healthy Families
<b>Ann Carey</b>	Representative of criminal defense bar
<b>Rachel Sottile</b> , President & CEO, Center for Children & Youth Justice (CCYJ)	Representative of CCYJ
<b>Rick Torrance</b> , Washington State Department of Commerce Office of Crime Victims Advocacy (OCVA)	Representative of OCVA
<b>Paula Reed</b> , Executive Director, Children’s Advocacy Centers of Washington	Executive Director of the Children’s Advocacy Centers of Washington
<b>VACANT</b>	Representative of an organization that provides inpatient chemical dependency treatment to youth
<b>Leslie Blake</b> , Sea Mar Community Health Centers	Representative of an organization that provides inpatient chemical dependency treatment to youth
<b>Kyra Doubek</b> , Executive Director, Washington Trafficking Prevention	A survivor of human trafficking
<b>Liletha Williams</b> , Co-Founder of the Survivor Impact Group (SIG)	A survivor of human trafficking
<b>Brittany Gregory</b>	A representative of the Administrative Office of the Courts
<b>Soleil Muñiz</b>	The executive director of the Washington Coalition of Sexual Assault Programs

## CSEC Committee's May 2022 Meeting

The CSEC Committee met remotely on May 9, 2022. Following remarks from Attorney General Bob Ferguson, the CSEC Committee heard reports from regional human trafficking task forces from across the state, received an update from the Department of Children, Youth, & Families Exploited Youth Program, and heard a presentation on federal efforts to fight Commercial Sexual Exploitation (CSE) from Special Agent Steve Vienneau of the FBI.

TVW broadcasted the meeting and links to the agenda and a recording of the meeting are available on the Attorney General's website: <https://www.atg.wa.gov/commercially-sexually-exploited-children-statewide-coordinating-committee>.



## “Safe Harbor” Law

The CSEC Committee heard a report from Cameron Norton, program manager for the Department of Children, Youth, and Families (DCYF) Missing & Exploited Youth (MEY), Adolescent Programs (see Appendix A). One of the highlights of Cameron’s presentation was the reported progress in implementing the “Safe Harbor” law.

Effective June 11, 2020, RCW. 7.68.380 tasked DCYF with administering funding for two receiving center programs for commercially sexually exploited youth—one located on the West side of the Cascade Mountains and one on the East.

The centers are directed to provide the following services for people 12-17 years old:

- Case management;
- Substance abuse and mental health screening;
- Short-term evaluations accessible twenty-four hours per day seven days per week; and
- Individual counseling.

During the meeting, the task force discussed the East side receiving center in Spokane and the work they did in 2022. Representative Orwall and other CSEC Committee members expressed gratitude and excitement about this positive development.

The West side receiving center has not yet come to fruition because no providers have responded to Requests for Proposal (RFPs). Feedback solicited by the King County Regional CSEC Task Force (see pages 6-7 for a discussion of other geographic CSECs) cites inadequate funding and burdensome licensing requirements as the primary reasons potential bidders have declined to apply.

Despite slow progress implementing a Western Washington receiving center, the Committee noted that passage of the Safe Harbor law was a major policy achievement and an important step forward in supporting youth survivors of commercial sexual exploitation.

## Regional Task Force Concerns

The Center for Children and Youth Justice (CCYJ) supports CSEC task forces around the state committed to serving exploited youth in specific geographical regions.

Commercially Exploited Children/Youth task forces were created throughout Washington state to adapt and implement the Model Protocol for Commercially Sexually Exploited Children in their regions.<sup>1</sup>

Initially introduced in 2013, the Model Protocol was developed in partnership by CCYJ and YouthCare to provide guidance for responding to CSEC/Y cases in a victim-centered, trauma-informed, and culturally sensitive manner.<sup>2</sup>

A task force consists “of individuals who respond to, serve, or have oversight for or impact on prostituted children. The primary responsibility of the task force is to foster a coordinated community response to CSEC.”<sup>3</sup>

The Committee received reports from task forces representing the following regions: Clark County, Spokane County, King County, Kitsap County, Grays Harbor County, Tri-Cities, Thurston County, Snohomish County, Skagit County, and Whatcom County.

Task force representatives discussed progress, challenges, and wish lists. Several cited similar areas of concern, namely: inadequate housing options for affected youth; the inability to serve those over the age of 18; and the need for a universal screening tool.

### Housing Needs for Affected Youth

Task force members discussed that this is an ongoing problem with no obvious solution.

### Universal Screening Tool

Exploited children are not obviously identifiable and youth self-disclosure alone is not an adequate measure. Thus, professionals who work with youth need screening tools to accurately identify exploitation.

Judge Regina Cahan reported to the Committee that the King County CSEC task force received a 3-year federal Office for Victims of Crime (OVC) grant dedicated to bringing the Commercial Sexual Exploitation Identification Tool (CSE-IT) universal screening tool to King County Juvenile Court and Family Court Truancy Programs. Rachel Sottile, President and CEO of CCYJ referred to this grant as a “game changer.”

### Services for Survivors Over the Age of 18

The CSEC Committee recognized that the needs of commercially sexually exploited people do not terminate at the age of 18, but some available resources do.

In its 2023 session, the Legislature passed Substitute Senate Bill 5114 to address this concern. The bill directs OCVA to administer funding for healing, support, and transition services for adults with the lived experience of sex trafficking.<sup>4</sup>



## **Thank You to CSEC Committee Members**

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Thanks to all who participated in the CSEC Committee for your dedication and willingness to address child trafficking issues and for your continued time and efforts devoted to child victims. Although the CSEC Committee will cease as a legislatively-mandated entity, all are encouraged to continue discussions and efforts to end child exploitation and to support survivors of exploitation.

## Appendix A

Appendix A is shared with permission by Cameron Norton.

# Department of Children Youth and Families

## Missing and Exploited Youth Program

### Year in Review

Statewide Coordinating Committee

May 2022

[www.dcyf.wa.gov](http://www.dcyf.wa.gov)



## OVERVIEW

1. House Bill 1775 – Safe Harbor
2. Missing & Exploited Youth Program
  - Meet the Staff
  - Partnerships & Collaboration
3. DCYF Data
4. Receiving Centers
5. Looking Forward



## Appendix A

### House Bill 1775 – Services

DCYF to provide services to youth suspected to be Commercially Sexually Exploited and youth can decide whether to engage; in doing so, it may provide:

- At least one liaison position in each region where receiving centers are located
- One statewide program manager
- A designated person responsible for supporting CSE youth in regions where there is not a liaison
- Coordinate appropriate community based services following discharge of CSE youth

HB1775:

<https://app.leg.wa.gov/billsummary?BillNumber=1775&Year=2019&Initiative>

CSEC Statewide Coordinating Committee:

<https://www.atg.wa.gov/commercially-sexually-exploited-children-statewide-coordinating-committee>



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### House Bill 1775 – Services

DCYF to administer two receiving centers (west/east side) for Commercially Sexually Exploited youth age 12-17:

- Utilize existing facilities and not construct new ones
- Case management
- Short-term evaluation 24/7 that can meet immediate needs
- Assess youth for mental health and substance use disorder
- Individual and group counseling

HB1775:

<https://app.leg.wa.gov/billsummary?BillNumber=1775&Year=2019&Initiative>

CSEC Statewide Coordinating Committee:

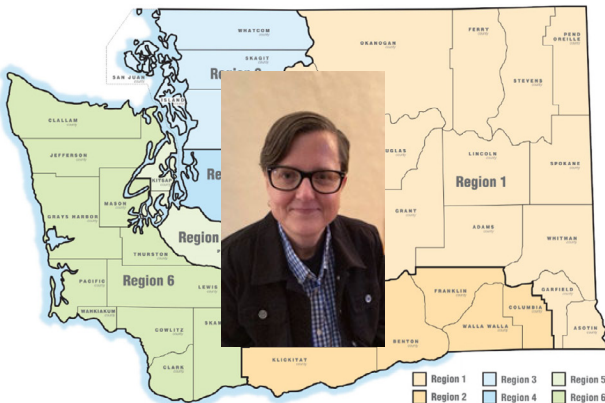
<https://www.atg.wa.gov/commercially-sexually-exploited-children-statewide-coordinating-committee>



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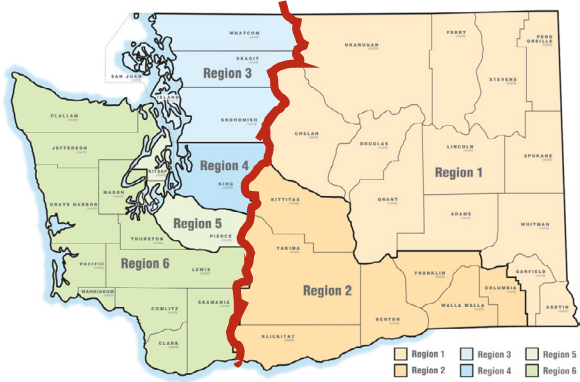
Appendix A



**Missing & Exploited Youth (MEY)  
Program Manager  
Cameron Norton**

- Working in social services since 1991 – extensively with “at-risk” and state dependent youth in various settings
- Joined DCYF in 2008 – working in, then supervising Family Reconciliation, Family Voluntary Services, and Child Protective Services
- MEY Program Manager – starting December 2020

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**Judy Johnston, MAIS  
MEY Liaison-West**  
Lived experience subject matter expert, providing direct social services since 1989.

**Mabel Elsom, M.Ed.  
MEY Liaison-East**  
Developed and implemented the first HTTF in Eastern Washington, providing direct social services since 1998.

Both Hired May 2021

Washington State Department of CHILDREN, YOUTH & FAMILIES

Appendix A

### Program Manager

Developing & Fostering Community Connections

- Facilitate Work Groups with Community Partners
- Office of Homeless Youth
- Office of Crime Victim Advocacy
- Collaboration and Consultation with Wellspring Living in Atlanta, Georgia and DCF in Nevada as to Safe Harbor and Receiving Centers.
- MMIWP Task Force Sub Committee Meetings through Washington State Patrol connections.

Actively Participating in Regularly Scheduled Meetings RE:CSEC

- Statewide Steering Committee
- OCVA Statewide Committee
- Regional Task Forces

DCYF

- Program Oversight for MEY, CSEC, and MFC.
- Collaboration and Partnerships with Regional MFC and CSEC Staff and Leadership
- Community Connections
- Policy Updates and Data Improvement
- LGBTQIA+ Committee and Lead for Adolescent Programs

### West Side Liaison

Developing & Fostering Community Connections

- Tribal, military, city, faith-based and non-profit community victim advocates
- Local and County Court Staff
- Local LE, Washington State Patrol, FBI and Homeland Security
- Housing and Shelter Programs
- Hospitals & Medical Programs

Actively Participating in Regularly Scheduled Meetings RE:CSEC

- 6 MDT /case review meetings- to include 1 Child Advocacy Center
- 8 Task Forces
- Cedar Rising Coalition

DCYF

- Consultation
- Providing Individualized Resources
- Community Connections

Appendix A

### East Side Liaison

Developing & Fostering Community Connections

- Tribal and non-profit community victim advocates
- Local and County Court Staff
- Local LE, Washington State Patrol, FBI and Homeland Security
- Housing and Shelter Programs
- Hospitals, Medical & Mental Health Programs

Actively Participating in Regularly Scheduled Meetings RE:CSEC

- 6 MDT /case review meetings- to include 5 Child Advocacy Centers
- 2 Task Forces
- Spokane Homeless Coalition
- Spokane County Continuum of Care’s Youth Subcommittee

DCYF

- Consultation
- Providing Individualized Resources
- Community Connections

### Partnerships: Receiving Center Admissions Work Group

Starting in September of 2021, DCYF convened a cross-sector work group to establish protocols for receiving center admission that **prioritizes law enforcement** as specified by HB 1775. The work group also established policies and procedures to ensure equitable access to the 6 beds for all youth at significant risk or experiencing sexual exploitation.

Appendix A

## Partnerships: DCYF “Cell Phone” Workgroup

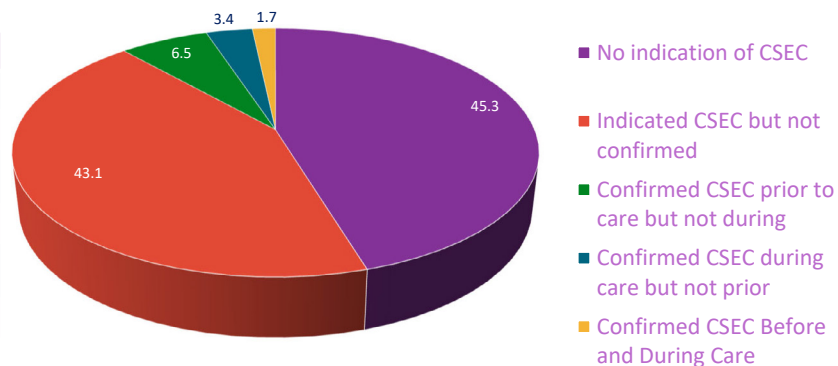
This group began convening in October 2021 and concluded April 2022

The findings from the Subcommittee survey suggest:

1. CSEC investigations have decreased
2. Barriers to accessing cell phones is more closely related to perceived effects of changes in the laws on Probable Cause and Use of Force
3. LE reported that establishing probable cause for a crime other than that of prostitution can provide an effective method to searching a cellphone
4. Using a victim centered approach and establishing trust and rapport may lead minors to voluntarily provide their phones without having to rely on arrests
5. Need for comprehensive training on Safe Harbor and related issues
6. Safe Harbor does appear to be working in some areas in the state, but it is not at all consistent.
7. The need for CSEC resources for LE cannot be emphasized enough; it will be difficult for Safe Harbor to succeed and for CSEC to be kept safe without them.

## CSEC Assessment Outcomes- CY 2021 n=919 Assessments

No Indication of CSEC	416	45.3%
Indicated CSEC but not confirmed	396	43.1%
Confirmed CSEC prior to care, but not during	60	6.5%
Confirmed CSEC, but not prior	31	3.4%
Confirmed CSEC Before & During Care	16	1.7%
	919	



Appendix A

DCYF - Youth identified as Missing From Care during Calendar Year 2021

	Total Count of Children (throughout Calendar Year 2021)	% of Youth who had runs documented
Region 1	2,219	2.4%
Region 2	1,308	3.9%
Region 3	1,548	3.0%
Region 4	2,067	2.7%
Region 5	2,261	3.7%
Region 6	2,728	4.9%
State	12,241	3.5%

**Notes:** Count of Children include all children in DCYF Custody throughout CY 2021, ages 0-17. The % of Youth with Runs is an unduplicated count of youth who are/were on the run during the selected period



**Source:** DCYF, OIAA, CW Reporting, Missing From Care Summary  
**Date:** 04/12/2022



**DAYBREAK**  
youth services  
igniting hope • saving lives

“Daybreak has been successfully treating teens for substance use disorder and mental health challenges since 1978. We are committed to serving teens and their families, and have become an innovative leader in the adolescent mental health and substance abuse treatment field. We provide Inpatient, Outpatient, and Crisis Stabilization services in Eastern and Western Washington. Daybreak serves more than 1,000 youth each year.”

<https://daybreakyouthservices.org>





Appendix A

## EAST SIDE CSEC RECEIVING CENTER

- An independent program run by Daybreak, launched as a joint effort with DCYF.
- Specifically serves Commercially Sexually Exploited Children/Youth or those who are at risk, ages 12-17 years old of any gender.
- Differs from shelters or other services in that it offers assessments for mental health and substance use disorders within 72 hours, followed by a referral.
- Is voluntary and youth receive case management, discharge planning, and referrals to other housing as needed with the possibility for up to 30 days of individual and group counseling in a therapeutic environment
- Daybreak 24/7 hotline: 509-879-0744  
Daybreak website: <https://daybreakyouthservices.org/programs/csec-center/>

## West Side Receiving Center

Request For Proposals for a West Side Receiving Center contract were posted twice, once in late 2020 and again for an extended period in early 2021, with no bidders. DCYF is again exploring avenues for reposting, and may hold pre-bid conferences.

The King County CSEC Task Force generated an informal survey to obtain feedback from stakeholders and community providers about the receiving center and found that many eligible applicants did not apply for the RFP as they believed the contract did not provide adequate funding.

The survey also indicated many organizations who worked with commercially sexually exploited children were not eligible to apply for the receiving center contract as they are not licensed as a behavioral health agency through the Department of Health. Receiving licensure as a behavioral health agency can be a lengthy process.

## Appendix A

### Looking Forward

1. DCYF Data Alignment and Routine Reporting
2. Updates to policy
3. West Side Receiving Center Implementation
4. Expanded collaborations and trainings with National, Tribal, State and Regional Partners
5. Developing Mentorship and Transitional Programs for Commercially Sexually Exploited Youth in Washington State

### Thank You!

#### Cameron Norton

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*If you would like copies of this document in an alternative format or language, please contact DCYF Constituent Relations (1-800-723-4831 | 360-902-8060, [ConstRelations@dcyf.wa.gov](mailto:ConstRelations@dcyf.wa.gov))*

## Endnotes

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1 Center for Children and Youth Justice. (June 2021). *Review of Washington State Task Forces Engaged in Ending the Commercial Sexual Exploitation of Children and Youth* at 9. [ReviewofTaskForces\\_UW-EvansSchool\\_June2021.pdf \(ccyj.org\)](#).

2 Id.

3 Center for Children and Youth Justice. (February 2016). *(REVISED) Washington State Model Protocol for Commercially Sexually Exploited Children* at 27. <https://ccyj.org/wp-content/uploads/2018/07/Revised-Protocol-Feb-2016-v2.pdf>.

4 SSB 5114. 2023 Biennium, 2023 Regular Session (Was. 2023). [5114-S.SL.pdf \(wa.gov\)](#)