



Recommended Actions

To Address

Sex Trafficking in Alaska

Ad Hoc NGO Working Group on Sex Trafficking in Alaska

Introduction

Sex trafficking is one form of human trafficking and is considered a modern form of slavery. The Trafficking Victims Protection Act of 2000 (22 USC. 7102) defined sex trafficking as the recruitment, harboring, transportation, provision, or obtaining of a person for the purpose of a commercial sex act, and severe forms as when a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such act has not attained 18 years of age.

The U.S. government estimates that 14,500-17,500¹ individuals from other countries are trafficked into the United States annually for forced labor or sexual exploitation, or both. U.S. citizens and legal residents are also victims of human trafficking, some are moved to other states, moved among communities in their own states and others are held against their will in their own home towns.

According to the U.S. Department of Justice, between 2008 and 2010, federally funded task forces on human trafficking opened 2,515 investigations of human trafficking cases.² Eighty-two percent of the incidents reported involved sex trafficking, 11 percent involved labor trafficking and seven percent were unknown. Eighty-three percent of the victims in the sex trafficking incidents were U.S. citizens. In 2001, researchers estimated that between 244,501 and 286,506 youth in the U.S. to be at risk for commercial sexual exploitation.³

Since 2000, the federal government and states have been proactive in efforts to eradicate human trafficking by establishing task forces, building collaborations across agencies and service fields, training

¹ Clawson, H. Dutch, N., Salomon, A & Goldblatt Grace, L. (2009). *Human trafficking into and within the United States: A review of the literature*. U.S. Department of Health and Human Services.

² Banks, D., & Kyckelhahn, T. (2011). *Characteristics of suspected human trafficking incidents, 2008-2010*. Special Report. U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics.

³ Estes, R. & Weiner, N. (2001) *The commercial sexual exploitation of children in the U.S., Canada and Mexico*. Philadelphia: University of Pennsylvania.

law enforcement and service providers, collecting data, developing prevention strategies, implementing strategies to reduce demand, and establishing innovative ways to support victims.

Alaskans are also taking action. In the 2012 legislative session, the Alaska State Legislature created an official governmental task force to study the topic and updated the definition of sex trafficking:

“A person commits the crime of sex trafficking in the first degree if the person
(1) induces or causes a person to engage in prostitution through use of force.
(2) as other than a patron of a prostitute, induces or causes a person under 20 years of age to engage in prostitution; or
(3) induces or causes a person in that person’s legal custody to engage in prostitution.”⁴

The Ad Hoc NGO Working Group on Sex Trafficking in Alaska

The Ad Hoc NGO Working Group (hereafter referred to as “the Working Group”) on Sex Trafficking was convened by the Cook Inlet Tribal Council (CITC) in May, 2012 when the Alaska First Lady, Sandy Parnell, requested meeting to discuss trafficking of Alaska Native youth. The Working Group consisted of the NGO representatives who attended the meeting. Attendees decided to explore the issue, attempt to develop some recommendations for action, and to reconvene in the fall of 2012.

The Working Group included the following organizations:

- *Cook Inlet Tribal Council*
- *Alaska Immigration Justice Project (AIJP)*
- *YWCA Alaska*
- *Covenant House Alaska*
- *Southcentral Foundation (SCF)*
- *Native American Rights Fund (NARF)*
- *Anchorage Community Mental Health Services (ACMHS)*
- *First Alaskans Institute*
- *Tundra Women’s Coalition (TWC)*
- *Alaska Native Justice Center (ANJC)*

The following entities served in an advisory capacity:

- *The Alaska Department of Juvenile Justice (DJJ)*
- *Anchorage Police Department, Vice Unit (APD)*
- *Federal Bureau of Investigation, Innocence Lost Task Force (FBI)*

The Working Group, convened and staffed by CITC staff member, Lisa Moreno, met as a whole, twice from July to August 2012. The Working Group identified six subgroups: 1) emergency response, 2) prevention, education and outreach, 3) training, 4) data collection 5) statutory review, and 6) overarching strategic framework. With the exception of the strategic framework subgroup, all groups met at least once, in some form. The first three groups—emergency response, prevention, education and outreach and training each met twice. The Native American Rights Fund donated their staff time to complete the statutory and legal review. This report is a presentation of the group’s recommendations.

⁴ *Sec. 8 AS 11.66.110(a)*

Background: Sex Trafficking in Alaska

Since 2001, there have been six prosecutions for sex trafficking—The Crazy Horse case in 2001, Josef Boehm in 2005, Don Webster/Jerry Starr in 2008, and Sabil Mumin Mujahid in 2009. Two additional cases have been indicted more recently, a case in Homer in 2011, and a more recent case for which no details are publically available. These six cases involved a total of 105 victims, 20 percent of whom were Alaska Native. Forty percent of the total victims were minors.⁵ The perpetrators make money off of their victims, a lot of money. The U.S. Department of Labor estimated that Don Webster, aka Jerry Starr, made \$3.6 million off of 13 of his 25 known victims. The agency considered the estimate “conservative”.⁶

In addition, Covenant House Alaska reports that their staff members are informed by their residents of two cases of trafficking and or survival sex from their service population per month.⁷ The Anchorage Police Department reports having made 102 arrests for prostitution from 200 to 2012, and 3 percent of the women arrested were Alaska Native.⁸ Beyond these cases and numbers, little is known about the scope of the problem in Alaska.

In 2008, Alaska was home to the tenth highest concentration of homeless individuals in the U.S.⁹ and in 2002, Alaska had the highest rate of reported forcible rape in the country.¹⁰ The state has one of the five highest rates of child abuse in the country,¹¹ and 58.6 percent of women in Alaska experienced intimate partner violence, sexual violence or both in their lifetimes.¹² The child sexual assault rate for Alaska is more than six times the national average.¹³ Twenty-one percent of Alaskans reported binge drinking in the Behavioral Risk Factor Surveillance System survey in 2010.¹⁴

In research based on interviews with adult and child victims of prostitution and sex trafficking, victims’ vulnerability is caused by trauma related to child sexual abuse, physical abuse and neglect, domestic violence, rape, and vulnerability caused by poverty, homelessness, substance abuse, lack of family structure, gender identity formation, disability, dislocation caused by migration, school failure and lack of opportunity.¹⁵ In thinking about sex trafficking, it is difficult to overstate the impact of childhood abuse and neglect. In the research noted above, researchers found, recurrently, that the vast majority of victims were maltreated as children. If one were to name a single root cause for sex trafficking it would surely be childhood maltreatment. Given the high rates of vulnerability and trauma in the Alaska population, it is possible that Alaska also has a large pool of people at risk of being recruited into sex trafficking.

We know from anecdotal evidence, police investigation and prosecution data that trafficking is happening in Alaska. However, concrete action is stymied by the current paucity of prevalence data and research detailing the occurrence and forms of sex trafficking in Alaska. Designing programs would be

⁵ J. Goeden (personal communication, September 18, 2012)

⁶ J. Goeden. (personal communication, September 14, 2012).

⁷ D. Bline and M. Dompier. (personal communication, June 8, 2012).

⁸ K. Lacey & D. Neer (personal communication, September 18, 2012)

⁹ Justice Center, University of Alaska Anchorage. (2009). *A look at homelessness in Alaska*. *Alaska Justice Forum*, 26(2), pp. 2-5.

¹⁰ Justice Center, University of Alaska Anchorage. (2006). *Forcible rapes and sexual assaults in Anchorage*. *Alaska Justice Forum*, 22(4), Winter 2006.

¹¹ Providence Health & Services. (2012). *Facts about child sexual abuse*.

¹² Justice Center, University of Alaska Anchorage. (2010). *Intimate partner violence and sexual violence in the State of Alaska: Key results from the 2010 Alaska victimization survey*. *Alaska Victimization Survey*. <http://justice.uaa.alaska.edu/avs>

¹³ Martin, S., & Villalobos Melendez, A. (2010) *Youth in Crisis. Characteristics of homeless youth served by Covenant House Alaska*. Institute of Social and Economic Research, University of Alaska Anchorage.

¹⁴ Alaska Division of Public Health. (2010) *Alaska BRFSS highlights 2010*. Department of Health and Social Services, State of Alaska.

¹⁵ Farley, M., Matthews, N., Deer, S., Lopez, G., Stark, C. & Hudon, E. (2011). *Garden of truth: The prostitution and trafficking of Native women in Minnesota*. St. Paul, MN: William Mitchell College of Law.

Estes, R. & Weiner, N. (2001). *The commercial sexual exploitation of children in the U.S., Canada and Mexico*. Philadelphia, PA: University of Pennsylvania.

easier if we knew how, and at what age people in Alaska tend to be recruited, and what services at what points would have helped them escape once recruited. However, there is sufficient national and international research and concrete examples of action from other states in the country to guide the development of a basic framework for action in Alaska in spite of the lack of Alaska specific research. In short, action can be taken in the immediate range while research can be done to inform a longer-range response. For that reason, these recommendations are presented in a phased approach.

Recommendations for Alaska 4-P Response:

PREVENTION, PROTECTION, PROSECUTION & PARTNERSHIP

The United Nations Palermo Protocol and the Trafficking Victims Protection Act of 2000 provided a framework for developing a comprehensive response to trafficking called the three “P”s: prevention, protection, and prosecution. The fourth “P”, “partnership” was added to the framework in 2009. This report will utilize the Four “P” framework, and recommends action in a phased action plan.

Ad Hoc NGO Working Group Recommendations—Phase I

PREVENTION—PHASE I

- **Data Collection**

As mentioned above, without Alaska specific data, developing a response appropriate to Alaska is stymied. A data collection effort should begin with an assessment of known details of trafficking in Alaska and the gaps in our knowledge, based on interviews with anyone who has actually dealt with the existing cases and investigations. In addition, it is important to do a thorough assessment of national, state and local data collection efforts to identify the best ways to track and measure the problem. Once the key measures used elsewhere are identified, the next step would be identifying measures in Alaska that will help us assess and measure this problem. An assessment of the demand for commercial sex and the economics of commercial sex would help inform demand reduction policy development.

An assessment of this type could be contracted out to a research firm for approximately \$40,000. In fact, the McDowell Group has an epidemiologist on staff who worked for the International Organization for Migration in Moldova collecting data from victims of sex trafficking and supporting coordination efforts in the U.S. in Georgia.

- **Public Education--Post the National Hotline Number**

One simple action, posting the national hotline number, could make a world of difference for some victims. Anecdotal information suggests that many victims escape their situation through the use of the hotline. The national human trafficking hotline is a 24-hour hotline and has the capacity for immediate simultaneous translation into a number of languages, including Yup'ik. This number should be publicized around the state in locations that victims may frequent. It should also be posted in multiple languages. Washington State posted the number in bathroom stalls in highway rest stops and included the information in the posters employers were already required to post. Texas required the information posted in all locations where alcohol was sold.

Because many locations may not voluntarily post this number, massage parlors or strip clubs, we propose amending the public accommodations statute (Alaska Statute 18.35) to require the number be posted. This recommendation is discussed in more detail in the memo provided by the Native American Rights Fund.

However, posting the hotline number as a stand alone action is insufficient. The utility of a hotline is exponentially increased if the service providers to which victims will be referred are

fully prepared to receive and support the victims. The service providers also need to coordinate with the hotline to ensure an effective referral process. We recommend that posting the hotline be combined with, and follow, improved community coordination in key locations.

- **Public Education—Earned Media Campaign**

In addition, the public needs to be alerted that this is happening in Alaska. Until more is known and target audiences and messages can be clearly defined, an earned media campaign on the topic would be a worthwhile investment. A simple earned media campaign could include radio shows, and well-timed and well-chosen speaking engagements by high profile and easily recognizable local personalities.

PROTECTION/ INTERVENTION—PHASE I

- **Improve community coordinated emergency response in key locations—Phase I**

When victims are found, a community must respond immediately. Victims need a safe place to stay, and the services needed run the gamut from a toothbrush and clothing to detox and dental care. Coordinated community response teams should be established in key locations to coordinate services across agencies and to provide intensive case management for victims. The goal would be to create a local network of professionals trained on sex trafficking who are able to respond immediately to cases, to communicate regularly about cases, to develop common systems of data collection, common policies and procedures, and information sharing protocols and agreements.

At this point, given the cases prosecuted to date, Anchorage is an obvious location for such a team. Coordination would include agreed upon protocols for collaboration, intake, client tracking, and information sharing. Currently, the FBI's victims' specialist is the only person providing dedicated case management to these victims. As more cases are identified and prosecuted, the existing arrangement will no longer meet the need. In addition, as data is collected, the need for teams in other locations may be identified. Funding for coordinated community response teams should be appropriated.

- **Training**

One of the major barriers to identifying victims is that law enforcement and service providers fail to recognize the individual as a victim of sex trafficking. Currently, law enforcement officers are the main professionals identifying victims. However, not all law enforcement personnel have been adequately trained on sex trafficking. The Department of Public Safety (DPS), Anchorage Police and the FBI have discussed plans to develop protocols for consistent training content across police agencies in Alaska and to develop distance delivery training modules on sex trafficking. The cost of the training was assessed at \$15,000. This should be a top priority.

Victims are currently seeking services. They may show up in child welfare caseloads, in domestic violence and youth shelters, emergency rooms and public health clinics. Service providers, particularly line-level caseworkers in child welfare, youth services, domestic violence, sexual assault, and public benefit services should be trained on the topic and provided clear protocols for response. Emergency room, hospital social workers and staff in reproductive health clinics, mental health and substance abuse treatment counselors, social workers, and public defenders should also be trained. The more professionals trained to identify sex

trafficking victims, the more likely victims will be found. Trainings need to include the specifics of trafficking and consistent protocols on to whom and how to report the information.

- **Ensure Law Enforcement’s continued ability to find victims**

The impact of budget cuts on the ability of local law enforcement agencies and troopers to effectively identify victims should be assessed. The analysis should identify competing priorities, and the funding needed for law enforcement to enhance their effectiveness identifying sex trafficking and sex trafficking victims.

PROTECTION/ INTERVENTION & RESTORATION—PHASE I

- **Language Access**

For victims for whom English is not their first language, access to professional interpreters is vital. All state agencies that could come in contact with limited- or non-English speaking victims should be directed to prioritize developing protocols to ensure access to such services.

PROTECTION/ RESTORATION—PHASE I

- **Ensure Access to Compensation—Phase I**

Ensure eligibility for victims of sex trafficking for compensation from the Alaska Violent Crimes Compensation Board. Sex trafficking and CSEC are not explicitly included in the list of eligible crimes. Also, the five day reporting requirement is likely a barrier, and should be waived for these victims. Victims of sex trafficking should be included with victims of domestic violence, sexual assault and sexual abuse of a minor in the stipulation that the Board “cannot deny a claim based on provocation, use of alcohol or drugs, or prior social history of the victim.”¹⁶

PROSECUTION—PHASE I

- **Training—Phase I**

Training prosecutors, judges and court personnel is vital to successfully treating victims of trafficking as victims, instead of criminals, and to ensuring that traffickers and buyers are appropriately sanctioned. The Department of Law should immediately undertake an assessment to identify opportunities, trainers and funding needs in order to train these professionals. If prosecutors and judges are not on the same page with law enforcement, efforts to appropriately identify victims and investigate sex trafficking cases will be wasted, and the victims will not be treated as such nor will they receive the services that they need. An action plan to implement this training should be developed immediately.

- **Amend Existing Statutes to Include “fraud or coercion” —Phase I**

Currently, Alaska Statute 11.66.110(a)(1) provides that a person commits a crime only if he or she “induces or causes a person to engage in prostitution through the use of force.” Similarly, Alaska Statute 11.41.360(a) describes human trafficking in the first degree as compelling or inducing a person to engage in sexual conduct “by force or threat of force.” In all trafficking statutes, the term “fraud or coercion” should be added after the word “force.” Requiring “force” is simply too restrictive as many pimps do not physically force their prostitutes to work

¹⁶ Alaska Violent Crimes Compensation Board, Alaska Department of Administration. (2012). Eligibility. <http://doa.alaska.gov/vccb/Victims/eligibility.html>

through use of violence or a weapon. Instead, many take the prostitute's identification, threaten them, and make misrepresentations or otherwise deceive or pressure the prostitutes into working for them. Thus, limiting the statute to use of force simply does not represent the full reality of how pimps operate. This point is discussed in more detail in the memo provided by the Native American Rights Fund.

PARTNERSHIP—PHASE I

- **Expand the Role of the Task Force to Address Sex Trafficking to Improve coordination among State agencies—Phase I**

SB 21 established task force to assess the magnitude of the problem and the services available to victims, but it currently only requires one report due on January 15, 2013 and does not provide for any actions following the report. In addition, the task force was unfunded and the involvement by staff the Department of Law, Department of Public Safety and Department of Health and Social Services is collateral duty for those assigned. Similarly constituted task forces in other states are broader in scope, envision multi-year activities and include the design and implementation of State Plan for the prevention of human trafficking. A funded, inter-agency taskforce with multi-year mission could effectively leverage the work of the current taskforce, identify next steps, measure progress and hold agencies accountable for implementation. The task force should also report regularly to the public on State progress toward the elimination of trafficking. This effort should have dedicated staff for the duration of the taskforce. This recommendation is discussed further in the memo provided by the Native American Rights Fund.

Ad Hoc NGO Working Group Recommendations—Phase II

PREVENTION—PHASE II

- **Data Collection**

There are number of ongoing State efforts already collecting data on high-risk behaviors and/or child maltreatment. The Behavioral Risk Factor Surveillance System (BRFSS) and the Youth Risk Behavior Surveys (YRBS) are annual phone surveys tracking risky behavior that leads to disease and accidental injury. There has been some discussion about including questions related to adverse childhood experiences in the BRFSS, which is a move that would help assess the pool of individuals at risk of trafficking. The YRBSS is administered in high schools to track high-risk behavior among youth. It may be helpful if these surveys included some variables on sex trafficking in the future.

In addition, the Alaska Surveillance of Child Abuse and Neglect (SCAN) program may be an additional existing asset in the data collection effort on sex trafficking. Currently, their focus is on maltreatment of children from age 0-8, but they expect to expand the focus in the future to include older youth. In addition, the Alaska Native Epidemiology Center is planning to take part in a national domestic violence survey tracking domestic violence in Native communities. Their survey may provide an additional opportunity to include trafficking variables.

Finally, two studies should be conducted in Alaska as soon as possible. One should collect data from extensive interviews with service providers to learn what line staff members are seeing among their caseloads, and the other should gather data from interviews with women

and youth involved in, leaving prostitution, or who have been trafficked to learn how the process works here in Alaska.

- **Public Education**

Once more data is available, a statewide anti-trafficking campaign should be established. Ideally, the campaign should have a dual focus—targeted prevention messages, and a demand reduction message. If individuals from a particular region of the State are more at risk than others, mini-grants to community groups to develop local campaigns may also be effective. The Alaska Network on Domestic Violence and Sexual Assault (ANDVSA) has significant expertise developing and managing public education campaigns on violence-related topics. ANDVSA estimates that total expenses for a campaign can run between \$50,000 and \$500,000 depending on reach, complexity and staffing needs.

- **Build Resilience In School-aged Youth**

Nationally, the average age of entrance into prostitution is 15, but some youth begin as early as 12. Once there is data to identify where victims are originating, it would be wise to invest in trauma informed programs to build resilience in school-aged youth. One example of such a program is the YWCA's Girls' Circles. Girls Circles is a national and evidenced-based program to help girls build resilience and develop protective factors. The program was recently updated with a trauma informed curriculum. Trauma informed programs designed to support school aged youth and youth at risk for CSEC and trafficking could provide a safe place for youth to process their experiences and acknowledge their strengths. Resilience building programs would be an important element of any strategy to prevent high risk behavior. Taking a program like Girls' Circles to regional hubs would include start up costs of \$60,000 and operational costs of \$50,000 per location.

PROTECTION/ INTERVENTION—PHASE II

- **Clarify Jurisdiction Over Minor Victims**

It is unclear to whom one should report suspected cases of Commercial Sexual Exploitation of children (CSEC). CSEC victims are minors who are being exploited and abused, but the abuse is happening outside the home, often by a third party who is not related to the victim. The State should clarify where the jurisdiction over the welfare of these youth resides, the Office of Children's Services, the Department of Juvenile Justice, or some innovative a collaboration of the two.

- **Safe Harbor Bills**

Currently minors in Alaska can be prosecuted under Alaska Statute 11.66. They should be immune from prosecution because they are below the legal age for responsible decision making. Many states (MN, TX, NY, OH, MA, WA, CT, FL, TN) have passed safe harbor bills or taken other action to protect exploited minors from prosecution. This point is discussed in more detail in the memo provided by the Native American Rights Fund.

PROTECTION/ RESTORATION—PHASE II

- **Vacate Convictions for Victims of Sex Trafficking**

conviction for prostitution follows a person for life, and complicates finding a job and leading a productive life. These consequences should not follow someone whose conviction was the result of human trafficking. The legal record complicates their ability to start over once they are free and safe. State must explore vacating victims' records of such charges. This issue is discussed further in the legal memo provided by the Native American Rights Fund.

- **Funding Sources for Services**

Victims of sex trafficking have unique physical, psychological, and social needs that stem from experiences that made them vulnerable to trafficking, and the trafficking experience. Their needs are numerous and diverse, and it may take years to restore victims to a healthy and normal life. If Alaska is found to have a significant trafficking problem, a reliable source of funding to meet the needs of victims should be authorized and appropriated.

Ad Hoc NGO Working Group Recommendations—Phase III

PREVENTION—PHASE III

- **Stop the Cycle of Trauma**

The only way to reduce the pool of individuals vulnerable enough to be at risk of being recruited into trafficking is to stop the cycle of trauma in Alaska. The fields of neuropsychology and epigenetics have shown that trauma and high-risk behavior can be multigenerational processes. One proven way to do this is to provide vulnerable mothers the support necessary to break the cycle.

If one were to name a single root cause for trafficking it would surely be childhood maltreatment. Childhood abuse and neglect are also potent risk factors, later in life, for attempted suicide, becoming addicted to alcohol, tobacco and illicit drugs, engagement in relationships marred by domestic violence, and an astonishing range of mental and physical health problems.¹⁷ Sex trafficking is one manifestation of the social, mental, and physical health problems that ultimately flow from childhood maltreatment. The most effective, inter-generationally sustainable strategy to prevent sex trafficking—and other related social problems—is the prevention of child maltreatment.

Large and rapidly growing evidence base from developmental neurobiology and related fields, and econometric research, by Nobel laureate James Heckman and colleagues suggests prevention and resilience building is the most affordable solution. The current gold standard for prevention of child maltreatment is the Nurse Family Partnership (NFP), a home-visiting program that links nurses and at-risk young mothers and their newborns.¹⁸ Not only has NFP been shown effective at prevention of maltreatment, econometric research shows a high return on investment. Wyoming, for example, is a state with a population size similar to Alaska and it has reached 100% implementation of NFP. Rand Corporation study estimates that \$4.00 is saved for every \$1.00 invested in NFP and that the net government savings per family served is \$18,611.¹⁹ There are other effective and economically sustainable approaches to prevention and improving child resilience, e.g., Triple P, Multidimensional Treatment Foster Care, and

¹⁷ see, for example, <http://www.cdc.gov/ace/>

¹⁸ US Coalition for Evidence-Based Policy at <http://coalition4evidence.org/wordpress/>

¹⁹ Karoly, L., Kilburn, M.R., Cannon, J. (2005) *Early childhood interventions. Proven results, future promise*. Santa Monica, CA: Rand Corporation.

Abecedarian preschool. A effort that integrates complementary approaches is likely to be the most effective way to prevent sex trafficking and related problems across generations.

- **Reduce Demand**

It is important to remember that trafficking is a multi-million dollar business. The law of supply and demand applies. While it is important to reduce the flow of vulnerable women and youth into sex trafficking, throwing a wrench in the economic system of sex trafficking by reducing demand is an important strategy to concurrently employ. A 2008 study done in Chicago that surveyed 113 men buying sex found that the average age of men buying sex was 39, 79% had some college or a college or graduate degree, 62% made more than \$40,000 per year, and 62% were married or had regular sex partner.²⁰ Common strategies used to impact demand include reverse stings, reverse internet stings, “john” schools, vehicle seizures, license suspensions, increased penalties, shaming by publicly publishing names, shaming by sending letters home, geographic restraining orders, community service and public education campaigns.²¹

A action plan to reduce demand in Alaska should be developed. Any revenue generated from increased fines and property seizures should be linked to prevention programs and restoration services.

PROTECTION/ INTERVENTION—PHASE III

- **Street Outreach**

The data, once collected, may indicate need for increasing street outreach and/or some form of electronic outreach to prevent future victims and to intervene with current victims.

PROTECTION/ RESTORATION—PHASE III

- **Provide Safe Shelter**

Currently, victims are placed in available, safe emergency and transitional shelter. Some couch surf due to a shortage of housing. There are model shelters dedicated to CSEC victims and at least one dedicated to supporting adult female victims. Given the shortage of housing and shelter in Alaska, particularly in Anchorage, the State of Alaska may have to grapple with this issue of safe and secure shelter and transitional housing for these victims in the future.

- **Create a Civil Cause of Action for Victims of Sex Trafficking**

Currently there is a civil cause of action under the Trafficking Victims Protection Act (TVPA), but there is no corresponding cause of action under state law. The lack of such an option forces victims into federal court when they may be better served by having access to Alaska state courts. In addition, the standard of proof under the TVPA is unnecessarily rigorous considering the person is a victim of a crime. This recommendation is discussed in more detail in the memo provided by the Native American Rights Fund.

PROSECUTION—PHASE III

²⁰ Durchslag, R., Goswami, S., (2008) *Deconstructing the demand for prostitution: Preliminary insights from interviews with Chicago men who purchase sex*. Chicago, IL: Case Alliance Against Sexual Exploitation.

²¹ Shively, M., Kliorys, K., Wheeler, K., Hunt, D. (2012). *A national overview of prostitution and sex trafficking demand reduction efforts*. Cambridge, MA: prepared by ABT Associates for the U.S. Department of Justice.

- **Court diversion programs**

Some courts have established diversion programs for individuals who are repeat truants, runaways and, or arrested for prostitution. Assessing the need and value added of such a program in Alaska may be needed.

PHASE	4 Ps	SUBCATEGORY	RECOMMENDED ACTION
PHASE I	Prevention	Data Collection	Assessment of existing research and measures
	Prevention	Public Education	Require the national hotline number to be posted in key locations, combine with improving community coordinated response
	Prevention	Public Education	High profile earned media campaign
	Protection	Intervention & Partnership	In key locations improve community ability to provide coordinated emergency response
	Protection	Intervention	Fund training of law enforcement, and key service providers
	Protection	Reduce Demand	Assess impact of budget cuts on law enforcement agencies' capacity to find sex trafficking victims, identify competing priorities and funding needs
	Protection	Intervention & Restoration	Develop protocols for language access for State agencies likely to come in contact with limited English speaking victims
	Protection	Restoration	Explicitly clarify that sex trafficking is a crime eligible for the Violent Crime Compensation Board funding and are provided same assurances as domestic violence and sexual assault victims.
	Prosecution	Training	Train prosecutors, judges and court personnel on sex trafficking
	Prosecution	Amendments to Criminal Statue	Add the term "fraud or coercion"
	Partnership	State Coordination	Improve coordinated state response by

			expanding the role of the Task Force to Address Sex Trafficking.
PHASE II	Prevention	Data Collection	Include trafficking and ACES questions in BRFSS, include trafficking variables in YRBSS and SCAN when appropriate. Conduct research involving extensive interviews with local service providers and women in prostitution and trafficking in Alaska
	Prevention	Public Education	Fund data-informed statewide anti-trafficking campaign
	Prevention	Resilience Building	Establish resilience building programs for school-aged youth in key geographical locations
	Protection	Intervention	Clarify jurisdiction over minor victims – Office of Children’s Services, Dept. of Juvenile Justice or a alternate solution?
	Protection	Intervention	Ensure immunity for minor trafficking victims from prostitution charges; Pass safe harbor bill for minors in Alaska.
	Protection	Restoration	Vacate convictions for victims
	Protection	Restoration	Develop funding mechanism for victims’ services.
PHASE III	Prevention	Work to stop the cycle of trauma	Establish and fund evidence-based programs to support parent infant health, stability and bonding. Supporting healthy family relationships at this stage is necessary to stop the cycle of violence and abuse.
	Prevention	Reduce demand	Develop an action plan to reduce demand.
	Protection	Intervention	Develop funding mechanism for intensive street and/or electronic outreach program
	Protection	Shelter	Provide safe shelter for victims

	Protection	Restoration	Create a state civil cause of action for victims of sex trafficking
	Prosecution	Diversion programs	Identify diversion programs in other states that indicate promising practices for CSEC and adult prostitutes, chronic runaways and truants, and explore utility of such programs in Alaska.