



Nikiya Q. Harris

WISCONSIN STATE SENATOR
6TH SENATE DISTRICT

Testimony before the
Senate Committee on Health and Human Services
September 18, 2013
Senate Bill 209

Thank you, Chairwoman Vukmir for holding a hearing today on Senate Bill 209.

Under current law, if law enforcement is made aware of a situation where a child is suspected of being victimized or exploited by a relative caregiver, they are required to notify the proper child welfare agency within their jurisdiction of the suspected abuse. Then within 24 hours of receiving this referral the agency must initiate an investigation to determine if that child is in need of protective services.

At the same time, if a child is suspected of being victimized or exploited by a nonrelative caregiver, law enforcement is permitted rather than required to notify the proper child welfare agency of the suspected abuse.

This bill was drafted to correct this inequity in current law so that all children are treated the same and given the same opportunity to receive services regardless of their relationship to their suspected abuser.

The inequity of current law is most prevalent in human sex trafficking cases where many of the juveniles (mostly girls) who are being exploited are treated as criminals by local law enforcement and arrested on prostitution charges, rather than being treated as victims and referred to the local child welfare agencies as a CHIPS case (Child in Need of Protection and Services). It should be obvious that a child who is being prostituted is a CHIPS case and shouldn't have to become part of the juvenile justice system in order to be kept safe.

Under SB 209, law enforcement officials who encounter these juveniles will be required, rather than permitted, to refer the child to a child welfare agency that will in turn be required to investigate and make a determination if the child is in fact a CHIPS case, and then take appropriate action. This referral will increase the likely hood that these children will receive appropriate services and be placed in a safe environment rather than become a part of the juvenile justice system.

Keeping these children safe and out of the control of the trafficker, I would hope, is everyone's goal. The question is whether that is better handled by the child welfare system, or the juvenile justice system. Children who are being sex-trafficked are victims and should be treated in that regard; they should not be treated as criminals and have to deal with the burden of that label the rest of their lives.



201 East Washington Avenue, Room G200
P.O. Box 8916
Madison, WI 53708-8916
Telephone: 608-266-8684
Fax: 608-261-6972

Governor Scott Walker
Secretary Eloise Anderson

Secretary's Office

Date: September 18, 2013

To: Members of the Senate Health and Human Services Committee

From: Fredi-Ellen Bove, Division of Safety and Permanence

Re: Department Position on 2013 SB 209 – For Information Only

Senator Vukmir and Senate Health and Human Services Committee members,

Thank you for the opportunity to testify on SB 209. My name is Fredi-Ellen Bove and I am the Administrator for the Division of Safety and Permanence within the Wisconsin Department of Children and Families. The Department applauds the efforts of Senator Harris and Representative Johnson in working to address the problem of child sex trafficking. We share their desire to find better ways to protect the victims of these terrible crimes. The Department has been actively working on finding a solution that will provide the appropriate services to these children that will help them heal physically and emotionally while not re-victimizing them by placing them in the juvenile justice system.

Currently, most sex trafficked children do not enter the child welfare system. SB 209 will increase the number of cases of sex trafficked children entering the child welfare system, which currently lacks the specialized services needed to effectively treat these victims. Children and youth who have been subject to this type of abuse are in need of specialized trauma-informed counseling and other services. There currently is little to no capacity to provide these services, and many of these specialized services are relatively high in cost. Another challenge is finding a suitable location that prevents the victims from running away and reuniting with their abusers.

The Department is in the process of developing a wraparound model of services that are appropriate for this type of trauma. With the support of the Department, an experienced service provider, Lad Lake, recently established a small out-of-home care program for adolescent girls who have been the victims of human trafficking and sexual exploitation. The pilot program in Dousman, Wisconsin has the capacity to serve a maximum of seven young women at this initial stage. Through this program, participants will receive intensive individual therapy that provides the necessary supports for these complex traumas as well as participate in therapy groups that promote emotional health and skill building in a safe and nurturing environment.

In addition to the victims, Lad Lake's treatment team will work with their families to build the skills and necessary safeguards so that these young women can successfully transition back home. Our goal for this program is to reunite these women with their families with the supports

and skills needed to remain free from human trafficking. We hope that the Lad Lake pilot will prove to be a successful model that could be replicated in other parts of the state.

The Department has been collaborating with other stakeholders in efforts to consider the policy and program issues related to sex trafficking. Specifically, the DCF Bureau of Milwaukee Child Welfare Director, Arlene Happach, has participated in the Milwaukee County Human Trafficking Task Force.

In addition to the new services associated with sex trafficking victims, SB 209 will have a significant fiscal impact on child welfare agencies. The bill would increase the number of cases entering the child welfare system and increase the workload for child welfare agencies, which are responsible for the investigation and case management of the case. Child welfare agencies would also experience increased costs for out-of-home care placements for those children and youth who could not remain safely at home.

The out-of-home settings most likely to be used for these kinds of placements are residential settings, which are high cost placements. The new Lad Lake sex trafficking program uses a residential care center setting for the young women. The average residential care center (RCC) placement cost is \$9,571 per month and the average length of stay is over a year. In Milwaukee, if all of the investigations resulted in out-of-home care placement, the estimated 65 new RCC placements each year would result in the Department needing an annual increase of \$7.4 million in order to support them. Statewide, the Department estimates the cost of this bill to be \$14 to \$22 million annually.

Should the committee move forward with SB 209, the Department requests sufficient time to develop the appropriate programs and services for sex trafficked children and youth and the funding to support development and implementation of services. We are eager to work with the committee and the authors to ensure that the victims receive the services that they need in the appropriate setting to aid in their recovery and successful transition back into the community.

131 W. Wilson Street
Suite 901
Madison, WI 53703
(608) 257-5939
Fax (608) 257-6067

Linda A. Hall
Executive Director

TO: The Honorable Members of the Senate Committee on Health and Human Services
FROM: Linda A. Hall, Executive Director 
DATE: September 18, 2013
RE: Senate Bill 209 –Child Abuse Investigations for Child Victims of Sex Trafficking

The Wisconsin Association of Family & Children's Agencies (WAFCA) supports passage of Senate Bill 209 to require law enforcement to refer to a child welfare agency, and require the agency to investigate, a case of child abuse in which a non-caregiver is suspected of permitting, allowing, or encouraging the child to engage in prostitution.

WAFCA represents over forty private for-profit and nonprofit agencies providing mental health, education and social services to people in need. Our members' services include family, group and individual counseling, chemical dependency treatment, crisis intervention, domestic violence programs, residential care, child welfare services and outpatient mental health therapy, among others. On any given day one or more of our members is likely serving a child sex trafficking victim.

The issue of human trafficking has received growing attention both in Wisconsin and nationally over the last decade. A 2007 study by the Wisconsin Office of Justice Assistance found that of 200 human trafficking victims statewide, 15% were child victims of commercial sexual exploitation. A more recent survey conducted in the Milwaukee region found that more than 30 programs reported working with at least 1 to 20 people who were trafficked in the past 12 months. Reports in the press and by child advocates make it clear that these child victims can be found throughout the state in both rural and urban communities.

Providing appropriate care and healing for these victims presents a serious systemic and financial challenge, however, a great deal is now known about successful assessment and treatment. Many states, including Illinois, Minnesota and Ohio, have already identified their child protective services system as a critical component to successful intervention. In addition to the proposed reporting and investigation requirements, further training and education across the legal, educational, social services and health care systems is needed. SB 209 will not eliminate sex trafficking of children, but it will provide one additional tool for identifying and caring for rather than punishing this vulnerable population - a population that we know exists and that we have an obligation to protect.

Thank you for your consideration of this important legislation.

My name is Heather Bott. I live in Whitefish Bay, WI. Thank you for giving me the opportunity to speak. I am speaking in support of SB209.

I have a life now that many people dream of. I am married to a good man, a dentist who is well regarded in Milwaukee. I have three children, one of whom we adopted from China. I have friends, a wonderful church community, a peaceful life. It was not always so.

When I was twenty three, having graduated from college, I married a man whom I thought was godly and faithful. He had gone to a well thought of midwestern Christian college and was teaching in a prestigious private school in suburban Atlanta. Within three weeks of our wedding, he slapped me. Violence escalated over the next years until my parents discovered my terrible secret that I was a victim of domestic violence. My parents did everything they could to help me escape the violence and threats, and with their financial assistance and help in every area, I was able to move away, gain healing, prepare for a career and a future and move forward with my life.

I identify with trafficked girls because they, too, are under the strong authority of someone whose first priority is not to love and care for them. Trafficked girls come from every segment of society and often have stories of broken relationships at home, in many cases, relationships that broke down because of the failure of the adults in their lives. Girls who trust, who hope, who imagine a different, better, more secure and more loving environment may be victimized by predatory people and may become trapped in sexual slavery. Who will help them when they cry out in their humiliation? In their shame? In their regret? In their helplessness?

I had access to a car, to the police, to the people at work, to phones, to a church, but I, myself, was trapped psychologically, in a marriage that, before God and man, I had committed myself to. I could not get out without help.

What about the girls who have no access to transportation, to the police, to work, to phones, to a community, and who are also trapped? In their case, they may even have broken relationships that made them more vulnerable in the first place. So, to whom do they turn?

They need a caring, devoted society that will pursue and assist them in some of the ways my own family pursued and helped me. They need Protective Services in the best sense of the word: trained professionals to help establish their safety, to help them medically and psychologically, to help them prepare for a career and a future. Not only does this help the individual girls; it helps society as well.

It is in our best interest as a society to invest in girls who have been victimized, first, so that they live, but also so that they go forward as healthy and able people: able to function, able to stand on their own, able to work, able, eventually, to be healthy wives and mothers.

To those of you who are pro-life, then I say that a state that helps extricate girls out of trafficking and helps them become whole again, is, at its core, very much pro-life - pro-living. For those of you who care about the moral environment in this state, I say that investing in victims of sex trafficking will improve the moral environment in Wisconsin. For those who care about children, I say that there is no abuse more injurious than sexual slavery. It is incumbent upon us to do what we can to rescue the weak, the voiceless, the trapped and invest in their safety and recovery.

Please invest in Wisconsin's future by supporting and funding the rescue and recovery of girls who are victims of sexual slavery. Thank you.

Cady, Dean

From: Liedl, Kimberly - DCF <Kimberly.Liedl@wisconsin.gov>
Sent: Monday, September 16, 2013 1:49 PM
To: Cady, Dean
Subject: FW: Lad Lake/ Sex Trafficking victims

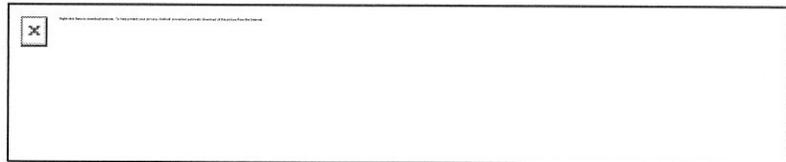


Lad Lake Responds to Alarming Data in Human Trafficking Reports

New program for adolescent girls developed in response to statistics Estimating the Number of Youth Trafficked Using Milwaukee Police Department Data.

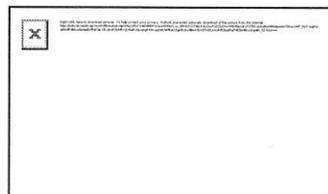
Lad Lake is opening an innovative new program for adolescent girls in response to the heightened awareness of human trafficking and sexual exploitation. This Out-Of-Home Care program will offer intensive individual therapy, providing young ladies the necessary support when working through complex trauma. Lad Lake will provide a variety of therapy groups to promote self-esteem and skill building in a safe and nurturing environment.

The serenity of Lad Lake's Dousman Campus fosters a therapeutic milieu ideal for the rehabilitation and growth of youth in our care. With a maximum capacity of 7 adolescent girls, the Eastwood Unit is now home to Lad Lake's newest program.



The goal of this program will be the successful transitions of young ladies back to their families with the supports and skills needed to remain free from human trafficking. The Lad Lake treatment team will work diligently with the families to build the skills and necessary safeguards to make the transition home successful.

For more information on this new program or other Out-of-Home Care programs, contact: [Jeff Pease; Director of Residential Services](#)





Alberta Darling

Wisconsin State Senator
Member, Joint Committee on Finance

Testimony on Senate Bill 209

Good morning Chairwoman Vukmir and members of the committee. Thank you for holding a public hearing on making sure victims of forced prostitution get the help they need.

Sadly, human sex trafficking still thrives in Wisconsin. According to the Milwaukee Journal Sentinel: During the last two years, 19.9% of Wisconsin law enforcement, prosecutors and service providers surveyed reported handling one to five trafficking cases involving children to the state Department of Justice.

One case is too many, but the reports prove that the problem – even here in Wisconsin is dire.

I believe we can't let the victims of these horrible crimes be forgotten. That same article in the Milwaukee Journal Sentinel reported that services for victims of human trafficking are lacking. Housing options are limited and more services are needed for the victims.

We all know that throwing money at the problem isn't going to solve all of this. I am committed to working with Senator Harris to resolve the concerns that Senator Vukmir and I share about the estimated cost of this bill. I believe it is vital that we find a way to get victims the help they need at a cost taxpayers can afford.

Thank you for your time on this important matter.

Some Child Sex Trafficking Victims 'Rescued' by Recent FBI Sting Could End up in Jail

If there is no available bed or housing for rescued children, law enforcement will place them in a detention facility

By ELIZABETH FLOCK

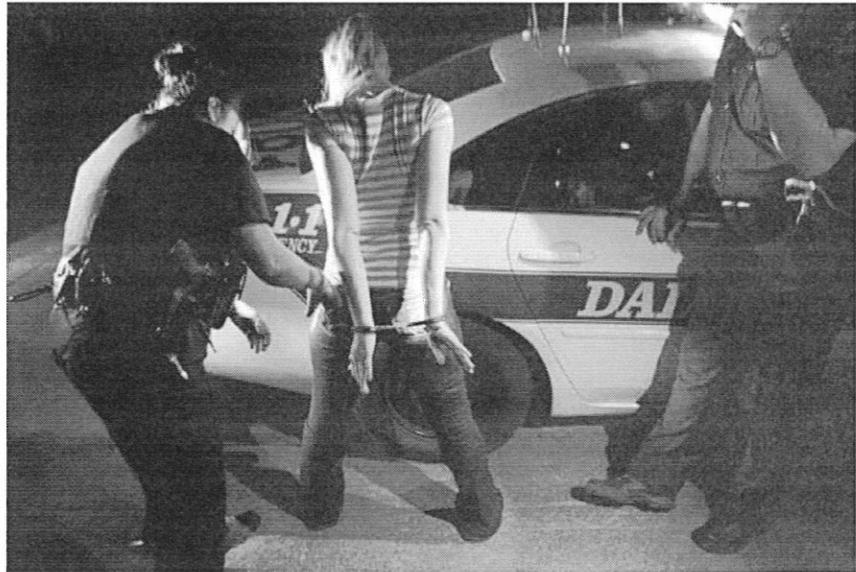
August 7, 2013

When the Federal Bureau of Investigation conducted a nationwide sweep in late July to fight child prostitution, the agency boasted that "Operation Cross Country" had successfully rescued 105 sexually exploited children.

[READ: Feds Arrest 255 in Massive Global Child Porn Sting]

But the National Center for Missing and Exploited Children, which partnered with law enforcement for the sweep, says that some of those rescued children may now end up behind bars.

"If there is nowhere to hold them, and nowhere safe for them to go, law enforcement has no alternative," says Staca Shehan, the director of the case analysis division at the center. "If they aren't placed in a juvenile detention facility, the child could run back to the prostitution scenario."



Underage sex-trafficking victims are often placed in jail to prevent them from returning to the trade.

To avoid this, police charge the children with prostitution and place them in a detention facility until housing elsewhere becomes available, according to Shehan.

FBI spokeswoman Whitney Malkin confirmed to U.S. News that some of the child victims rescued by Operation Cross Country could be detained, though she called such instances "rare" and said many more children would be placed in safe housing by FBI Victim Specialists.

"Detaining victims... falls far short of ideal," she says, but noted "the infrastructure to support the range of services just isn't there in many places."

[STUDY: At Least 100,000 Children Being Used in U.S. Sex Trade]

In a May report, anti-sex trafficking group Shared Hope International said government agencies and law enforcement needed to do better at placing child sex trafficking victims in domestic shelters or providing other services. The group urged better communication between service providers, more training for law enforcement on trauma responses and more diverse options for placement.

Sienna Baskin at the Urban Justice Center, a New York-based advocacy group that works with sex trafficking victims, says the FBI should also provide more clarity on how many minors were detained in this particular sweep and where the others were placed.

"It seems like they're treating the arrest of minors as an acceptable collateral consequence of this operation. But arrest is a very traumatic experience that can lead to abuses for both adults and minors," she says.

The FBI was not able to immediately provide the number of detained children, or the number of female sex workers arrested in the sting – another concern of anti-trafficking groups about Operation Cross Country.

[OPINION: Doing More to End Sex Trafficking]

In their July newsletter, the Chicago Alliance Against Sexual Exploitation said it believed police had used the sting as an opportunity to arrest more adults in prostitution. Stephanie Richard, policy and legal services director at the Los Angeles-based Coalition to Abolish Slavery and Trafficking, says her group is also concerned about arrests of female sex workers in the sting because "we have not received assurances from those conducting these raids about whether or not adult women could be victims as well."

In past sweeps, the FBI released the numbers of prostitutes it had arrested, but it no longer does so. Local media reports on the sweep aggregated by feminist blogger and activist Emi Koyama suggest the number of sex workers arrested in Operation Cross Country may have been as high as 1,000.

But Shehan insists the "number one focus" of the operation was to recover minors, not arrest prostitutes. "Will [the FBI] leverage the interaction if they encounter an adult? Absolutely," she says. "But recovering juveniles from trafficking is the highest priority."

More News:

- *Report: Phones Become the Frontline of Human Sex Trafficking*
- *The Politics Behind the State Department's Human Trafficking Report*
- *Modern Slavery Emerges From the Shadows*

Tags:trafficking,FBI,sexual abuse,children's health



10 Wisconsin children rescued, 100 suspects arrested in sex trafficking case

Over 3 days and 76 cities, nationwide sweep finds 105 children caught in business

By [Bruce Vielmetti](#) of the Journal Sentinel
July 29, 2013

Ten children in Wisconsin were rescued from child trafficking and 100 suspects were arrested over the weekend as part of a nationwide FBI investigation.

The number of children picked up here was the second highest state total, according to the FBI and the state Department of Justice. Ten juveniles also were recovered in Detroit, according to the FBI. Only San Francisco had more, with 12.

During a similar operation last year, six children were recovered and 60 suspects arrested in Wisconsin. This year's roundup targeted Milwaukee, the Madison/Wisconsin Dells area and the Fox Valley, according to the FBI, which worked with the Milwaukee Police Department and several other state agencies in the sweep.

"We know child sex trafficking occurs in Wisconsin, and with newly added resources, we want those looking to prostitute children to know that their organized crime won't be tolerated here," Attorney General J.B. Van Hollen said in a new release.

The FBI announced the results of [Operation Cross Country VII](#) in Washington, D.C., on Monday morning. Nationwide, 105 juveniles were recovered, and 159 suspected pimps were arrested, not including the 100 arrests in Wisconsin, which were for other charges and warrants. The three-day operation covered 76 U.S. cities.

Milwaukee police Detective Lynda Stott, who has worked on several successful prosecutions of pimps, said that unfortunately there are "easily more than a dozen" other cases in the pipeline.

She said understanding how girls get caught up in prostitution can be very difficult, but they're generally desperate to please the traffickers, who often promise a romantic relationship before forcing the girls to sell sex, and then keep all the money.

The operation "reinforces that it's a problem occurring in every community across the country," said Staca Shehan, with the Center for Missing and Exploited Children. "Child sex exploitation is not just in other countries or just big cities."

Shehan said, "Children are targeted because of their vulnerability. Especially if they've been a victim of sex exploitation, abuse or neglect. And if the child has been involved with social services or foster care,

that's another layer of risk.

"These traffickers are great at reading people. They look at these victims and quickly assess, 'Do they need an older boyfriend? A protector? A supplier? Do they just want to feel cool?'"

Undercover agents with the FBI and local law enforcement agencies prowl known prostitution areas to find and contact girls subjected to prostitution, then offer to connect them with social services.

The rescued victims ranged in age from 14 to 17. One girl found in Oklahoma City had been rescued during a raid last year in the Pacific Northwest, an FBI agent told the Associated Press.

Stott said she's also seen that in Milwaukee. Like any criminal, she said, prostitutes learn a way to make money when they're desperate.

"It doesn't make them any less of a victim if they're minors," Stott said.

In Detroit, 18 suspected pimps were arrested, the Free Press reported.

Prosecutors have won convictions and stiff sentences for several notorious pimps in Milwaukee in recent years, including Todd "HK" McMillian, Todd "King Tut" Carter, Derrick "Snooky" Avery, Michael Lock and Sean Patrick.

Find this article at:

<http://www.jsonline.com/news/crime/ten-wisconsin-children-rescued-100-suspects-held-in-fbi-trafficking-case-b9964083z1-217398541.html>

Check the box to include the list of links referenced in the article.

Milwaukee man's arrest underscores human trafficking report

By [Ashley Luthern](#) of the Journal Sentinel
Sept. 17, 2013 2:52 p.m.

Federal officials announced the arrest of a Milwaukee man on charges of sex-trafficking a child on Tuesday, the same day Wisconsin officials released a new report assessing the prevalence of human trafficking.

Dajuan Key, 30, is accused of taking a 15-year-old girl from Madison to Chicago, where he took photos of her that he posted online before prostituting her, according to a news release from the U.S. attorney for the Northern District of Illinois.

The girl was found last Tuesday by Romeoville police at a fast-food restaurant after the girl's mother told authorities her daughter had called her crying and saying she was at a Romeoville motel without a way home.

The girl told FBI agents that she met Key at an apartment complex Sept. 8, and that he told her they were going to Milwaukee and would return to Madison. The girl engaged in sex acts, thinking she could use the money for transportation home, but Key demanded all of her money. The girl told authorities she was afraid of what he might do, so she turned over the cash.

During the last two years, 19.9% of Wisconsin law enforcement, prosecutors and service providers surveyed reported handling one to five trafficking cases involving children to the state Department of Justice. About 3% reported investigating six to 15 cases, according to the report released Tuesday by the Wisconsin Department of Justice.

In the same time period, 14.7% of the survey respondents reported investigating one to five trafficking cases involving adults.

The Department of Justice surveyed law enforcement, prosecutors and service providers, including victim witness coordinators, and received 191 completed surveys. The report notes that the survey was voluntary and may not accurately reflect all possible cases or instances of human trafficking in Wisconsin.

The survey found that most of the reported human trafficking cases occurred in high-populated areas of the state that also have a significant tourist population.

The report highlighted several services currently lacking for child and adults who have been victims of human trafficking:

- Housing options are limited for children and adults. One survey respondent said, "If you can't provide them with a place they want to be, they're going to run."

- Advocates are needed to help those who have been victims of human trafficking to get access to needed services.
- Social service providers need, and are requesting, additional training to counsel and work with victims of human trafficking.

Although it has limitations, the report does provides a "snapshot" of human trafficking in Wisconsin, Attorney General J.B. Van Hollen said in a news release.

"While we've made strides, I appreciate those who responded to this survey because, with better information, I'm hopeful we can better address prevention, enforcement and victim services," he said.

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Find this article at:

<http://www.jsonline.com/news/crime/milwaukee-mans-arrest-underscores-human-trafficking-report-b99100378z1-224119841.html>

Check the box to include the list of links referenced in the article.

Milwaukee man charged with assaulting woman who testified against pimp

By [Bruce Vielmetti](#) of the Journal Sentinel
July 22, 2013

A Milwaukee man has been charged with retaliating against a woman who testified in a federal sex trafficking case in May.

The woman was one of five young women who told jurors that Tyrone "HK" McMillian, 31, had coerced them into stripping and prostitution and kept all the money they earned. McMillian was convicted of seven counts of sex trafficking and faces up to decades in prison.

According to a complaint filed last week in federal court:

One of McMillian's victims, identified in both the trafficking case and the new charges only as Confidential Victim 4, encountered an associate of McMillian's outside a Milwaukee nightclub on June 14.

Kyle T. Collins, 35, whom the woman knew as "Killer," grabbed her and began punching and choking her, and accused her of being a snitch. He began dragging her by her hair toward a car and threatened to kill her.

The car began pulling away as Collins held the victim, dragging her alongside briefly before she came free and rolled on the pavement.

The victim told police she only recalled coming from Collins' grasp when her hair weave ripped from her natural hair.

Collins faces up to 20 years in prison if convicted of retaliation against a federal witness.

Find this article at:

<http://www.jsonline.com/news/crime/milwaukee-man-charged-with-assaulting-woman-who-testified-against-pimp-b9958230z1-216445641.html>

Check the box to include the list of links referenced in the article.