



Agency Recommendation Summary

The Department of Children, Youth, and Families (DCYF) requests \$10,432,000 (\$10,432,000 General Fund State) and 5.0 Full Time Equivalent staff (FTEs) in the 2025- 2027 Biennial Budget to support a thorough implementation of Substitute Senate Bill (SSB) 6006 (2024) and improve DCYF’s ability to identify and respond to human trafficking in all forms. This funding will also support implementation of two receiving centers for commercially and sexually exploited youth (CSEC), expand access to victim advocacy services, improve human trafficking screening among vulnerable populations, and enhance partnerships with tribes to serve missing and exploited tribal youth.

Program Recommendation Summary

090 - Program Support

The Department of Children, Youth, and Families (DCYF) requests \$10,432,000 (\$10,432,000 General Fund State) and 5.0 Full Time Equivalent staff (FTEs) in the 2025- 2027 Biennial Budget to support a thorough implementation of Substitute Senate Bill (SSB) 6006 (2024) and improve DCYF’s ability to identify and respond to human trafficking in all forms. This funding will also support implementation of two receiving centers for commercially and sexually exploited youth (CSEC), expand access to victim advocacy services, improve human trafficking screening among vulnerable populations, and enhance partnerships with tribes to serve missing and exploited tribal youth.

Fiscal Summary

Fiscal Summary <i>Dollars in Thousands</i>	Fiscal Years		Biennial	Fiscal Years		Biennial
	2026	2027	2025-27	2028	2029	2027-29
Staffing						
FTEs	5.0	5.0	5.0	5.0	5.0	5.0
Operating Expenditures						
Fund 001 - 1	\$5,234	\$5,198	\$10,432	\$5,198	\$5,198	\$10,396
Total Expenditures	\$5,234	\$5,198	\$10,432	\$5,198	\$5,198	\$10,396

Decision Package Description

According to the Washington State’s Office of Crime Victim’s Advocacy, statewide reports of human trafficking increased by approximately 400% from 684 victims in 2022 to 2,749 victims in 2023. In conjunction with overall reports of Human Trafficking, DCYF experienced a 145% increase in identified child victims of sex trafficking in 2023 according to the National Child Abuse and Neglect Data System (NCANDS). These increases demonstrate the need for vast improvements in our identification, outreach, and response to trafficking survivors.

SSB 6006, which focuses on supporting victims of human trafficking and sexual abuse, was a result of Shared Hope International’s Report Cards on Child & Youth Sex Trafficking. The Report Card, which is completed for all 50 states and D.C., grades states based on a legislative framework by providing a comprehensive analysis and assessment of all state statutes related to and impacting child and youth sex trafficking. Washington State received a C grade in 2023, with an F in the category of “Identification of and Response to Victims”.

This request focuses on elements necessary to actualize the requirements of SSB 6006 through changes to current DCYF policy and procedure, training, screening, reporting, and response to incidents of human trafficking. SSB 6006 expands the focus of DCYF’s responsibility to include a focus on labor trafficking as well as commercial sexual exploitation of children.

Without additional resources, DCYF will struggle to implement the requirements of SSB 6006, such as utilizing a validated screening tool with fidelity. Not having a validated screening tool will lead to public scrutiny and a lack of ability to identify, respond, and provide needed services to youth experiencing human trafficking. Improving the framework within DCYF will provide opportunities for interrupting the progression of cases from high risk to exploited, which meets an objective of the Title IV-E Family First Prevention Services Act’s (FFPSA) funding for placements as follows: A setting providing high-quality residential care and supportive services to children and youth who have been found to be, or are at risk of becoming, sex trafficking victims, in accordance with section 471(a)(9)(C).

This request prioritizes alignment between DCYF’s work and the federal requirements regarding Human Trafficking. The US Department of Health & Human Services Human Trafficking Prevention Framework from February 2024 aligns with the National Action Plan to Prevent Human Trafficking and the Trafficking Victims Protection Act (TVPA) passed by Congress in 2000. The Prevention Framework includes prevention strategies and approaches at individual, relational, communal, and societal levels, and creates a solid context for the implementation of SSB 6006 in Washington State.

To meet these objectives, DCYF proposes a multi-pronged approach to enhancing systems to identify and provide services to youth experiencing exploitation and trafficking in all forms.

1. Providing funding to implement a CSEC receiving center on each side of the mountains, which would provide evaluation, stabilization, and case management, with referral to needed services.
2. Expanding access to victim advocacy and services for identified youth.
3. Partnering with the DCYF Office of Tribal Relations (OTR) to address the crisis of Missing & Murdered Indigenous Women and People (MMIWP) by providing 1.0 FTE to OTR for a Missing Tribal Youth Locator, modeled after DCYF’s Missing from Care Locator positions.
4. Supporting a robust, consistent, and statewide system of screening and assessment for all reports to DCYF regarding forms of human trafficking.

5. Integrating Labor Trafficking into staff understanding of human trafficking and improve practice through training and consultation.

The agency further anticipates enhancing identification and services for youth victims of trafficking, as well as for victims between ages 18 to 25 if funding is provided.

Receiving Centers

HB 1775 in 2020 provided funding to implement two short-term CSEC receiving centers. Providers were required to meet specific licensing and building requirements in order to apply for a contract, which has proven to be a barrier after several attempts at procurement. In 2024, additional funding was provided with the goal of making the contract more accessible for potential providers. The agency seeks to improve the rate for CSEC receiving centers to align with the rate licensed facilities are paid for short-term evaluation and treatment centers under RCW 71.24.037 by requesting funding for a rate of \$1,250 per day, which provides a consistent and research-based rate, comparable to what is provided by other agencies. By increasing the rate, DCYF expects to attract viable bidders who meet the statutory requirements.

Victim Advocacy and Services

Each young person who is identified through a screening and assessment process should have access to a community-based victim advocate who can support them through a healing process, due to the extreme nature of the trauma caused by trafficking. Currently, there are insufficient resources for trafficking-specific victim advocates across the state, and waitlists for services grow longer. Implementing a robust screening and assessment process, will increase the number of youths identified as having been trafficked or are at high risk of trafficking, which in turn will increase the need for advocacy and specialized services. DCYF seeks \$1,903,000 GF-State funding to contract with providers in the highest risk regions to expand their advocacy and supportive services for identified victims.

Missing Tribal Youth Locator

Since the Braam settlement, DCYF has maintained a team of Missing from Care (MFC) Locators to utilize various search methods to locate, establish connection, and safely attempt to return dependent youth to care. MFC Locators also perform CSEC screenings for youth upon their return to care. DCYF's MFC Locators have jurisdictional and legal limitations with non-DCYF dependent Tribal youth. Due to the recent Federal and State Attorney General focus on Missing & Murdered Indigenous Women and People (MMIWP) as well as requests from law enforcement for Locator assistance with missing tribal youth in urban settings, OTR is seeking to pilot a program utilizing 1.0 FTE to serve as a Missing Tribal Youth Locator. The pilot position duties will be developed by OTR with guidance from Tribes to ensure the position meets tribal needs and will be a helpful resource in locating missing youth. The MFC Locator model has been successful with supporting dependent youth to return to placement and the agency anticipates this position to have a positive impact on reducing the number of missing Tribal youth in Washington State.

Funding provided for SSB 6006 established an initial program for expanded screening and a full trafficking assessment for identified youth, with plans to roll out a new framework in two of the regions with the highest rates of CSEC reports, MFC episodes, and DS settlement (class) youth in the state in 2024, with expansion to four regions in 2025. To ensure all six regions have the same level of guidance and casework knowledge available to conduct assessments, 3.0 FTE specialized staff are needed to increase capacity.

Integrating Labor Trafficking

SSB 6006 requires the definition of trafficking to be changed in RCW to align with the federal definition of trafficking of "severe forms of trafficking in persons", which includes labor trafficking. While labor trafficking is included as anti-trafficking work, DCYF has historically only focused on CSEC. The change in statute requires one FTE for DCYF to facilitate the training and education of DCYF staff and the associated policy and protocol development to ensure labor trafficking is effectively incorporated to DCYF's practice. In support of the statewide transition to Human Trafficking, DCYF proposes to subcontract with a community-based organization to enhance the practices of the reauthorized Statewide Steering committee on CSEC as it transitions to Human Trafficking, and another population specific community-based organization to provide education and training to community partners.

Without the funding requested, these activities will face severe limitations in meeting legal requirements. Improvements in education, awareness, and screening, are necessary to effectively shift the collective focus from response to prevention of child exploitation over time. Although there have been resources allocated in the past to support this work, they have not been sufficient to accomplish the goals in a meaningful way. The agency believes that this multi-pronged approach will establish a robust and intentional framework throughout systems and community that will advance Washington State's response to human trafficking and lead national efforts.

Assumptions and Calculations

Expansion, Reduction, Elimination or Alteration of a current program or service:

This request is to implement two CSEC receiving centers on each side of the state, implementing contracts providing CSEC victim advocacy services, adding a Tribal Youth Locator to the MFC Locator team, adding three FTEs to provide screening and trafficking assessments to all regions in the state, and adding one FTE to facilitate training to ensure labor trafficking is effectively incorporated to DCYF's practices.

Historical funding related to this budget request is shown below:

- DCYF received \$1,401,000 (\$1,357,000 GF-State) and 4.0 FTE in the 2023-25 biennial budget for HB 1775, which required implementation of two CSEC receiving centers to fill a gap in services for youth at high risk or already experiencing commercial sexual exploitation.
- In the enacted 2024 supplemental budget, DCYF received one time funding in the amount of \$694,000 GF-State to increase funding for CSEC receiving center contracts. Due to a lack of ability to procure qualified applicants, this additional funding is set to expire on June 30, 2025, and is insufficient to fund the need as originally intended.

Detailed Assumptions and Calculations:

CSEC Receiving Centers

DCYF requests \$7,252,000 GF-S funding in the 25-27 biennium and in ongoing fiscal years to contract with two CSEC receiving care centers to fill a gap in services for youth at high risk or already experiencing commercial sexual exploitation.

Assumptions by fiscal year are shown below:

Receiving Centers: \$3,563,000 GF-S in FY26 and ongoing for two five bed receiving centers with a bed cost per day of \$1,250.00 (\$1,250.00 bed per day x 5 beds = \$2,281,250 per site for a grand total of \$4,562,000 annually - \$1,000,000 base funding = \$3,652,000).

CSEC Victim Advocacy

DCYF requests \$1,903,000 GF-S to provide youth access to a community-based victim advocate who can support them through a healing process, due to the extreme nature of the trauma caused by trafficking. Cost assumptions are based on 25% of the CSEC population or 544 youths pursuing advocacy and needing six advocates at a rate of \$141,000 per advocate plus mileage at a standard rate of \$0.65 per mile.

DCYF requests \$1,903,000 GF-S to provide youth access to a community-based victim advocate who can support them through a healing process, due to the extreme nature of the trauma caused by trafficking. Cost assumptions are based on 25% of the CSEC population or 544 youths pursuing advocacy and needing six advocates at a rate of \$141,000 per advocate plus mileage at a standard rate of \$0.65 per mile.

Assumptions by fiscal year are shown below:

Victim Advocacy: \$951,500 GF-State in FY26 and ongoing for six victim advocates at a cost of \$141,000 plus mileage costs of \$195 per client to provide youth access to a community-based victim advocate who can support them through a healing process.

$(6 \text{ advocates} \times \$141,000) + (544 \text{ potential clients per year} \times \$195 \text{ mileage per year}) = \$951,500$

Workforce Assumptions:

DCYF requests 5.0 FTEs and \$720,000 GF-S in the 2025-27 Biennial Budget.

1.0 Social Service Specialist 3 (SSS3) FTE with a total cost of \$146,000 to address the crisis of MMIWP and establish a Missing Tribal Youth Locator, modeled after DCYF's Missing from Care Locator positions.

3.0 Social and Health Program Consultant (SHPC2) FTEs with a total cost of \$422,000 to support a robust, consistent, and statewide system of screening and assessment for all reports to DCYF regarding forms of human trafficking.

1.0 Management Analyst 4 (MA4) FTE with a total cost of \$152,000 to Integrate Labor Trafficking into staff understanding of human trafficking and improve practice through training and consultation.

DCYF assumes a standard indirect rate of 18.43% on all staffing expenditures.

Historical Funding:

FY2026

- Total Funds = \$1,401,000
- Near General Fund = \$1,357
- Other Funds = \$44,000

FY2027

- Total Funds = \$1,401,000
- Near General Fund = \$1,357
- Other Funds = \$44,000

Strategic and Performance Outcomes

Strategic Framework:

Results Washington: Healthy & Safe Communities

This proposal is connected goal 4 of safe and healthy communities. Implementing SB 6006 with fidelity will allow DCYF to screen in order to identify and intervene with victims of human trafficking in all forms as well as interrupt in high-risk cases to prevent exploitation from occurring, expand access to therapeutic placements, emergency receiving centers, and victim advocacy services and supports, which is much less likely without this implementation.

DCYF Strategic Plan:

This funding request also supports DCYF strategic priorities to 1) reducing child abuse and neglect intakes and 2) reducing homelessness when exiting a DCYF system. More robust screening protocols being applied to youth connected to DCYF will present opportunities to not only identify and intervene in cases of trafficking in any form but will also assist case workers in identifying risk factors and interrupting progression into actual exploitation. Community supports can be identified and connected to youth and their families to mitigate the need for continued DCYF interventions.

Performance Outcomes:

DCYF has identified six performance indicators shown below demonstrating successful implementation:

1. Establishment of two Receiving Centers
 - a. Use of Beds available – associated descriptive data for clients
 - b. Evaluation data from clients
2. Establishment of Trafficking-focused Therapeutic Foster Homes
 - a. Increase in the number of specific foster homes available
 - b. Number of foster parents trained in Human Trafficking and Trauma-Informed Care
 - c. Use of Beds available – associated descriptive data for clients
 - d. Evaluation data from clients
3. Establishment of Contracts for Victim Advocacy services
 - a. Use of Services – associated descriptive data for clients
 - b. Referral data (from who, where why)
 - c. Service outcome data
4. Establishment of a Missing Tribal Youth Locator Pilot
 - a. Completed Position Description in partnership with Tribes
 - b. Hiring the Locator and successfully locating tribal missing youth
5. Enhanced Screening and Assessment
 - a. Significant increase in the number of completed screenings
 - b. Establish a protocol for screening and referral for every report of commercial exploitation of youth regardless of caregiver involvement.
 - c. Number of completed screenings using a validated tool conducted by specialized staff
 - d. Referrals made for services and service outcomes
6. Integration of Labor Trafficking
 - a. Contracts in place with two partners for specific projects
 - b. Training Curriculum completed
 - c. Number of completed trainings and descriptive data for participants

Equity Impacts

Community Outreach and Engagement:

This DP is requesting funding for one position located in OTR. The position is intended to add capacity to OTR and enhance the response to missing Tribal youth. Sharing resources with Tribes is one way we honor their sovereignty which aligns with the values and principles of this department. DCYF's goal is to provide support for Tribal Nations in a meaningful way to locate their missing youth through the contributions of DCYF's Missing from Care framework.

The funding areas requested are reflective of feedback from professional partners, service providers, and community members impacted directly by the effects of commercial exploitation. The Missing and Exploited Youth Program Manager has maintained regular attendance and engagement with numerous work groups, task forces, and the legislated CSEC Steering Committee on both the state and regional level. Many of these groups include the voices of lived experience subject matter experts from communities who are historically underserved fiscally and disproportionately impacted.

Disproportional Impact Considerations:

Exploitation and trafficking in all forms disproportionately impacts BIPOC and LGBTQIA+ communities as well as youth in child welfare. Youth with multiple intersecting identities are particularly at risk. By identifying and responding to exploitation and trafficking of youth in contact with child welfare and juvenile justice, we are interrupting and intervening in the cycle with populations who are highly targeted by traffickers and preventing further harm.

Target Communities and Populations:

There is significant existing research showing that exploitation and trafficking in all forms disproportionately impacts Black, Indigenous, and People of Color (BIPOC) and LGBTQIA+ communities as well as youth in child welfare. Youth with multiple intersecting identities are particularly at risk. By identifying and responding to exploitation and trafficking of youth in contact with child welfare and juvenile justice, we are interrupting and intervening in the cycle with populations who are highly targeted by traffickers and preventing further harm. Historically, exploitation and trafficking go unrecognized and underreported in all communities, necessitating a strengthened response from DCYF. Implementation of a broad systematic approach in response to the legislation provides an opportunity to enhance the capacity of the current system of identification, response, and aftercare for trafficked youth into one that is increasingly trauma-informed and culturally responsive.

Community Inputs and Incorporation:

The MEY Program has community partnerships and those community partnerships are aware of this funding request and have provided verbal input through the MEY Program Manager.

Other Collateral Connections

HEAL Act Agencies Supplemental Questions

N/A

Puget Sound Recovery:

N/A

State Workforce Impacts:

No changes are needed.

Intergovernmental:

We expect a partnership with Tribes through the OTR. There is support for the Missing Tribal Youth (MTY) Locator position from Tribes and from Washington State Patrol. We will also collaborate with the Department of Commerce, Office of Crime Victims Advocacy, WA State Task Force Against the Trafficking of Persons as our implementation activities move forward.

Stakeholder Impacts:

We expect to contract with community-based organizations in order to implement the portion of the bill that integrates labor trafficking to the system across the state. We anticipate support from community-based organizations that serve this population as there is great need for additional funding for support services.

State Facilities Impacts:

N/A

Changes from Current Law:

No changes in law are required.

Legal or Administrative Mandates:

Aspects of this proposal are in response to SSB 6006.

Governor's Salmon Strategy:

N/A

IT Addendum

Does this Decision Package include funding for any IT-related costs, including hardware, software, (including cloud-based services), contracts or IT staff?

No

Objects of Expenditure

Objects of Expenditure <i>Dollars in Thousands</i>	Fiscal Years		Biennial	Fiscal Years		Biennial
	2026	2027	2025-27	2028	2029	2027-29
Obj. A	\$415	\$415	\$830	\$415	\$415	\$830
Obj. B	\$145	\$145	\$290	\$145	\$145	\$290
Obj. C	\$4,514	\$4,514	\$9,028	\$4,514	\$4,514	\$9,028
Obj. E	\$9	\$9	\$18	\$9	\$9	\$18
Obj. G	\$12	\$12	\$24	\$12	\$12	\$24
Obj. J	\$36	\$0	\$36	\$0	\$0	\$0
Obj. T	\$103	\$103	\$206	\$103	\$103	\$206

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