



## **BEST: Businesses Ending Slavery and Trafficking**

### **Inhospitable to Human Trafficking Program Evaluation**

by

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and Businesses Ending Slavery and Trafficking

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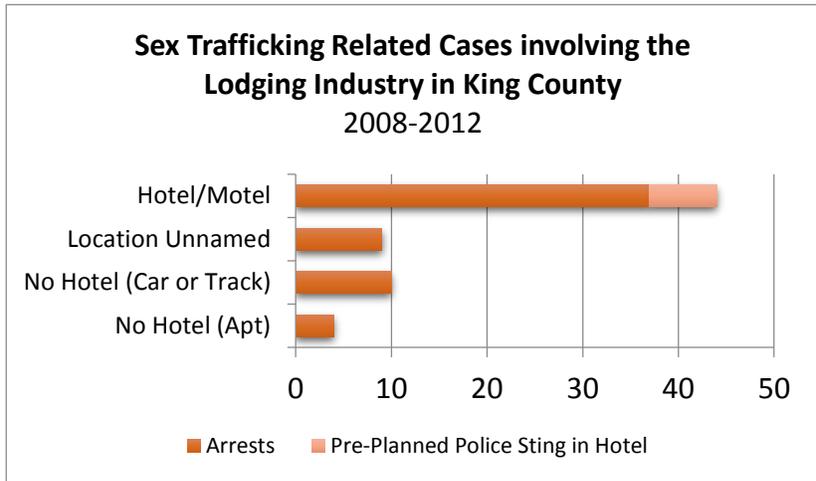
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## EXECUTIVE SUMMARY: BEST INHOSPITABLE TO HUMAN TRAFFICKING PROGRAM EVALUTION

Three to five hundred children are prostituted on any given night in greater Seattle, WA and the majority of these crimes involve hotels and motels.<sup>1</sup>

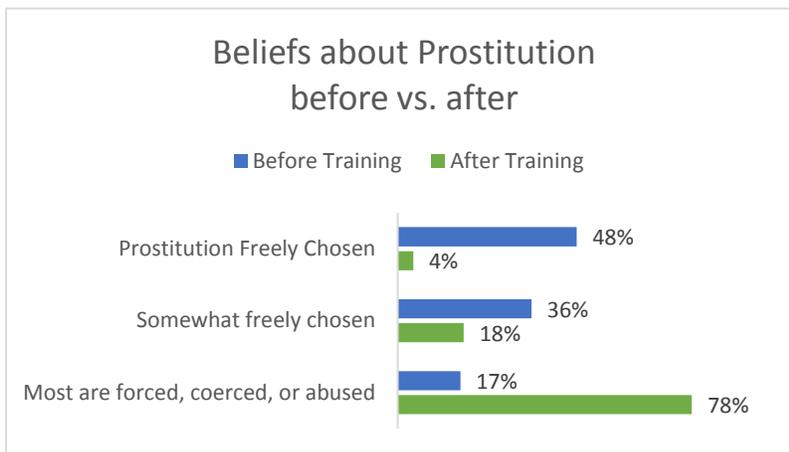
BEST piloted the Inhospitable to Human Trafficking project in 2012 to engage the lodging industry in human trafficking prevention efforts. When the pilot in King County proved successful, the program was scaled to four additional counties in Washington State from 2013-2104.



This 2014 program evaluation discovered a significant amount of social change—changes in knowledge, attitudes, and behaviors—which occurred among hotel participants. These changes will help to reduce and prevent the crime of trafficking in hotels, with an aim to reduce the crime community-wide.

### Changes in Knowledge

Hoteliers reported a significant increase in their ability to IDENTIFY and PREVENT human trafficking in hotels. Hotel managers who attended the training are passing on this knowledge to their staff so that knowledge about human trafficking can grow exponentially.



### Changes in Attitudes

Hoteliers report a significant change in attitudes about prostituted people. Prior to the training, 48% of hoteliers believed that prostituted persons freely choose prostitution. After the training only 4% held this belief and **78% believed that most prostituted persons are forced, coerced, or abused into prostitution.**

<sup>1</sup> Boyer, Debra, (2008) Who Pays the Price? Assessment of Youth Involvement in Prostitution in Seattle, A Study Commissioned by the City of Seattle, [http://www.seattle.gov/humanservices/domesticviolence/report\\_youthinprostitution.pdf](http://www.seattle.gov/humanservices/domesticviolence/report_youthinprostitution.pdf); BEST study of probable cause reports on the 67 cases of sex-trafficking related crimes prosecuted in King County between October 2008 and January 2012.

## Changes in Behaviors

Another significant change that occurred after the King County project was a change in behavior by prostituted persons. According to two detectives in the Seattle Vice and High Risk Victims Unit, for the first time the undercover detectives posing as buyers were having difficulty getting women to meet them in hotels in downtown Seattle.<sup>2</sup> The training in King County had highest participation from downtown Seattle hotels. A causal relationship has not been established. However, this behavior change reflects a primary goal of the project: to make our hotels inhospitable to this crime so that children and women will not be exploited in our communities.

The data also suggested a significant shift in behavior change. Only **8%** of hoteliers reported receiving training at their hotels prior to trafficking training. After the training **89%** said they would begin training their staff. In a survey taken months after the training, about half of hoteliers reported training their staff formally and **87%** said that they had discussed trafficking with their staff.



It appears that hoteliers have been identifying more cases after the training. In the year before the training, only **8%** of participating hoteliers had identified 1 to 5 cases; after the training, in May 2014, **44%** responded that they had identified 1 to 5 cases.

Hoteliers reported additional changes in behavior on human trafficking: they (a) wrote new hotel policies; (b) spoke with company or brand leadership; (c) posted flyers in hotel; (d) invited law enforcement to do a sting operation in the hotel; (e) provided resource cards to potential victims; (f) increased security; (g) encouraged law enforcement presence on property.

## Recommendations

Hoteliers report that more resources are needed to enable them to train their staff more effectively. BEST is developing several of these printed resources in the coming year but one outstanding need is a series of short multilingual training videos for staff.

While hoteliers report a high level of willingness to report suspected trafficking incidents to law enforcement, only a small number appear to be reporting. The primary reason hoteliers cited for not reporting is “lack of certainty the situation was trafficking.” This feedback indicates a need for **additional training on indicators**, which could take place through onsite staff training. Data also suggests that further **meetings with law enforcement** to encourage a discrete response to hotel calls would foster change. Finally, developing **“in-house experts”** or **“trafficking champions”** who can share their expertise in day-to-day experiences and build relationships with law enforcement could be extremely valuable to properties and to increase both training and reporting.

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<sup>2</sup> Meeting between Mar Brettmann and three officers from the Seattle Police Department, Vice and High Risk Victims Unit on October 22, 2013.

## **PURPOSE OF THE REPORT**

This report was created at the request of the Board of Directors of Businesses Ending Slavery and Trafficking in order to assess and document the effectiveness of the Inhospitable to Human Trafficking program and determine the next steps in BEST's work with the lodging industry. A second purpose of the evaluation was to create research tools that could be used on an ongoing basis to provide feedback and improve the programs.

Researchers from the University of Washington School of Social Work designed and administered three new research tools that are central to this evaluation.

## **BACKGROUND**

### **ORGANIZATION AND PROJECT HISTORY**

In 2011, a Bellevue foundation hosted a series of meetings to examine the role that businesses might have in preventing trafficking in local communities. A clear consensus emerged: Small to medium size businesses were central to the prevention and reporting of human trafficking prevention locally yet they were almost entirely absent in state and national efforts and protocols. Businesses Ending Slavery and Trafficking (BEST) was created to fill that gap and was launched officially in 2012. BEST has raised awareness and trained more than 4950 people about human trafficking since its inception.

Shortly after its launch, BEST partnered with the Washington Lodging Association and representatives from the Seattle Hotel Association to create the Inhospitable to Human Trafficking program. After a successful training event in King County in May 2013, the project was then replicated in 4 additional Washington counties and approximately 525 attendees have received training to identify and prevent trafficking in lodging establishments.

### **PROJECT DESCRIPTION**

The Inhospitable to Human Trafficking project aligns leaders in lodging, law enforcement, and victim services to develop county-specific best practices, train supervisors and staff to identify and prevent trafficking in hotels, and promote ongoing collaboration.<sup>3</sup> From May 2013 to June 2014, BEST trained 528 people throughout the state.

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<sup>3</sup> While the project discusses and provides training on labor and sex trafficking, the primary emphasis of the project is on sex trafficking because (a) data suggests that sex trafficking has a higher prevalence in the types of hotels involved in our project, (b) there is more data available, and (c) hoteliers we spoke with did not think labor trafficking was a serious risk whereas they believed that prostitution and sex trafficking posed serious risks.

## Problem Statement

*In 2011, Derek Caldwell rented a room at a luxury hotel in downtown Seattle where he allegedly sold Candice\* for commercial sex. Candice was a 15 year old girl. In that same room Caldwell pressured another girl, Amy\* into taking nude pictures of herself so that he could post escort ads on backpage.com. Amy was only 13 years old.*

*A police detective in Seattle saw the ads, rescued the girls, and had Caldwell arrested. Caldwell was convicted of attempted human trafficking. But according to a reputable study, traffickers are prostituting an estimated 300 to 500 children like Candice and Amy on any given night in greater Seattle/King County. \*Names have been changed.*

Sex trafficking is a crime that involves the use of force, fraud, or coercion to compel a person into prostitution. When a person under the age of 18 is prostituted, s/he is also considered a victim of trafficking. Police, FBI, and prosecutors are working hard to stop this crime against children and women in our community. Yet they cannot successfully prevent this crime alone.

The Inhospitable to Human Trafficking project was first developed by BEST in partnership with the Washington Lodging Association, the King County Prosecuting Attorney's Office, the Seattle Hotel Association, and victim service providers.

**Educating hotel employees is one of the most important steps toward prevention of sex trafficking.** Of the sex trafficking-related cases prosecuted in King County, **63% of the crimes took place in hotels and/or motels; 72% percent of the victims named in the cases were kids.**

The hotels ranged from economy motels on the outskirts of town to luxury hotels in the heart of downtown.<sup>4</sup>

## Program Goals

- a) **Identify** victims and connect them with services,
- b) **Arrest** more buyers and traffickers, so that these perpetrators will be brought to justice,
- c) **Train** staff to implement best practices that **prevent** the exploitation of children and women in hotels and motels

## Activities

- (1) Create agreed upon BEST practices within a particular jurisdiction.
- (2) Promote the SafeLodgingNW website, which enables hoteliers and law enforcement to share information about crimes that impact hotels
- (3) Provide training for hotel managers and law enforcement officers

## Staffing

Since 2013, the program has been run by a full time Executive Director and a part time administrator.

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<sup>4</sup> According to a BEST study of probable cause reports on 67 cases of sex-trafficking related crimes prosecuted in King County between October 2008 and January 2012.

## OUTCOMES AND PERFORMANCE MEASURES

- Client Satisfaction
- Changes in Knowledge: increased understanding of sex trafficking and prostitution
- Changes in Attitude: viewing trafficked and prostituted children and adults as fully human, as crime victims and survivors who should be treated with dignity
- Changes in Behavior: (a) increased identification of suspected trafficking victims, (b) increased reporting of suspected trafficking victims, (c) increased prevention.

## RESEARCH METHODS

There were four types of data collected: (1) Pre- and Post-Training Surveys by University of Washington School of Social Work researchers (UW), (2) Post-Training Surveys by BEST, (3) Manager Surveys by UW, and (4) Incident Reporting to Law Enforcement by UW. The methodology for each type are listed below.

### (1) PRE- AND POST-TRAINING SURVEYS BY UW

**Objective:** The goal of this project was to assess changes in Hotelier and Law Enforcement participants' attitudes and knowledge about trafficking-related issues as a result of BEST training.

**Method:** The pre- and post-surveys were developed by Dr. Jon Conte and Aleen Raybin of the University of Washington School of Social Work with input from the BEST team. The pre-surveys were administered prior to the BEST training in SeaTac, WA on May 22, 2014; the post-surveys were administered directly after the BEST training. Surveys were matched with a code number in order to be able to conduct within-subject analyses where appropriate. There was no identifying information recorded on the surveys. Surveys took between 5 – 10 minutes to complete.

### (2) POST-TRAINING SURVEYS BY BEST

**Objective:** The goal of this project was to assess changes in hotel and law enforcement participants' attitudes and knowledge about trafficking-related issues as a result of BEST training.

**Method:** The training surveys were developed by Dr. Mar Smith of BEST. The surveys were administered to hotel attendees at the end of BEST trainings in Tacoma, WA (Pierce County) on September 25, 2013; in Yakima, WA (Yakima County) on November 6, 2013; in Everett, WA (Snohomish County) on January 21, 2014; and in Spokane, WA (Spokane County) on February 27, 2014. There was no questionnaire administered for King County and the data for the Yakima County questionnaires was lost. There was no identifying information recorded on the surveys.

### **(3) HOTEL MANAGER SURVEYS BY UW**

**Objective:** The goal of this project was to assess hotel managers' knowledge of and behavior changes regarding trafficking-related issues at their hotel after completion of BEST training.

**Method:** The survey was developed by Dr. Kelly Davis and Kelly Kajumulo of the University of Washington School of Social Work with input from the BEST team. Participants were invited to complete the survey through an email invitation sent from the BEST Director. The surveys were administered online, and participants had approximately two weeks to complete the surveys. Surveys took approximately 15 minutes to complete. There was no identifying information recorded on the surveys.

### **(4) INCIDENT REPORTING TO LAW ENFORCEMENT**

**Objective:** The goal of this project was to assess changes in the level of law enforcement utilization by hoteliers as a result of BEST training.

**Method:** Denise Gallegos of the University of Washington School of Social Work identified hotels in three distinct cities, Bellevue, Seattle, and SeaTac that participated in BEST training. Requests for all incident reports were made in February 2014 to Bellevue Police Department for six hotel locations within the city limits. The requests covered the period of June 2012 to January 2014. Requests for all CADS, computer aided dispatches, were made to the Seattle Police Department for seven hotels and the King County Sheriff Department, the contract provider for the city of SeaTac, for three locations. All the requests for CADS were made in February 2014 for the period from June 2012 to January 2014. Each incident report and CAD was screened to determine if the complainant was identified as an hotelier, and if the contact was related to sexual trafficking including prostitution, CSEC, and trafficking. The requested time period reflects reporting patterns one year prior to the chosen hotel's participation and approximately 7 months post training.

### **LIMITATIONS**

The most serious limitation was the relatively short amount of time between the first training on May 2013 and the program evaluation in 2014. This short window provides a very limited amount of time to document behavior change. For that reason, researchers also measured changes in knowledge and attitudes, which are a precursor to behavior change. A second limitation was that researchers primarily measured social change on issues of sex trafficking and prostitution, rather than labor trafficking.

## INTERPRETATION AND CONCLUSIONS

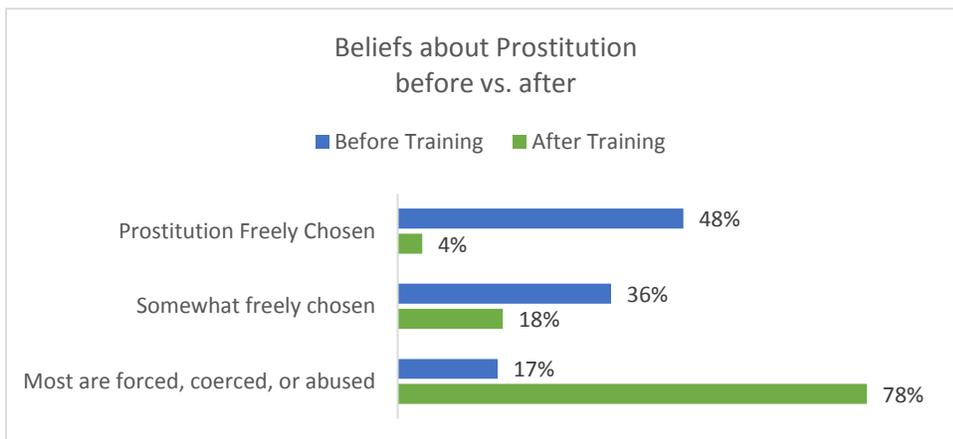
The Inhospitable to Human Trafficking project seeks to create social change in order to prevent human trafficking and prostitution in the lodging industry. We define social change as change in knowledge, attitudes, and behaviors. The program evaluation discovered significant positive changes in knowledge, attitudes, and behaviors as a result of the Inhospitable to Human Trafficking project.

### KNOWLEDGE

- 95% of 134 hoteliers reported an increase in knowledge about trafficking and prostitution as a result of the training (BEST survey).
- The training and resources significantly increased the ability of staff to IDENTIFY sex trafficking incidents in hotels. (10=much better ability to identify; 8.73 out of 10, UW Pre-Post; 8.85 out of 10, BEST Survey; 6.04 out of 7, UW Manager survey).
  - 43% identified 1 to 5 suspected trafficking incidents since the training and 4% identified 6 to 10 incidents.
- The training and resources significantly increased the ability of staff to PREVENT sex trafficking incidents in hotels. (10=much better ability to prevent; 8.35 out of 10, BEST Survey; 5.52 out of 7, UW Manager Survey)
- The project increased knowledge about partnering with law enforcement. Eighty-three percent reported learning new tips for partnering more effectively (BEST Survey).
- Hoteliers reported that this knowledge would be passed on to hotel staff (UW Pre-Post and BEST Survey combined).



### ATTITUDES



A significant shift in attitudes occurred as a result of the project. Prior to the training, 48% of hoteliers believed that prostituted persons freely choose prostitution. After the training only 4% held this belief.

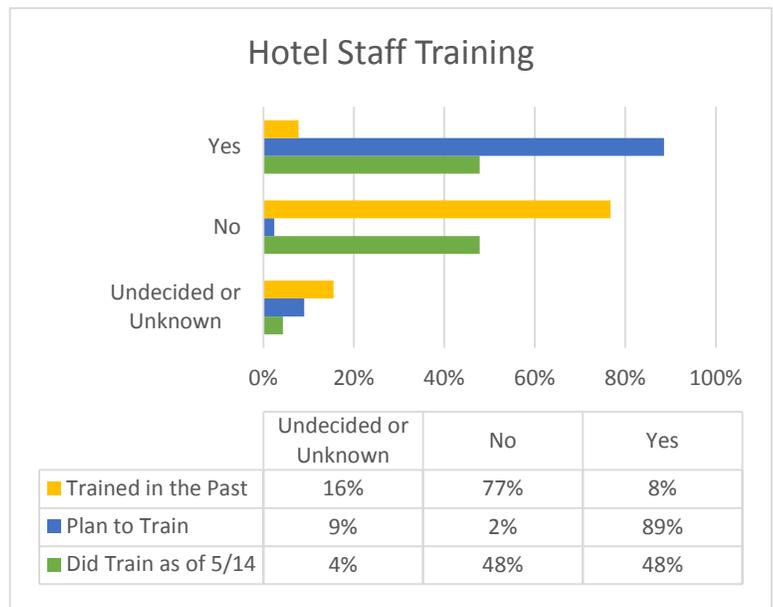
- Most hoteliers also believed that the training and implementation of the BEST Practices would increase the safety of their hotel. (“Much Safer”=10; Average of 8.52 out of 10 for UW Pre-Post, Average of 8.54 out of 10 for BEST survey; Average of 5.35 out of 7 for UW Manager Survey).

## BEHAVIORS

One significant behavior change that occurred shortly after the project in King County was a change in behavior by prostituted persons. The King County training had highest participation from downtown Seattle hotels. According to two detectives in the Seattle Vice and High Risk Victims Unit, for the first time the undercover detectives posing as buyers were having difficulty getting women to meet them in hotels in downtown Seattle.<sup>5</sup> A causal relationship cannot be established because there have been numerous police interventions during this period. However, this behavior reflects a primary goal of the project: to PREVENT trafficking in hotels and STOP the exploitation of people in our community.

### Training

The data indicated a significant shift in behavior change with regard to training. First, it indicated that a majority of hoteliers had not provided prior training, with only 8% having received training on trafficking through their hotel.<sup>6</sup> Second, at the end of the training a majority of managers (89%) said they would begin training their staff.<sup>7</sup> According to the manager survey which participants took 3 to 12 months after the training, about half of the hoteliers did actually train their staff and 87% had discussed trafficking informally with their staff. Seventy-six percent said they are planning training in the future.<sup>8</sup> The top three difficulties with taking action



<sup>5</sup> Meeting between Mar Brettmann and three officers from the Seattle Police Department, Vice and High Risk Victims Unit on October 22, 2013.

<sup>6</sup> From BEST Survey

<sup>7</sup> From compilation of UW Pre-Post Survey and BEST Survey, which asked the same question. Those who responded that a decision on training was “not my decision to make” were excluded from this data set because they were not able to change behaviors.

<sup>8</sup> From UW Hotel Manager survey. The same audience was included in all surveys but the final manager survey had a far smaller number of respondents.

about trafficking are (1) financial cost of training staff, (2) did not know how to set up training, and (3) not enough time.<sup>9</sup>

### Identifying

It appears that hoteliers have been identifying more cases after the training. In the year before the training, only **8%** of participating hoteliers had identified 1-5 cases; after the training, in May 2014, **44%** responded that they had identified 1-5 cases.<sup>10</sup>

Human Trafficking Incidents		
# of Incidents	Percent Identified Year Prior to Training (n)	Percent Identified Since Training (n)
None	91% (111)	52% (12)
1 to 5	8% (10)	44% (10)
6 to 10	1% (1)	4% (1)

### Reporting

As a result of the project, hoteliers reported a significant increase in the likelihood that they would call law enforcement if they suspected trafficking.<sup>11</sup> In addition, the UW Manager survey found a high level of willingness to report suspected incidents to law enforcement (average of 6.65 with 7=very willing).

Yet the Manager survey also indicated that 11 (48%) had suspected at least one trafficking incident after the training and only 4 reported to law enforcement. A low level of reporting is also documented in the UW Incident Reporting data which found no hotel-initiated reports.

This low level of reporting is a serious concern. One officer reported that a hotel that participated in the training had a situation in which multiple victims were being trafficked in the hotel and law enforcement was not contacted. When an officer found the victims, he reported that the hotel was very helpful to provide information. Yet he also said that at least 2 staff told him that they had seen the situation and suspected it was trafficking. Yet they had not reported to police.<sup>12</sup>

The top three barriers to contacting law enforcement were:

- Lack of certainty the situation was trafficking (83%)
- Concern to protect guest privacy (52%)
- Concern that law enforcement may not respond discretely/appropriately (34%)

<sup>9</sup> UW Manager survey

<sup>10</sup> A limitation of the May survey is that it was answered by far fewer people so comparison does not show a definite change. At the same time, this comparison is a conservative one since 47% who answered the May survey had only completed the program 1-3 months prior and could identify many more incidents if asked after 1 year.

<sup>11</sup> UW Pre-Post, Pre-survey (Mean = 4.23; StDev = .84) to post-survey (Mean = 4.58; StDev = .62). [ $t(31) = -2.48, p < .05$ ]

<sup>12</sup> Meeting between Mar Brettmann and three officers from the Seattle Police Department, Vice and High Risk Victims Unit on October 22, 2013.

### Additional Findings

Usage of the SafeLodgingNW website remains low, as confirmed by the UW Manager Survey in which only 13% signed up for the site and no one posted an incident on the site. Major barriers for use of the site included: (a) don't know about the site, (b) forgot to sign up, and (c) don't have time to use the site.

Action	Percent
Wrote new hotel policies	22%
Spoke with company/chain leadership	61%
Posted flyers	13%
Invited law enforcement to do a sting operation	4-9%
Provided resource cards to victims	17%
Increased security	35%
Encouraged law enforcement presence on property	56%

The UW Manager Survey indicated a significant amount of behavior change after the training in other areas, including the items listed in the table.

### LAW ENFORCEMENT

The changes in knowledge, attitudes, and behaviors among law enforcement were not stated objectives of the program but were a by-product of the project. Perhaps for this reason, the changes were not as significant for law enforcement officers.

#### Knowledge

Officers reported an increased knowledge in how to partner with hotels more effectively and an increased knowledge of the average age of entry into prostitution (BEST survey and UW Pre-Post survey).

#### Attitudes

Interestingly, prior to the training not one officer believed prostitution was a free choice. The majority of officers believed that the BEST training and implementation of best practices would have a positive impact on the safety of the community (BEST survey, average 7.8 out of 10 with 10 as much safer).



#### Behaviors

Officers did say that as a result of this training, most of them would be more likely to ask additional questions to find out if a prostituted person was also a victim of sex trafficking, almost doubling the number who will probe deeper 100% of the time.

In conclusion, the data suggests that significant social change—change in knowledge, attitudes, and behaviors—has resulted from the Inhospitable to Human Trafficking project. Yet more work remains, especially focused on reinforcing and encouraging increased behavior change among hotel managers and their staff.

## RECOMMENDATIONS

**Working Groups:** No major changes appear to be needed for the working groups, which hoteliers reported finding helpful.

**SafeLodgingNW website:** Additional education is needed to encourage use and enable ease of use of the website.

**Inhospitable to Human Trafficking Training:** Hoteliers rated the training 9 out of 10 (10=excellent). Only minor changes need to be made to the training. For example, hoteliers repeatedly requested more real life examples. If any major changes are made, the training should provide a better experience for law enforcement officers (avg 7.5, UW Pre-Post; avg 7.56, BEST survey). As a result of this survey feedback BEST did create an extended appendix for law enforcement on addressing problematic motels but very little additional verbal information has been added because of time limitations. If the training time were to be extended, we would be likely to lose many hotel participants.

The most pressing opportunity for growth is to encourage and foster behavior change so that hotels will increase training of their staff and increase reporting of suspected cases to law enforcement. Hoteliers report that the following resources could help their own training efforts:

Resources	Percent
Staff Training Video	83%
Brochures	78%
Champion within Organization	61%
Pocket-sized Cards	57%
Posters	52%
Meetings with Law Enforcement	48%
Other: <ul style="list-style-type: none"> <li>• “possible speakers related to trafficking incidents”</li> <li>• “training video in Spanish”</li> <li>• “Victim's testimony”</li> <li>• “business cards”</li> </ul>	17%

Additional suggestions from hoteliers include:

- Refresher or continued meetings need to occur at least every 6 months if not more.
- Training in other languages for hourly staff – particularly Spanish (this was mentioned at least 3 times)

- Staff level training at our properties, possibly a BEST representative
- Translate PowerPoint for employee training into other languages

BEST has received a generous grant from StolenYouth to create additional printed resources such as brochures, cards, and posters and will do so by May 2015. In addition, this summer BEST is launching a new Onsite Training Program to train staff at individual hotels.

**TRAINING NEED:** A multilingual training video or a series of video shorts about real life experiences and for staff that addresses the sex trafficking and prostitution of adults and minors would enable hoteliers to train their staff more easily and repeatedly and incorporate human trafficking training into new hire training.

### **Reporting**

With regard to increasing reports to law enforcement, hoteliers—in theory—are very willing to report but when they encounter a real life situation, few appear to be reporting. According to the data, major barriers are lack of certainty the situation was trafficking, concern about guest privacy, and concerns that law enforcement may not respond discretely or appropriately.

This feedback suggests that additional training is needed to increase the confidence of managers in identifying trafficking cases and reinforce the legal findings we discuss in the manager training. Protecting guest privacy is so engrained in the mindset of hoteliers that this may be a very difficult, if not impossible, barrier to overcome if managers lack certainty about a situation. This can be addressed through ongoing communication and information from BEST, repeated training, and developing an in-house 'expert' who received additional support and training from BEST.

Concerns about law enforcement response can be addressed by continuing to provide forums for hoteliers to meet and talk with law enforcement officers.

### **Increased Victim Services**

In the working group meetings, numerous victim service providers stressed the importance of providing robust services for prostituted people alongside this project. They expressed concern that street prostitution is even more dangerous than prostitution in a hotel; the community needs to provide robust services for prostitution survivors so that they are not forced to work on the streets. Throughout the state, service providers are in need of more emergency housing and more job training and placement services.

As a result of the project, some hoteliers offered free rooms to service providers, which have been utilized in emergency situations. In addition, BEST helped to increase job training and placement services in King County through a partnership with the Organization for Prostitution Survivors and Goodwill Industries. However, much more needs to be done to support trafficked and prostituted people who want to exit the life.

*If you would like to read the appendix, please contact BEST at [info@bestalliance.org](mailto:info@bestalliance.org) to request a copy.*