

CITY OF OAKLAND

AGENDA REPORT

FILED
OFFICE OF THE CITY CLERK
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TO: Office of the City Administrator
ATTN: Deborah Edgerly
FROM: Police Department
DATE: February 8, 2005

RE: An Information Report on the "Alameda County Minors in Prostitution Task Force Report" and the Police Department's Efforts to Address the Issue of Minors Involved in Prostitution in Oakland

SUMMARY

This is an information report, requested by the Public Safety Committee, on issues identified in the 2003 "Alameda County Minors in Prostitution Task Force Report" (attached) and briefly notes the efforts of the Police Department's Special Victims Section to address the issue.

FISCAL IMPACT

This is an information report. Fiscal impacts are not included.

BACKGROUND

The Police Department has identified a surge in youth prostitution during the last four years. In 2001-02 Youth Services Division identified approximately 218 minors actively being prostituted by about 155 pimps. By May of 2003, an additional 75 minors and pimps had been identified. As of September 2004, the number of minors being prostituted by pimps has doubled since 2001-02. The average age of the minors being prostituted is between the ages of 12-17. These minors are also being trafficked to surrounding cities, counties, and out of state.

Drug dealers are turning to pimping minors, because they are aware it is harder to get convicted for pimping than for narcotics in Alameda County. Oakland is also considered to be on the "Circuit," a stopping point for out of state pimps, to bring under age prostitutes. This makes Oakland a popular area for "johns" to find under age prostitutes.

Officers currently encounter between three to 14 minors engaging in prostitution each week. It is common practice for pimps to recruit teenage girls from local middle and high schools, and then encourage these prospects out onto the street through a combination of smooth talk, money, clothes, drugs and for many, a feeling of being wanted or needed. Many of these young women are frequently the victims of child abuse and/or sexual abuse and are often living at or below the poverty level.

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The Child Exploitation / Vice Unit conducted four major street operations in 2004. The operations targeted pimps, their customers, and the sex workers using the streets of Oakland to conduct business. The aforementioned operations produced the following arrest results:

- 154 “johns”
- 10 “pimps,” two armed with firearms
- 64 sex workers, 10 of whom were minors

These statistics do not include the normal vice operations conducted on a much smaller scale throughout the year.

KEY ISSUES AND IMPACTS

The Minors in Prostitution Task Force Report noted a rise in the number of minors in Oakland involved in prostitution, as well as the financial incentive for prospective pimps:

“During 2001 - 02 the Oakland Police Department identified 218 minors actively being prostituted by 155 pimps. As of May 2003, it is estimated that an additional 75 sexually exploited youth have been identified by the OPD¹. Numbers of youth continue to be fluid, with young people being picked up for a variety of offenses such as shoplifting, assault, and drug dealing with sexual exploitation being revealed after the initial arrest.”

“Professionals in the field point out that child prostitution has greatly expanded over the past few years, with young people being trafficked locally between Richmond, Oakland, San Francisco, San Jose—and in some cases, as far away as Reno and Las Vegas. Earning as much as \$500 a day for their pimps, there is increased economic incentive promoting young men to become involved in pimping.”

The task force report proposed several recommendations, with which the Police Department concurs, that would have a positive impact on those youth being sexually exploited:

- Specialized group homes
- Networking of group homes
- Short term in-take center and shelter
- A safe house away from the Bay Area

¹ OPD Youth Services Division, May 2003. Note: The current data collection system drops youth from the database at age 21. Therefore, the figures continually change and OPD can only estimate the additional number youths.

The safe house was identified by the child exploitation investigators as the one endeavor that could have the most significant impact on the investigation and prosecution of human traffickers of minors. A safe house would also assist in the rehabilitation efforts of these juvenile victims.

The task force report also illustrated the nexus between child exploitation and other serious crimes, including family violence and abuse. Specifically, the report identified:

- Child exploitation
- Child / Juvenile Prostitution
- Child Sexual Abuse
- Continuum of Abuse
- Five Factors (Poverty, Family Dysfunction, Abuse, Crime and HIV/AIDS)

Several of the factors listed above parallel the investigative and advocate functions of the Special Victims Section. The task force report states that family dysfunction, i.e. domestic violence, family sexual assault, abuse and drug use all contribute to minor/teen prostitution.

*“The overwhelming majority of sexually exploited youth are runaways or castaways from dysfunctional homes where they have suffered physical, psychological and sexual abuse. **Sexual abuse in particular is cited as a leading cause for entry into the sex trade . . .**”*

PROJECT DESCRIPTION

Special Victims Section

In an effort to expand the internal networking of police investigators and civilian advocates, the Special Victims Section provides a one-stop resource for victims, their families, outside law enforcement and civilian agencies. The Police Department instituted the Special Victims Section on January 10, 2004. This reorganization partnered existing Department units into a single investigative section, under the command of a lieutenant and the supervision of three sergeants. The Section's investigative units are:

- Child Exploitation Unit
- Child Abuse Unit
- Sexual Assault Unit
- Vice Unit
- Domestic Violence / Domestic Violence Advocates Unit
- Missing Persons / Kidnapping Unit
- C - Care, volunteer narcotics intervention unit
- Juvenile In - Take Unit

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Dysfunctional family homes, where domestic violence, abuse, sexual abuse and substance abuse often occur, are the focus of the Special Victims Section investigators, advocates and volunteers.

Child Exploitation Unit

The Police Department developed the Child Exploitation Unit in order to identify and undermine the efforts of pimps to recruit minors into prostitution. The unit was initially staffed by two full time investigators. In 2003 one of the investigators recalled to active reserve duty in Iraq. The second investigator was recalled in mid-2004. In an effort to keep some personnel resources focused on the problem, the two officers assigned to the Vice Unit were moved to the Child Exploitation Unit. In addition to dealing with minors in prostitution, this "combined" Child Exploitation / Vice Unit conducts suppression operations that target street level prostitution, pimping, and interdiction of human trafficking.

Next Steps

There are several additional avenues Police Department personnel are pursuing in an effort to effectively address the commercial sexual exploitation of children. Current venues being pursued are :

- Measure Y, passed by the voters last November, will provide funds specifically earmarked for intervention and prevention strategies aimed at children, youth, and young adults.
- Applying for a \$450,000 federal grant from the Department of Justice, Bureau of Justice Assistance. These grant monies will provide training and operating funds to target those persons trafficking individuals for personal gain. As minors in prostitution is essentially human trafficking, these resources would be used to target pimps and massage parlor operators who utilize minors as sex workers, along with those illegal immigrants smuggled into the United States and forced into slavery and servitude.
- The Alameda County Office of the District Attorney, in partnership with the Oakland Police Department, has been selected to receive a federal Family Law Center grant. This grant will initially provide \$1.2 million to bring together resources from the Oakland Police Department and a variety of county and community services under one roof, in order to address family violence issues (many of which are noted in the task force report).

The Alameda County Family Violence Center is scheduled to open its doors in March 2005. The Special Victims Section will relocate all of its personnel resources to the center, as a commitment to the effort. This center will address many of the root causes that attract minors to prostitution.

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SUSTAINABLE OPPORTUNITIES

Economic: There are no economic opportunities contained in this report.

Environmental: No environmental opportunities have been identified.

Social Equity: In the words of the Interagency Children's Policy Council, "Sexual exploitation is an equal opportunity **destroyer**." The "Alameda County Minors in Prostitution Task Force Report," also states, "All children and youth, regardless of socioeconomic status, family structure or place of residence are, ultimately, fair game for exploiters." Counteracting the exploiters will require awareness education, outreach, specialized services and intervention strategies.

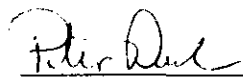
DISABILITY AND SENIOR CITIZEN ACCESS

There are no senior citizen or ADA access issues contained in this report

RECOMMENDATION

Staff recommends acceptance of this information report.

Respectfully submitted,

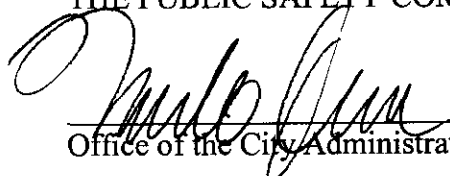


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Deputy Chief of Police

Prepared by: Lt. Michael Yoell
Special Victims Section, CID
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Attachment: AlCo Minors in Prostitution Report

APPROVED AND FORWARDED TO
THE PUBLIC SAFETY COMMITTEE:



Office of the City Administrator

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Public Safety Comte.
February 8, 2005



ALAMEDA COUNTY

MINORS IN PROSTITUTION

TASK FORCE REPORT

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Laura Hobson-Faure, Consultant

ALAMEDA COUNTY

minors in prostitution / sexually exploited minors

TASK FORCE REPORT

PRINCIPAL WRITERS: BARBARA LOZA-MURIERA & LAURA HOBSON-FAURE

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From the ICPC Director

This report is dedicated to Alameda County's most vulnerable populations, sexually exploited and prostituted youth. The ICPC staff and I want to personally thank the local public service systems and particularly all the individuals who contributed to the planning, development, and the implementation of the Minors in Prostitution/Sexually Exploited Minors Task Force of Alameda County.

-Gary V. Thompson

Acknowledgements

Alameda County Board of Supervisors
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1

Executive Summary and Task Force Overview

Introduction

This report will provide the reader with an overview of the **Minors in Prostitution/Sexually Exploited Minors Task Force**, convened by the Interagency Children's Policy Council of Alameda County, and the issues involved in the commercial sexual exploitation of youth. In the first section, we will present the mission and history of the Minors in Prostitution/Sexually Exploited Minors (MiP) Task Force. In the second section, "**Working Definitions and Concepts**," we will introduce the themes and definitions surrounding this issue, highlight some of the factors that attribute to the prostitution of minors, and underscore the national and regional aspects of this problem. After this introduction to the issues, we will focus on the specific situation of Alameda County. In the third section, "**Population**," we will present data and case histories on minors involved in prostitution. The fourth section, "**Systemic Issues**" will address the different roles and current challenges of "systems players" in helping this population. Our fifth section, "**Recommendations and Strategies**" will provide the MiP Task Force's and the Interagency Children's Policy Council's long-term vision for a continuum of care for minors involved in prostitution. This section will also document the "motion of progress" toward our long-term vision by showing strategies that have been put into place by different systems actors. Finally, the sixth section of addendums will provide the reader with useful documentation, such as the Interagency Children's Policy Council's work plan and various training curricula.

Scope of the Problem

During 2001-02 the Oakland Police Department identified **218 minors** actively being prostituted by **155 pimps**. As of May 2003, it is estimated that an additional 75 sexually exploited youth have been identified by the OPD¹. Numbers of youth continue to be fluid, with young people being picked up for a variety of offenses such as shoplifting, assault, and drug dealing with sexual exploitation being revealed after the initial arrest. Still it is apparent that current data surveillance mechanisms do not capture the steady increase of commercial sexual exploitation activities reported by the juvenile courts, law enforcement, social workers, educators and community providers throughout the Bay Area. Professionals in the field point out that child prostitution has *greatly* expanded over the past few years, with young people being trafficked locally between Richmond, Oakland, San Francisco, San Jose—and in some cases, as far away as Reno and Las Vegas. Earning as much as \$500 a day for their pimps,

¹ OPD Youth Services Division, May 2003. Note: The current data collection system drops youth from the database at 21. Therefore, the figures continually change and the OPD is only able to estimate the additional number of additional youth identified.

there is increased economic incentive promoting young men to become involved in pimping. The lure of what is perceived as “easy money” is supported by easy access to a never ending supply of runaway, “AWOL” and “throw away” youth—youth who are highly vulnerable, who have no way to meet their basic needs of food, shelter and human connection, and who are invisible to society at large. This, in addition to the continuous demand for sexual “services,” has created an expansive marketplace where prostitution reigns along side the drug trade, and the exploitation of children, adolescents and teens has become standard practice. Concurrently, the public system finds itself unprepared to address this growing trend and has failed to identify youth at risk of (or impacted by) sexual exploitation, or to provide specialized resources to successfully intervene. The situation is further exacerbated by the **lack of consistent cross-system assessment instruments; intake procedures, case management practices, and transitional supports** necessary to address the needs of minors victimized through sexual exploitation and related traumas.

Minors in Prostitution/Sexually Exploited Minors Task Force Overview

The Interagency Children’s Policy Council, under the direction of Presiding Judge Brenda Harbin-Forte and Commissioner Nancy Lonsdale, convened a Task Force in June 2002 to address the cross systems issues impacting minors who are sexually exploited through the local sex trade economy. Members of the Minors in Prostitution/ Sexually Exploited Minors (MiP) Task Force include City, County, Law Enforcement, Judicial, School District, and Community Provider representatives who have come together to identify both short term as well as long term strategies and solutions. Since the Task Force’s inception, ICPC staff and consultants have convened meetings with city and county stakeholders to gather information on how the systems are currently responding to this issue and to this population. Areas of discussion included potential strategies, in the form of a multidiscipline team to assess status (300 Dependency/600 Juvenile Justice) of the youth, evaluate needs, and make appropriate service referrals. Placement options was also a focus of discussion, as well

as the subject of cross systems training for all key stakeholder, partnership with community based providers and resource development possibilities.

County and Community: Developing Local Capacity

The Task Force is committed to rectifying internal systems issues related to the early identification of sexually exploited minors and assignment of appropriate resources to address their needs. That having been said, County and City partners recognize that the delivery of services will require the support of community based providers with a demonstrated expertise in serving the diverse populations of young people exploited through prostitution. It is therefore vital that County and Community efforts be linked, particularly around the development of a local expertise built on existing practice based knowledge and enhanced through cross training opportunities. By working together to increase knowledge in the specific area of child and adolescent sexual trauma, County and Community partners will be better prepared to jointly develop and implement specialized services and intervention strategies.

Sub Committee Structure

The Task Force has a two-subcommittee structure to identify best practices and strategies, resulting in recommendations for the development of a comprehensive, coordinated response to address the needs of sexually exploited youth in Alameda County. The two-committees are as follows:

- **County and City Sub Committee** to examine city and county responses to minors impacted by prostitution. Participants includes representatives from Social Services Agency, Public Health Department, District Attorney, Juvenile Court, City Council, County Administrators Office, Behavioral Health Care Services, Oakland Police Department, Court Appointed Special Advocates, Oakland Children’s Hospital and County Board of Supervisors. In addition, a **Legal Work Group** was formed to identify and examine relevant legal and jurisdictional issues related to minors in either juvenile justice and /or foster care systems. Participants included Juvenile court, District Attorney, Public Defender and Probation representatives.

• **Community Providers Sub Committee** comprised of community providers with an expertise in addressing issues related to sexual exploited youth. Participants include: Asian Health Services, CAL-PEP, CASA, CAP Training Center, The Center for Young Women Development, Diversity Resource Network, Dreamcatcher Youth Shelter /Xanthos, Generation

Five, Girls Inc., Harm Reduction Coalition, HEPPAC, Scotlan Youth Center, Young Women United for Oakland, OUSD/SARB, Tri City Health Center/ Youth Action Project, SAGE (Standing Against Global Exchange,) Sex Workers Organized for Labor Human and Civil Rights, SMAAC (Sexual Minority Alliance of Alameda County), and the SHARP program.

"I got a call at one in the morning to come down to see a 10 year old girl that they just brought in off the streets...and I kid you not, she was sitting there with a stuffed animal in one hand and a lollypop in the other...it just breaks your heart."

- Detective Jim Saleda, Special Victim's Unit,
Oakland Police Department

The Minors in Prostitution Task Force addresses sexually exploited youth in Alameda County. How do we define "sexually exploited"? How is this related to child sexual abuse? What do we mean by prostitution? What are the factors that fuel the sexual exploitation of youth? In this section, we will introduce the definitions of the terms we will use through out this report, as well as highlight some of the international and national dimensions of this problem, before focusing on Alameda County.

Child Sexual Exploitation

University of Pennsylvania researchers Richard J. Estes and Neil Alan Weiner define child sexual exploitation as **"A practice by which a person, usually an adult, achieves sexual gratification, financial gain, or advancement through the abuse of exploitation of a child's sexuality by abrogating that child's human right to dignity, equality, autonomy, and physical and mental well-being, i.e. trafficking, prostitution, prostitution tourism, mail-order bride trade, pornography, stripping, battering, incest, rape and sexual harassment. Child Sexual Exploitation reflects a continuum of abuse ranging from child sexual abuse to child sexual exploitation to the commercial sexual exploitation of children."**² This definition captures the numerous and dynamic forms of sexual exploitation, so great in scope, that all children are potentially vulnerable to being exploited. It also highlights that child exploitation is a broad issue that extends beyond local considerations and is, in fact a national and global human rights issue impacted, by United Nations estimates, as many as 300,000 children and youth under the age of 18 within the United States alone.³

Commercial Sexual Exploitation of Children

Commercial sexual exploitation of children is defined as the **"...exploitation of children entirely, or least primarily, for financial or other economic reasons. The economic**

²Hughes, 1999, cited in Estes, Richard and Weiner, Neil Alan, The Commercial Sexual Exploitation of Children and U.S., Canada and Mexico, University of Pennsylvania School of Social Work, Center for the Study of Youth Policy 2001, revised 2002, page 9.

³Davidson, Howard, Director ABA Center on Children and Law, Presentation: Making Principles in the U.N.'s Optional Protocol a U.S. Reality, June 20, 2002.

"We see these girls all the time. They're middle school age kids and they're being pimped by a guy they think is their boyfriend and they don't understand what's happening."

—Donna Marie, Oakland Unified School District, SARR Coordinator

"A lot of times a pimp never even has to say "Come work for me." He'll just start treating her like she has never been treated, telling her how fly she is, and she's hooked."

—Rachel Lloyd, Girls Education Mentoring Services (GEMS) as quoted in "Girls Interrupted," Essence Magazine 9/2002

exchanges involved may be either monetary or non-monetary (i.e. food, shelter, drugs), but in every case, involves maximum benefits to the exploiter and an abrogation of the basic rights, dignity, autonomy, physical and mental well-being of the children involved,"⁴ It is important to note that the commercial aspects of this form of child exploitation bring to bear "...all the forces of economic interaction --value, profitability, return on investment, payment and payback...on to the inherent abuses of power that occur within the context of a sexually abusive relationship."⁵ Driven by existing marketplace values and strong consumer demand, children are easily abducted from a variety of places-- local neighborhoods hangouts, such as malls, parks, video arcades, mini-marts, or bus and subway stations, for example. In other situations, meetings are arranged via popular phone "chat lines" and through the Internet. Social workers in the field point out that "Pimps can smell vulnerability...their methods are to befriend... create emotional and/or chemical dependencies and then convince them to earn money for the pimp in prostitution."⁶

In the case of girls, the road to exploitation has a predictable pattern. Many young girls and older teens flee their homes because of sexual and/or physical abuse, or some other dysfunction in the family. Others may be foster children running from group homes and a history of neglect, abuse, and other childhood traumas. Once out on the street, these youth find themselves lacking basic needs of food, shelter and general protection, which the pimp, in the guise of friendship, may seem to be offering. In other cases, the pimp may offer access to "luxuries"

such as clothing, eating out at restaurants, or visits to the hair and nail salon. In all situations, the pimp strategically capitalizes on the young person's lack of personal resources, issues of poor self esteem and need for emotional support, typically experienced by many girls during adolescence. Girls are charmed and wooed, made to feel attractive, worthy of male attention, romance and idealized love, but this is short lived. The flattering "boyfriend" is soon replaced by the hardnosed sex trade operator with an iron grip on all the girl's activities.

Researchers Estes and Weiner note, "...the pimp uses the child's emotional (and by now financial) dependency to persuade the child into selling sex for money, all of which is turned over to the pimp. In time the arrangement becomes less emotional and more contractual as the pimp demands that the child produce some minimum amount of money daily."⁷ Indeed, pimps are described as possessing a sharp business acumen coupled with a total dedication to profitability and the "bottom line." High profit margins are achieved through total control of their "product inventory" composed of young women, girls, and in some cases, boys. Pimps achieve and maintain control through both fear and violence, often employing other adult women who have worked their way up through the prostitution ranks and earned their stripes as pimp loyalists. These women act as the watchful eyes and ears of the pimp, monitoring the youth on and off the street, and doling out retributions as necessary to keep them compliant. In other instances, the pimp will father children with the girl and then hand over the infant to family members or friends to be raised—and used a "collateral" to further

⁴ Hughes, 1999, cited in Estes, Richard and Weiner, Neil Alan, 2001, revised 2002. The Commercial Sexual Exploitation of Children and U.S., Canada and Mexico, University of Pennsylvania School of Social Work, Center for the Study of Youth Policy, p.9.

⁵ Estes, Richard and Weiner, Neil Alan, 2001, revised 2002. The Commercial Sexual Exploitation of Children and U.S., Canada and Mexico, University of Pennsylvania School of Social Work, Center for the Study of Youth Policy p. 2.

⁶ Raymond, Janice G. & Hughes, Donna M., 2001. Sex Trafficking of Women in the United States, Coalition Against Trafficking in Women.

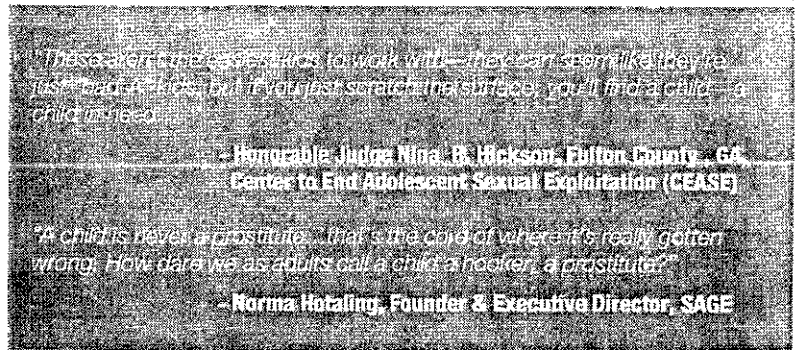
⁷ Estes, Richard and Weiner, Neil Alan, 2001, revised 2002. The Commercial Sexual Exploitation of Children and U.S., Canada and Mexico, University of Pennsylvania School of Social Work, Center for the Study of Youth Policy, p. 109.

control the girl⁸. Girls who *do* manage to escape are routinely sought after and retrieved by the pimp or by pimp “associates” assigned to the task. Pimps exhibit a strong sense of ownership over what they perceive to be their property. Oakland Police Department, Special Victim’s Detective Jim Saleda has dealt with countless young girls and the pimps who think they own them. “Just to make sure everyone knows who the girl belongs

to, in a lot of cases, girls are branded with the name of their pimp somewhere on their body. And if the girl makes a run for it, those guys will go after them. They (the pimps) are dead serious about getting them back and will go to any lengths to get them...back to the streets making them money.”

Child/Juvenile Prostitution

The World Health Organization defines Child Juvenile Prostitution as “The act of engaging in sexual intercourse or performing other sex acts with a child for money, clothing, food, shelter, exchange drugs, or other considerations”⁹ The keystone of this definition lies in the phrase “the act of”, for the prostituted child is in fact being acted upon within the context of the sexually abusive act. ECPAT-USA emphasizes this point stating that, “This exchange is exploitive because it comes about in a relationship of unequal economic, cognitive and psycho-social power...”¹⁰ and therefore, in their view, child prostitution “...is not a criminal act “committed” by youth”¹¹ The impetus comes from outside the girl or boy, their bodies engaged for the “task” of adult sexual gratification—something that children are not capable of comprehending, and that requires neither their full understanding, nor their active participation, to be carried out. “This is a hard concept for people to get,” says Amba Johnson, MSW and Alameda County Social Worker. An expert in the field of sexual exploitation of women and youth, Ms



Johnson is clear about one thing: “A child or youth who is being prostituted is not out there “having sex.” They are out there *surviving*. The moment the young person is out of their home, the moment they are out on the streets, they are already engaged in an act of exchange—and they function at that level of comprehension. There is annihilation or compromise and so they choose compromise—as anyone would—the cost of which they can not know, but of which the adult is well aware.”

Child Sexual Abuse

The National Clearinghouse on Abuse and Neglect defines child sexual abuse as the following: “**Sexual activity involving persons younger than 18 years of age... Most often perpetrated by an adult, such activities include rape and molestation, pornography, and exposure of children to the sexual acts of others.**”¹² Over the past decade, we have seen a significant increase in awareness surrounding the issue of child sexual abuse. This is due, in no small part, to the public and private sectors actively partnering with local advocacy groups and neighborhood service providers to inform the broader community. This partnership has put child abuse squarely in the public eye and has resulted in a common knowledge base related to signs of abuse, effective prevention strategies and methods of intervention. Sadly, no such common understanding or knowledge

⁸ Ibid.

⁹ World Health Organization, 2001 (Cited by Estes, Richard and Weiner, Neil Alan, 2001.)

¹⁰ Spangenberg, Mia, 2001. Prostituted Youth in New York City: An Overview, End Child Prostitution, Child Pornography and Trafficking in Children for Sexual Purposes / ECPAT-USA, p. 3.

¹¹ Ibid.

¹² The National Clearinghouse on Child Abuse and Neglect Information, 1996. (Cited by Estes, Richard and Weiner, Neil Alan, 2001.)

base exists in relation to child prostitution and other forms of exploitation. Indeed, the sexual exploitation of children has remained on the periphery of the public dialogue surrounding child abuse. University of Pennsylvania researcher and nationally known expert in the field of child exploitation and trafficking, Richard J. Estes states, "**Child exploitation is the most hidden form of child abuse found in North**

the number of American youth involved in commercial sexual activity (e.g., pornography, prostitution, working as escorts, strippers, or dancers in bars); **4)** the number of American and non-American youth being trafficked across the U.S. for sexual purposes; or **5)** the involvement of local, national or international crime units in the above crimes against children. Instead, each organization possessed a piece of the



America today. It is the Nation's least recognized epidemic..."¹³ This statement is borne out by existing data. For example, we know that nationally, on average, there are over 300,000 reports of child sexual abuse each year¹⁴. In California, as of **April 2003**, there were **70,694** children referred to Child Protective Services -- **6,011**¹⁵ of which were for sexual abuse. *By contrast*, actual numbers of documented cases of sexually exploited and/or commercially sexually exploited children are much harder, if not impossible, to come by. While many data banks containing a variety of information related to different aspects of child exploitation—i.e. numbers of missing, runaway and homeless youth, number of sexual assaults and other crimes against youth—**no single, reliable data source exists**. Commenting on the issue of available data, researchers Estes and Weiner concluded, "...one very powerful truth became clear to us, i.e., no single agency or organization possessed a comprehensive picture concerning: **1)** the number of sexually exploited children in the U.S.; **2)** the number of at-home vs. runaway, throwaway and otherwise homeless youth victimized by sexual exploitation; **3)**

puzzle that was needed to see the total picture but most of the pieces either were missing or buried deep in irretrievable case and administrative data sets."¹⁶

Continuum of Abuse

How do these definitions interact? Throughout this report, we will point out the complex and overlapping issues surrounding minors involved in prostitution: we will see that many youth run away from situations involving child abuse--or more specifically sexual abuse, and this in turn makes them vulnerable to child sexual exploitation. Most often, although not always, sexually exploited youth come into contact with the public systems as either 300s – dependents/foster youth, or 600s—juvenile offenders. After coming into the County system, few specialized services or interventions exist to address the specific trauma associated with child sexual exploitation or it's aftermath. The notion of a "continuum of abuse" helps us understand the complexity of issues facing these youth, as well as the need for multiple strategies to help them. Richard Estes and Neil Alan Weiner, in their September 2001 report "The Commercial

¹³ Center to End Adolescent Sexual Exploitation, (CEASE) 2002. www.juvenilejusticefund.org/cease.htm

¹⁴ McMahon and Puelt, 1999. (as cited by Generation Five "Statistic Slams.")

¹⁵ California Department of Social Services, Data Analysis and Publications division, 2003.

¹⁶ Estes, Richard and Weiner, Neil Alan, 2001, revised 2002. *The Commercial Sexual Exploitation of Children and U.S., Canada and Mexico*, University of Pennsylvania School of Social Work, Center for the Study of Youth Policy, p. 127.

Exploitation of Children in the U.S., Canada and Mexico” highlight the “...existence of a *continuum of abuse* associated with child sexual abuse, child sexual assault, child sexual exploitation and the commercial sexual exploitation of children. While the faces of the children victimized by each form of abuse may differ, in fact, the underlying socio-emotional-cultural dynamics responsible for all forms of child abuse are the same, i.e., in every case the abuse is initiated by a more powerful offender(s), usually an adult, who exerts his or her will over the children in order to secure some sexual, economic, or other benefit of value to the offender. In every case the basic dignity, rights and emotional security of the victimized children are compromised, often permanently.”¹⁷

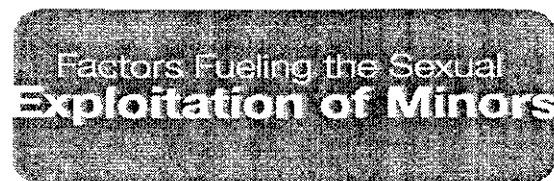
Factors

What fuels the sexual exploitation of minors? The experts agree, there is no one single, dominant factor promoting the exploitation of children. The realities surrounding child exploitation reflect a confluence of factors, both internal and external, converging at any given time, pushing and pulling children in the direction of exploiters. Poverty, family dysfunction, prior physical and sexual abuse, market forces, crime, gender discrimination, globalization and HIV/AIDS are among the most cited explanations for the increase in sexual exploitation of children and youth. Given the limited scope of this report, we will examine **five** of these factors: **poverty, family dysfunction, abuse, crime and HIV/AIDS**.¹⁸

• Poverty

Poverty is the most frequently given reason for the exploitation of children. It must also be said, however, that “poverty alone does not account for the large number of children under the age of 16 years being recruited into the sex industry, especially in rich

Globalization
Gender Discrimination against girls
Abuse
HIV / AIDS



Crime
Market Forces
Family Dysfunction and Breakdown
Poverty

countries such as the U.S. and Canada.”¹⁹ Current research indicates that, in the United States and Canada, while many exploited children are poor or living just on the edge of poverty, many other youth did not originate from the lowest end of the socio-economic ladder, nor did they self identify as being “poor.” Instead, most of the children identified themselves as being from working and middle class families²⁰ That having been said, the same research points out that “poverty *does* create the context that contributes to the sexual exploitation of many poor children. This phenomenon was particularly evident among children living in inner-city poor families residing in public housing and the growing numbers of youth whose family have been forced off of welfare in response to national efforts at welfare reform.”²¹

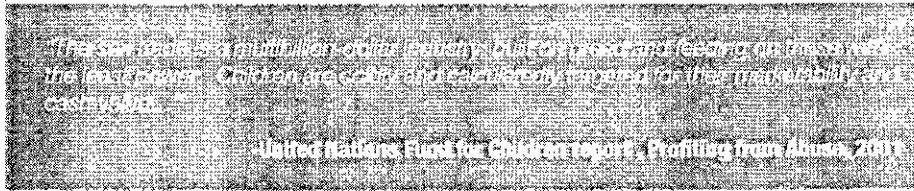
¹⁷ Estes, J. Richard and Weiner, Neil Alan, 2001, revised 2002. The Commercial Sexual Exploitation of Children and U.S., Canada and Mexico. University of Pennsylvania School of Social Work, Center for the Study of Youth Policy 2001, p. 45

¹⁸ Note: While we recognize that market forces, globalization and gender discrimination have an important relationship to the commercial sexual exploitation of children and youth, these areas represent broader bodies of research which, given this report’s limited scope and size, could not be adequately addressed.

¹⁹Ibid, Dionne, 2001; Estes & Weiner, 2001; Tremblay, 2001, p. 3

²⁰ Ibid, Estes & Weiner, 2001, p.41

²¹Ibid, Brooks, et al, 2001. (Cited by Estes & Weiner, 2001) pgs. 41-42



Many of the girls interviewed recalled moving back and forth between relatives...or being placed in a foster or group home, typically between the ages of 12

or 14..."²⁵ This is a particularly striking piece of information as the study also revealed that in addition **95% of the girls had experienced some form of emotional, physical and/or sexual abuse.** While not the definitive factor, it is apparent that family fragmentation and dysfunction is an important piece to the puzzle related to a broad range of negative outcomes for young people—including an increased likelihood of being sexually abused and/or exploited.

• Abuse

In their ground breaking study, "Prostituted Youth in New York City," the organization End Child Prostitution, Child Pornography and Trafficking in Children for Sexual Purposes, (ECPAT-USA) found that "The overwhelming majority of sexually exploited youth are runaways or castaways from dysfunctional homes where they have suffered physical, psychological and sexual abuse. **Sexual abuse in particular is cited as a leading cause for entry into the sex trade...**"²⁶ Bay Area law enforcement, juvenile courts, juvenile probation, social services staff and community providers report much the same. Lieutenant Kevin Wiley, formerly of the OPD Youth Services Division, states that most of the girls they come in contact with "...had a history of sexual abuse from the hands of a caretaker, and they are almost always running from a problem." Dr. Barbara Stagers Director of Adolescent Medicine at Children's Hospital in Oakland and Director of Children's Teen Clinic, has also witnessed an influx of youth who admit to some form of abuse. "I've never seen anything like this in 17 years I've been doing this...at least four to six times a day we get a "yes" when we ask (young patients) if they ever have been forced (to have sex) or sexually assaulted. And at

It is noted that in Alameda County, 17.6% of youth under 18 lived below the poverty level in 1997²². In addition, California ranks 47th when it come to youth unemployment, with 21% of 16-19 year-olds looking for work. Not too coincidentally, California has the 3rd highest rate of juvenile incarceration as well²³. This statistical backdrop supports the statements of local community providers and advocates serving youth in the area, that young people in Alameda County experience a high level of poverty—particularly those youth who are homeless and/or are runaway or "thrown away" by their families. They emphasize that youth living (or more accurately, surviving) on the street find themselves without such basic resources as food and shelter—and therefore are highly susceptible to participating in "survival sex" to get by, or to be seduced by a pimp's overtures of support and friendship.

• Family Dysfunction and Breakdown

Family dysfunction and breakdown in the form of violence in the home, mental illness, sexual and other intimacy boundary issues, family sexual assault and abuse, drug use in the family and other social failures²⁴ were also cited as a factor pushing children out of their homes, onto the streets and into sexually exploitive situations. When it comes exclusively to girls, a parallel is found in a 1999 National Council on Crime and Delinquency (NCCD) study examining the characteristics of adolescent and teenage females entering the juvenile justice system. The study concluded that girls entering the system overwhelmingly had caretakers who were "subject to a wide range of stress factors," and that "...95% of the girls were assessed as lacking a stable home environment and 11% had experienced or witnesses the death of one or more parents or siblings.

²² Alameda County, Department of Health, MCSH Adolescent Health Profile, 2003, p. 4

²³ Ibid.

²⁴ Ibid, Estes & Weiner, 2001, p.42

²⁵ Acoca, Leslie, 1999. Investing in Girls: A 21st Century Strategy. *Journal of the Office of Juvenile Justice and Delinquency Prevention*, Volume VI, Number 1, p. 6.

²⁶ Spangenberg, Mia, 2001. *Prostituted Youth in New York City: An Overview, 2001*. End Child Prostitution, Child Pornography and Trafficking in Children for Sexual Purposes (ECPAT-USA), NY, p.8.

least one or two have been pulled into prostitution.”²⁷ Kesha Turner, Program Coordinator at *Caught in the Crossfire (CIC)*, a program providing one-on-one case management to adjudicated youth, also sees many young people who have been physically and sexually abused. “These kids have experienced all sorts of abuse—and it contributes towards them going down the wrong path.” In terms of the girls CIC serves, the connection is especially apparent between previous abuse and exploitation. Kesha notes that, almost all of the girls they see have some history of physical and /or sexual abuse and are very often involved in exploitive relationships. “But even when they are being “pimped” they often times don’t recognize that they are being exploited. This guy is providing her with food, clothes, a place to stay—and even though she is having all this sex with all these men, she doesn’t see it as prostitution. She may not like it, but on some level she thinks she’s making a choice to be there. But if she doesn’t have any other place to go, no way to survive on her own, then there is *no choice* there. But for her, it’s just normal, it’s just how it is...”

• Crime

Recent research indicates that different levels of organized crime are involved with the commercial sexual exploitation of children and teenagers. In general, organized crime’s involvement with sexual exploitation activities is dependent upon the age and nationality of children, as well as potential profitability associated with prostitution and pornography. Set along side a “traditional menu” of other criminal activities such as gambling, money laundering, extortion, fraud and drug trafficking, sexual exploitation and trafficking of children and youth has local, national and international links to organized crime. In specific relation to the sexual exploitation of minors, organized crime targets children older than 12, as they are deemed to be less troublesome than younger children. Also younger children often draw

the attention of media and the police and are therefore are considered “too hot” to have around. The one exception is the use of children 9 and younger for the purposes of pornography. Foreign-born children are especially vulnerable to be exploited in this way.²⁸

Another level of criminal activity takes the form of street gangs. While teenage girls in gangs often participate in many of the same illegal, and sometimes violent, activities as their male counterparts, there are a variety of “...factors that result in the sexual exploitation of females as a condition of their membership in gangs.” Estes and Weiner note that girls have a wide range of roles in the gang-world. From “runners” or “go-betweens” and “peacemakers” in some instances, to performing “critical emotional functions for solitary gang members and for the gang-as-a-whole.” They also noted that “... in many gangs girls do perform a broad range of sexual services for gang members... some girls do, indeed, engage in commercial sex as part of their contribution to the gang economy.”²⁹ Other research states that girl gang members self report that they often suffer from beatings and sexual abuse by their male peers. In addition, it is noted that “Almost all girls who have been sexually initiated into a gang are repeating a pattern of molestation that began at home, usually with a girl’s stepfather or mother’s boyfriend.”³⁰

Given the “Three Strikes” laws currently in effect, it has been observed by individuals in law enforcement and other related fields, that many criminals are turning to prostitution as the money-making scheme of choice. It’s simply less risky than other forms of illegal operation. Notes one social worker in the report *Sex Trafficking of Women in the United States*, “that when it comes to pimping “...it’s less dangerous and there’s less penalty if they get caught. They are looking at 30 years in jail for two ounces of cocaine if they’ve got felony convictions.”³¹ It is the unfortunate reality that prostitution and the sexual exploitation of children is difficult to prove because it

²⁷ McGhee, Lakiesha, 2002. Oakland Tribune article, *Move to Help Children Lured Into Prostitution* (Thursday 6/6/02.)

²⁸ Estes, J. Richard and Weiner, Neil Alan, 2001, revised 2002. *The Commercial Sexual Exploitation of Children and U.S., Canada and Mexico*, Executive Summary, University of Pennsylvania School of Social Work, Center for the Study of Youth Policy 2001, pgs16-17.

²⁹ *Ibid*, p. 70-71.

³⁰ Sikes, Gini, 1995. Girls in the ‘Hood: Violent Crimes Among Teenage Girls, *Scholastic*, v126, n9, p.20.

³¹ Raymond, Janice G., PhD. & Hughes, Donna M., PhD, 2001. *Sex Trafficking of Women in the United States. International and Domestic Trends*, Coalition Against the Trafficking of Women.

requires that the victims come forward to testify against their exploiter, the pimp. Women, girls and their families are often fearful of retaliation and providing adequate protection from a pimp and his/her numerous associates can be problematic. Pimps and other exploiters are therefore often difficult to prosecute—a fact not missed by those individuals seeking to profit from the exploitation of young people.

• HIV/AIDS

Globally, nationally and locally, the notion that girls and boys who are being purchased for sexual purposes are somehow “cleaner” and “disease free” compared to adult females and men, permeates the world of child prostitution. In fact, nothing could be further from the truth, as the developing bodies of children are much less resistant to the HIV virus and other STDs³². Alesia Adams of the Center to End Adolescent Sexual Exploitation (CEASE) in Atlanta sees this all the time “...They’re coming in here with all sorts of venereal diseases. I can’t tell you the number who are HIV positive...most men consider little girls disease-free. They think it’s like having virgins.”³³

Young people who are working as street prostitutes are often resigned to the fact that they have a strong likelihood of contracting HIV and AIDS. Research done by ECPAT-USA points out that some youth may engage in “raw sex” or sex without protection for more money. In other circumstances, when police presence is high and “sweeps” are being implemented, the time spent negotiating and servicing a john is shortened, and the client may want to take the steps necessary to engage in safe sex. Lastly, if a youth is using drugs, it is far more likely that they have lower resistance to disease overall. ³⁴ All together, these factors can be deadly to youth who are being sexually exploited for commercial gain.

International, National and Regional Contexts

Mobility is a key element to the commercial sexual exploitation of minors, including trafficking, the

migration of youth towards big cities for better economic opportunities, and travel between regional jurisdictions as a means of avoiding law enforcement and/or accessing better prostitution markets. There is a strong need to address the mobility of the commercial sexual exploitation of children across international, national and regional borders. To respond to this problem internationally, the United Nations General Assembly adopted the Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography, in May 2000. In January 2002, this Protocol became a legally binding instrument (source: Profiting from Abuse, UNICEF, 2001). Nationally, the US Central Intelligence Agency estimates that 45,000-50,000 women and children are trafficked annually to the United States. In 2000, the United States enacted the Trafficking Victims Protection Act of 2000, targeting prevention, prosecution, and protection (source: Profiting from Abuse, UNICEF, 2001). As the issue builds momentum, case studies have been done in Washington State³⁵, New York City³⁶, and other regions of the United States. The above-mentioned report by Richard Estes and Neil Alan Weiner, “The Commercial Exploitation of Children in the U.S., Canada and Mexico” collected data from US cities, including Philadelphia, Detroit, New York City, Dallas, Los Angeles, San Antonio, Miami, Las Vegas, El Paso/ Ciudad Juarez (MX), Chicago, San Diego, New Orleans, Seattle, San Francisco/San Jose/Oakland, and Honolulu.

Regional data from San Francisco reflects the trend of mobility: In 2000, San Francisco County reported that **735 referrals were made for girls for detention to the Youth Guidance Center (YGC)**. Of this population, **43.2% (318 girls) were from outside of San Francisco— of which 25.8% (82 girls) were identified as being from Oakland, 2.8% (9) from Berkeley, and 10.1 % (32) from Richmond, 1.9% (6) from San Pablo --a total of 129 girls from local East Bay cities.**³⁷ It should be noted that, on average, 70-

³² Profiting from Abuse, 2001. The United Nations Childrens Fund, NY. Page 21.

³³ Milloy, Marilyn, 2002. *Girls Interrupted, The Terrible World of Child Prostitution*, Essence Magazine, p.164.

³⁴ Spangenberg, Mia, 2001. *Prostituted Youth in New York City: An Overview*, End Child Prostitution, Child Pornography and Trafficking in Children for Sexual Purposes (ECPAT-USA), NY, p. 9.

³⁵ *Washington State Task Force Report on Trafficking in Persons*, 2002. State of Washington, Department of Community, Trade and Economic Development & Office of Crime Victims Advocacy, Olympia, WA.

³⁶ Spangenberg, Mia, 2001 *Prostituted Youth In New York City: An Overview*, ECPAT-USA, NY.

90% of all girls detained at YGC at any given time, when assessed for victimization, revealed a past and/or present history of significant physical and/or sexual abuse that can be linked to their delinquency.

It is known by Bay Area Law Enforcement that many adolescent and teenage girls are trafficked locally in between Oakland, San Francisco and Richmond. In addition, the Oakland Police Department Special Victims Unit is actively surveying local Bay Area Internet websites such as “*sfredbook.com*” and others, where teens posing as adults, are advertised along side adult female escorts, and critiques of the girls “performance” are posted by customers. Law enforcement from other areas often scour these websites, looking for clues and, in some cases, photographs of missing girls. Hard data reflecting the actual number of minors being trafficked through and around the Bay Area does not currently exist. However, in 1999 seven cities in California, along with eleven cities in seven other states, were surveyed by the University of Pennsylvania team for the CSE research mentioned throughout this report. What emerged was a glimpse into a broad range of commercial sexual exploitation activities occurring throughout the state and the country. The following

key areas of exploitation were identified:

- **Child Pornography**

The vast majority of commercial sexual exploitation (CSE) cases reported by local governmental and non-governmental agencies participating in the Penn sponsored focus groups involved child pornography. This included cases where children had been exposed involuntarily to either child or adult pornography or both. The majority of these cases were concentrated in just three states, California, Texas and New York—roughly 120 out of 742 reported cases.

- **Prostitution and Survival Sex**

Cases involving juvenile prostitution or “survival sex” accounted for 460 out of 1,202 reported cases. 84 out of 460 cases of juvenile prostitution were connected to local pimps and local sex rings. 102 out of 460 were linked to national sex rings.

It was also noted that 361 youth out of 460 who engaged in “survival sex” or prostitution were **youth not living in their own homes**. Another 60 out of 99 youth were engaged in prostitution **while living at home**. Interestingly, this group of youth was identified in only two of the seven states: California (30) and New York (60).

³⁷ San Francisco Juvenile Probation Department 2003. [A Report on Girls in San Francisco](#), p.113.

“Sexual exploitation is an equal opportunity destroyer.”

- Interagency Children's Policy Council

Who are the minors involved in prostitution? What places a child at risk? Exploited, prostituted youth generally fall between the ages of **11 and 15**—although children as young as 10 have been identified³⁸. Both girls and boys are impacted, although available data indicates more females are being prostituted.³⁹ It has been consistently noted that this population of young people *overwhelmingly* have a history of sexual and/or physical abuse. There is also strong consensus that children who are victims of child sexual assault and/or abuse are **especially vulnerable** to recruitment into commercial sexual exploitation because these children are likely to run away from their families or group homes and are therefore more accessible to exploiters. However, it must also be emphasized that **all children and youth, regardless of socioeconomic status, family structure or place of residence are, ultimately, fair game for exploiters**. The Paul & Lisa organization, a Connecticut based nonprofit organization established to address the growing crisis of youth at risk for sexual exploitation drives home the point: “Sexual exploitation *does not* discriminate! These kids come from every kind of neighborhood, rich or poor, suburban, rural or urban. There is no differentiation between race, religion. Anyone can run away from home when the problem becomes overwhelming and the situation unbearable...once on the street most runaways are without resources and are a prime target for opportunists including drug dealers, pimps and pornographers.”⁴⁰

Current data divides sexually exploited children into **five distinct categories**:⁴¹

Sexually Exploited Youth Not Living in their Home

- Runaway youth from home
- Runaway youth from institutions
- Throwaway youth
- Homeless youth

³⁸ Generally speaking, sexually exploited children ages 10 and under are most often being prostituted by family member and/or their parents. (Children of the Night, 2002.)

³⁹ Note: Sexual abuse is underreported for boys—and unlike girls—relatively few studies have been done on the sexual abuse of boys exclusively. *Prevent Child Abuse America* estimates that “approximately one in six boys is sexually abused before age 16.”

⁴⁰ Paul and Lisa website paulandlisa.org, 2003.

⁴¹ Estes, J. Richard and Weiner, Neil Alan, 2001, revised 2002. *The Commercial Sexual Exploitation of Children and U.S., Canada and Mexico*. University of Pennsylvania School of Social Work, Center for the Study of Youth Policy 2001, p. 46.

Sexually Exploited Youth Living in their Homes

- Children Age 10-17 Living in the General Population
- Children Age 10-17 Living in Public Housing

Other Groups of Sexually Exploited Youth

- Female Gang Members
- Transgender Youth

Trafficking of Children and Youth

- Us Children and Youth exported abroad
- Foreign children and youth "imported" for sexual purposes

Children Exposed to On-Line Sexual Victimization

- Victims of Sexual Solicitations via the Internet
- Victims of Unwanted Exposure to Sexual Materials via the Internet

Childhood Abuse: The Key Risk Factor

Existing data reflects the staggering number of children in the United States who are exposed to a continuum of abuse: the National Center for Child Abuse and Neglect receives more than 300,000 reports of child sexual abuse each year, in addition to more than 1,700,000 reports that involve over 3 million children for other forms of abuse and neglect⁴². Statistically, the home remains the most sexually dangerous place for children: 84% of all confirmed cases of child sexual abuse occurred in the child's own home.⁴³ This data reflects a rather grim national picture overall, and is particularly salient in relation to child prostitution, as it has been established that **prior sexual and /or physical abuse is the most common precursor to the exploitation of a minor**. ECPAT-USA, citing a report from the National Institute of Justice, states that "...persons who were sexually abused as children are twenty-eight times more likely than their non-abused

peers to be arrested for prostitution." ⁴⁴ Generation Five states that "Those with a history of sexual abuse were found to be 3 to 9 times more likely to participate in sex work than those without such a history."⁴⁵

While the most current research used for this report, (Estes, 2002) did not attempt to make a causative link between previous abuse and commercial sexual exploitation, it clearly showed that an overwhelming number of exploited children have a history of abuse. This finding is consistently repeated in every piece of written and anecdotal information examined for this report. Without a doubt, **a history of previous sexual and /or physical abuse substantially increases a child's vulnerability to being sexually exploited**.

Looking at current local statistics, the numbers of vulnerable youth—youth potentially at risk for exploitation, is cause for concern. In 2001, Alameda County saw a total of **13,565** referrals made to Child Protective Services; in 2002, there was an increase of **1070** referrals made, with a total of **14,635** reports for the year. (The number of substantiated cases dropped by 525 between '01 and '02.)

The breakdown by types of abuse allegation, as reported on the **University of California Berkeley, Center for Social Services Research website**⁴⁶ is shown on the graph on the next page.

Girls and Boys at Risk for Abuse

Young women and girls are especially vulnerable to child sexual abuse, with risk factors increasing with age. Adolescent girls are estimated most at risk for sexual assault at age fourteen^{48,49}; while the peak age for victimization of boys is 4.⁵⁰ From 14-17, girls' victimization rates are ten times higher than that of males in similar age groups. It must be said, however, that the sexual abuse of boys goes largely

⁴² Ibid, p. 67-68.

⁴³ Ibid, p. 48.

⁴⁴ Spangenberg, Mia, 2001. *Prostituted Youth In New York City: An Overview*. ECPAT-USA, NY (Citing National Institute of Justice Report 1994.)

⁴⁵ Paone et al, 1994, as cited by Generation Five 2003, "Statistic Slams."

⁴⁶ University of California Berkeley, Center for Social Services Research, http://cssr.berkeley.edu/CWSCMSreports/referrals/data/RFf_2002_1.html

⁴⁷ Note: The researchers of this report were unable to identify what types of incidents of abuse are categorized as "exploitation."

⁴⁸ The average age of entry into sex work is thirteen. (Source: Silbert, Pines 1982. *Girls on the Edge*, p. 10).

⁴⁹ Estes, Richard and Weiner, Neil Alan, 2001, revised 2002. *The Commercial Sexual Exploitation of Children and U.S., Canada and Mexico*. University of Pennsylvania School of Social Work, Center for the Study of Youth Policy, p. 50.

⁵⁰ Ibid.

Alameda County Counts of Children with one or more Referrals 2001

2001	Substantiated	Inconclusive	Unfounded	Assessment Only	Total
Sexual Abuse	452	1,117	132	674	2,375
Physical Abuse	799	2,081	238	1,665	4,783
Severe Neglect	249	205	35	167	656
General Neglect	350	874	93	779	2,096
Exploitation	***		***	12	17
Emotional Abuse	49	145	10	237	441
Caretaker Absence/Incapacity	645	482	103	454	1,684
At Risk, sibling abused	86	20	11	--	117
Substantial Risk	37	9	***	--	48
Missing/Other	--	--	--	--	1,348
Total	2,670	4,933	626	5,336	13,565

Alameda County Counts of Children with one or more Referrals 2002

2002	Substantiated	Inconclusive	Unfounded	Assessment Only	Total
Sexual Abuse	347	938	101	1,095	2,481
Physical Abuse	619	1,752	158	2,686	5,215
Severe Neglect	205	210	23	253	691
General Neglect	226	818	94	1,516	2,654
Exploitation	***	***	--	19	24
Emotional Abuse	40	133	5	406	584
Caretaker Absence/Incapacity	604	400	68	607	1,679
At Risk, sibling abused	48	--	--	--	48
Substantial Risk	55	***	***	--	58
Missing/Other	--	--	--	1,201	1,201
Total	2,145	4,258	449	7,783	14,635

***Between 1-4, masked to protect confidentiality

underreported and therefore the victimization rates of boys are almost certainly much higher than available data suggests. Overall both **boys and girls 12 years old and younger made up one third of all sexual assaults** reported in the United States between 1991 and 1996.⁵¹

Available data also reveals that runaway, throwaway and homeless youth are at the highest risk for sexual exploitation, particularly for juvenile prostitution and pornography. These children also experience higher levels of physical violence, repeated episodes of malnutrition, poor hygiene, illness and exposure to STDs.⁵²

The statistics reveal that a significant number of youth are running away and at high risk of being exploited. It is reported that nationally, 450,000 youth runaway each year; 13,000 youth runaway from juvenile facilities alone. The National Runaway Switchboard reports, "1 out of 3 teens on the street will be lured toward prostitution within 48 hours of leaving home. In 75% of the cases runaways gone two or more weeks became involved in theft, drugs or pornography."⁵³

Nationally, 1,682,900 youth were classified as runaways or throwaways by the National Incidence Studies of Missing, Abducted, Runaway, and Thrownaway Children (NISMAART).⁵⁴ Generally, most of the runaway/throwaway youth were between 15 and 17 years of age, although groups of children 12 year and under were also identified. Boys and girls were equally represented within this population of youth. In California, in 2002, 12,975 calls came through the National Runaway Switchboard. Of those, 75.5% of callers were female. Currently, for the year 2002, the **Alameda County Social Services Agency** reported that Children Family Services Department had **273** children who had **439** AWOLs -- (youth who ran away from a foster placement family or group home) out of a placement population of approximately 5,000

children⁵⁵. Many of these "AWOL" youth had run away more than once. It is known that many incidents of running away are not reported by foster care providers because, in many cases, the child has established a pattern of running and returning within a day or two.

Minors in Prostitution in Alameda County

One of the major findings of the Minors in Prostitution Task Force is the need for more information on child prostitution in Alameda County. Current data provides some information on youth involved in prostitution at various points in the system, but fails to paint a comprehensive picture. Moreover, information specific to sexual exploitation and commercial sexual exploitation are, in large part, unavailable. Kept on an individual, case by case basis in the form of case notes and assessment histories, aggregate data related to sexual exploitation cannot be extracted. The one exception is law enforcement and probation, which notes commercial sexual exploitation in the form of prostitution and solicitation and therefore is limited to tracking violations and charges, not history of victimization. In contrast, The Oakland Police Department/Youth Services Division began collecting data on commercially sexually exploited minors in 2001-2002. They reported a total of 218 minors being prostituted by 155 pimps operating in Oakland. This number reflected **not** formal arrests but minors "known to police."⁵⁶ During the same period of time, an additional 185 youth were also tracked by the Youth Services Division as having sexual exploitation identified as a peripheral issue⁵⁷. These young people were picked up for a variety of offenses, such as running away, shoplifting, drug use, and exploitation was discovered afterwards. Again, it must be stressed that in many cases, youth who are detained by the police do not reveal their history of abuse or exploitation. Therefore current aggregate data cannot accurately reflect the actual number of sexually exploited youth that have come into contact with the

⁵¹ Ibid, p. 49.

⁵² Ibid, p. 68.

⁵³ The Lost Child: Emergency Broadcast System Recovery Specialist Network, Runaway Children website, www.lostchild.net, updated may 24, 2003.

⁵⁴ US Department of Justice Office of Juvenile Justice and Delinquency Prevention, National Incidence Studies of Missing, Abducted, Runaway and Thrown Away Children (NISMAART) 2002.

⁵⁵ Current data for Alameda County shows 4156 children/youth in out of home placement. CA State CWS/CMS1a data for May 2003.

⁵⁶ Oakland Police Department, Lt. Kevin Wiley, 2002, 2003.

⁵⁷ Note: Overlap, if any, between the "218" know to police and the additional "185" youth tracked by OPD/YSD is not known.

police during the past three years. The Oakland Police Department has been adamant that this information only reflects the “tip” of the child prostitution iceberg that exists in Oakland and the Bay Area at large.

Likewise, The Juvenile Court of Alameda County also maintains information on a case-by-case basis and sexual exploitation is not tracked as a piece of discreet, retrievable data. Locally, Judge Brenda Harbin-Forte and Commissioners Nancy Lonsdale and Claudette Brooks of Alameda County Juvenile Court have seen an increase in the number of cases that include some form of sexual exploitation. On average, the commissioners report seeing 10-12 cases involving exploited youth each month. It is apparent that this is but a small sample of the number of exploited youth that have traveled through the juvenile justice system. As Commissioner Lonsdale noted, “The sad thing is, these are just the cases we catch—we know it’s just a fraction of what’s out there.” This point of view is shared by many in the legal system. In a national survey of Juvenile Court Judges commissioned by The Atlanta Journal Constitution in 2000, 28% of all juvenile judges responding answered that they have seen an increase in child prostitution cases in the past five years. Urban judges have seen a steady increase of cases since 1995, while judges presiding in rural areas have seen an unprecedented 73% jump in their juvenile prostitution caseload.⁵⁸ In reality, the large number of children, adolescents and teenagers impacted by sexual exploitation remains undetected, unidentified and untouched by the public system.

Girls in the Juvenile Justice System

In 2000, 29.1% of girl’s arrests in Alameda County were on the misdemeanor level⁵⁹ (Prostitution is a misdemeanor.) Of the girls detained at Alameda County Juvenile Hall, the number of girls who have been involved in prostitution and /or other exploitation is not known. While hard data is not available,

anecdotally it appears that more girls than *not* enter detention with fairly recent histories of sexual abuse, exploitation and other forms of emotional, physical and sexual victimization.

Buena Vista, the County run school located within the walls of Juvenile Hall, has one class devoted exclusively to girls. Located in the Girls Unit and made up of 12 girls maximum, classroom activities include written expression in the form of personal essays and poems, as well as classroom discussions. Site staff report that on average, 4 to 6 girls reveal their experiences of abuse and exploitation through their class work and class participation.⁶⁰ It should be noted that new students appear every week as girls rotate in and out of the facility, and therefore the group is continually changing. Given that, on average, approximately 38 girls⁶¹ are detained at Juvenile Hall facility at any given time, it appears that a large percentage of girls enter with histories of, among other things, prostitution, survival sex, sexual abuse, rape and other forms of trauma. This is also reflected in the experiences of staff from the non-profit organization The Mentoring Center who come into the Hall to facilitate youth pieces that are later submitted and published in “*The Beat Within*,” a program of the Pacific News Service, “The Beat Within” features essays, stories and poems written by incarcerated youth across California. Mentor Center staff running the girls writing group note that stories of exploitive relationships, physical violence and sexual victimization are often shared and that the girls often “just let it all hang out.”⁶² Along similar lines, while gender specific Probation Officers are well aware that many of the girls in their charge have experienced some form of physical and/or sexual abuse, the aggregate number of girls on probation who have some form of exploitation or other sexual trauma in their backgrounds is currently unknown.

⁵⁸ Hansen, Jane, 2001. The Atlanta Journal-Constitution, *Special Report: Prostituting Our Young*, Jan. 07 2001.

⁵⁹ California Bureau of Justice, Department of the Attorney General, 2000.

⁶⁰ Interview with Buena Vista administration and teaching staff, July 2002.

⁶¹ Huskey & Associates, 2003. *Alameda County Comprehensive Study of the Juvenile Justice System Phase I Report*, p. 27. Average based on daily population numbers for 1999-2002.

⁶² Interview with David Mohammad, The Mentoring Center, Oakland, CA, September 2003.

Oakland Unified School District

While local public schools keep a range of information regarding student offenses, prostitution and pimping have not been traditionally noted. Lurking far “below the radar screens” of most school and district staff, adolescent prostitution and the phenomenon of “peer pimping,” or the sexual exploitation of one school age youth of another youth, has only recently gained attention. Lornetta Major, Oakland Unified School Attendance Review Board Coordinator first started seeing truant 7th, 8th and 9th graders, largely girls, being exploited by older high school youth and adult men, a few years ago. “In the beginning, it was just once in a while—now we get a bunch every semester. They come in (to SARB) and we come to find out that they’re out there making money for their “boyfriends” and they really don’t see anything wrong with it. They’ll say it’s just about making money to go do things that they want to do— they have no concept of what’s really going on. And these are the ones that come through SARB; who knows how many more are out there!” She notes that there’s also been an increase in the number of SARB cases that reveal intergenerational prostitution—mothers, sisters and brothers who have been exploited themselves.

In the school year **2000-2001**, SARB identified **21 girls and 0 boys**; in **2001-2002** the numbers shifted slightly to **13 girls and 4 boys**. Among the latter group it was reported that all of the students were in middle school, habitually truant with no prior history of prostitution in their families.”⁶³ The ethnicities of the youth were African American, Latino and Cambodian. In addition, a few of the girls tested positive for Chlamydia and one tested positive for HIV. It was also noted that students self reported that “they usually stay in East Oakland motels and recruit from Castlemont (high school) area, Lowell (middle) Roosevelt (middle) and around Calvin Simmons (middle) and they travel to San Francisco, Reno and farther.”⁶⁴

The number of sexually exploited youth identified by OUSD SARB during the **2002-2003** school year more than doubled from the year prior: Out of 814 students

seen by SARB, **53 girls and 5 boys had self reported being involved in prostitution in the past two years.**

Additional information shows **67 youth** reported being introduced to prostitution or approached about it by other peers or adults; **19** reported generational prostitution (mothers, aunts, etc.); **12** admitted molestation and/or rape in their lifetime; 32 reported some contact with the police in the past 2 years.⁶⁵

It should also be noted that that **36 of 58** youth received and accepted referrals for counseling, while still others were referred to specialized parent/child weekend workshops facilitated by social workers and therapists contracted through SARB and focusing on supporting sexually exploited minors and their families. In addition, the “Girlz Thyme” Counseling Program was developed as a direct response to the increase of sexually exploited youth being identified through the SARB process. Launched in July, the pilot program is facilitated by a Youth Services Professional professional and utilizes a topic-based curriculum covering such issues as relationships, prostitution (as it relates to power dynamics, impact on relationships and self esteem,) as well as understanding and dealing with anger.⁶⁶ While in the process of enhancing and expanding the program, “Girls Tyme” has won approval to continue on in into the new school year as part of OUSD’s Positive Attendance Initiative. The development of a special group for parents and guardians of sexually exploited youth is also being considered as an addition to existing parent support groups being made available through SARB.

Case Histories

“Amy” Age 11

Amy was picked up for prostitution in San Francisco. In fact, as young as Amy was, she had already *been* arrested once before in San Francisco for suspicion of loitering, and was not detained, but swiftly returned to Alameda County. Sometime after that, she was picked up a *second time* for prostitution in Oakland, and was, once again, not detained but counseled and released--her case closed. Eventually, she was remanded back to San Francisco County to address

⁶³ Oakland Unified School District, Student Attendance Review Board, Lornetta Major, 12/19/02

⁶⁴ Ibid.

⁶⁵ Ibid, August 11, 2003.

⁶⁶ Mckinney, Mara, 2003 Girlz Thyme Counseling Program Report, dated August 18, 2003.

a bench warrant for failure to appear in court—at which point, Amy found herself Girls Unit of Woodside Juvenile Detention Facility. After receiving a thorough assessment it was revealed that Amy had a history of abuse and trauma and had recently been in a group home. She had gone “awol”—and would more than likely run away again if placed back into a group home setting. As Amy received services and was stabilized, she also agreed to testify against the pimp—an Oakland man who had brought her to San Francisco for the purposes of prostitution. Ironically, Amy’s detention in San Francisco gave the Oakland Police Department the opportunity to interview her and gather enough evidence to prosecute the pimp.

Amy testified and afterwards steps were taken to devise the best plan for Amy’s safe return to Oakland. It was a tricky situation—only one parent was eligible to take Amy. Her father came to San Francisco and requested custody from the Juvenile Court, agreeing to support Amy and fulfill his role within the plan to transition Amy back into home and school. But the story did not end there. Now Amy had to return to Alameda County—and San Francisco County was at a loss as to where to begin to ensure that a “warm hand-off” would occur. Recognizing this, the Juvenile Court Judge presiding over Amy’s case requested that Victim’s Services contact Alameda to develop a joint plan. A simple request that proved to be exceedingly complex to carry out. To begin with, neither County has a single point of access for interjurisdictional cases and so, in the end, ICPC was contacted to informally assist in identifying appropriate point people to address the case. As parties from both sides of the Bay connected, it became abundantly clear the moving Amy’s case forward would require additional linkages. San Francisco County had developed a plan that included reunification with Amy’s father, a new school placement and linkage to several programs in the East Bay. Alameda County supported the idea of the new school and additional programs, but disagreed as to placement with the parent, feeling strongly that the parent lacked the capacity to successfully handle Amy. San Francisco agreed that the situation with the father was somewhat shaky, however they

believed, with support, the father could do the job. This, weighed against the almost absolute certainty that Amy would run if placed in foster care—seemed, from San Francisco’s viewpoint, the most promising step forward. Alameda was less than convinced, but consented, and Amy was sent to live with her parent. Within a few days, Amy’s father contacted AC Child Protective Services, frustrated that he was unable to get Amy to go to school or to do much of anything. Alameda County CPS immediately followed up and came to retrieve Amy. As they were about depart, Amy bolted and ran away. She was gone for a week or two and then resurfaced and is once again living with her father. However, little else is known as to how she is progressing, or if the different pieces of the service plan are being carried out as proposed.

This case history in particular raises several key issues. First, **intercounty-interjurisdictional cases involving minors require that all county systems, dependency and delinquency, must have an identified protocol and access points in place to ensure that all parties are working together on behalf of the safety and security of the youth.** It can not be stressed enough that County personnel handling time-sensitive issues—particularly issues related to the physical safety of a minor, **must have direct access to the appropriate people in neighboring counties.** Second, **service plans must be developed jointly between the County of Origin and the County of Disposition handling a case.** This includes the implementation and follow-through aspects of any service plan involving minors and their families. **Information related to all aspects of implementation of the service plan must be shared—successes, hold-ups, changes and failures—for the purposes of mutual accountability.** Thirdly, but most importantly, **youth detained for prostitution or some other form of exploitation must be properly assessed to identify victimization and then referred to appropriate services as soon as possible.**⁶⁷

“Carmen,” Age 12.

Carmen was last seen one weekday afternoon in December, 2002. A couple of her friends ran into her

⁶⁷ Information for “Amy” profile was gathered from San Francisco and Alameda County Victim’s Assistance Program.

after school and she shared that she was on her way to meet “some guys”. It is suspected that Carmen, along with several of her girlfriends, had been accessing a telephone “chat line” and that she had connected with three men, ages 25, 20 & 17, via the telephone. The next evening, Carmen called one of her girlfriends to say she was being held in a motel somewhere in San Francisco and that she was scared and couldn’t get away. She also said that the men had taken her to Richmond, Hayward, and finally, to San Francisco.

Family members called the police to file a report, which initially was not filed as a missing persons report, but as a “runaway youth”. A day later it was reclassified as a “missing minor.” This proved to be crucial, as the latter designation triggered news media to post information about the missing youth – including a bulletin on the local evening news. It is suspected that the additional attention given to Carmen’s case was a catalyst to her release. Late at night, Carmen was turned out of the house where her abductors had been holding her along with several other girls and an adult female. Early the next morning, around 4 a.m., Carmen made her way towards her home in North Oakland, walking and waiting at bus stops for buses that stopped running at 3 a.m. Tired, she wandered into an all night market. She entered the store and “passed out” awakening to find the police already there.

The police officer asked Carmen what she was doing out this late—and where she lived. Filled with panic and afraid of getting into trouble, she gave the address of the house in East Oakland belonging to the pimp. As Carmen was not currently in “the system” as either a “300” or “600”, the police officer was unable to verify Carmen’s information. Fortunately, a radio-call came through and Carmen was identified as a missing child.

Six days had past since Carmen’s abduction and within those six days it is believed that she was prostituted in at least two cities. Carmen was taken to Children’s Hospital for physical examination and sexual assault evaluation. A case manager was also assigned at that time. It is assumed that information about services were also made available to child and family via the Hospital.

After returning home, Carmen faced a difficult transition back into the home. Traumatized by her experience and struggling with pre-existing family issues, as well as her own history-- which included sexual assault at the age of 10, Carmen ran away from home twice. The first time she returned after two weeks. The second time she did not return for several months. During the interim, she had been spotted on different street corners in East Oakland and was believed to be engaged in prostitution activities. Fortunately, Carmen is currently back home with her family. It is unknown if the family has successfully accessed appropriate services for Carmen at this time.

Carmen’s story is perhaps the best example of a “perfect storm” of contributing factors increasing Carmen’s vulnerability for exploitation. Early sexual abuse coupled with other “social stressors” such as familial strife, poverty, and living in area where violence, crime and prostitution are prevalent played a role. Carmen’s family, though concerned about her well-being, lacked trust in social workers, the police and the “system” in general, which did not seem to be offering immediate or tangible support. In addition, Carmen’s mother had had several bad experiences with “systems” professionals and was particularly mistrustful of their involvement in family issues.

Individuals who have met Carmen speak of a young lady plagued by a sense of inferiority and hopelessness. Carmen’s mother faced her own struggles and although resilient and independent, had her own limitations when it came to communicating with her daughter. Carmens’ previous abuse remained unaddressed; her experience viewed as “promiscuous” behavior, sexual attention that she actively sought after from older men. Up to this point, Carmen has not entered the foster care or juvenile justice systems—however, it is highly likely, that without some meaningful intervention, her journey will lead her to that very destination. The question remains, at that point, will Alameda County have the necessary systems and protocols in place to assess, manage and follow-up with Carmen and young people in similar situations.⁹⁹

⁹⁹ Focus Group notes, Alameda County Group Home Providers Meeting, September 18, 2002.

Systemic Issues: Alameda County

4

What happens to a minor who is arrested for prostitution in Alameda County? How does the system currently help these children? What is the relationship between different County and City systems players? This section will describe the roles and challenges of systems players who work with sexually exploited youth.

Placement and Transitional Care: Roles and Challenges

One of the central issues facing Alameda County in reference to sexually exploited youth is placement and transitional care. Currently, when a child is currently picked up by police for being a runaway, for suspicion of prostitution, or for some other form of exploitation, **there is currently no appropriate facility or "safe house" to take girls or boys to for assessment.** Therefore, young people are most often not picked up by police, unless a crime has been committed or is imminent, or the young person solicits help from the police—a rarity among sexually exploited young people.

Youth who are already part of the system as foster youth, when retrieved by police, are taken back to their group home or foster family placement—or in other cases, are taken to the newly opened Alameda County Assessment Center. It must be stressed that the latter in an *unofficial* protocol among law enforcement officers as the Assessment Center is designed to serve **first time removals only**—children new to the foster care system and in need of preplacement assessment services—and **not** for children who are runaways or "A.W.O.L.ERS" from foster care homes. Therefore, the Assessment Center is only a temporary measure *at best* and not situated or staffed to provide a specialized services for sexually exploited youth who are either dependents (300's), status offenders (601s), or adjudicated youth (602's).

Other runaway, "throw-away" and/or "A.W.O.L." youth find their way to the **only shelter** in operation in Alameda County, Dreamcatcher Youth Shelter. Run by the non-profit organization Xanthos and designed to serve young people ages 13 –17, Dreamcatcher provides a safe place for youth to sleep, as well as access to a variety of support services. Located in downtown Oakland, the shelter has an **8-bed capacity** and **a drop in center for homeless, runaway and at-risk youth.** Given the size of Alameda County, it is clear that one youth shelter with such limited bed space cannot meet the existing demand for shelter care or transitional support.

Group Home Placement

Group Home Providers also face a plethora of challenges when it comes to placement of youth that have been sexually exploited. A focus group held in during a Group Home Provider meeting hosted by the SSA Group Home Placement Unit, revealed that most of the providers present felt unprepared to deal with the types of issues and behaviors exhibited by sexually exploited youth—and in particular, prostituted youth. They noted that most often, incoming youth are categorized as “out of parental control” or AWOL and more often than not they (the providers) were not provided with the “whole story.” In their view, information is often withheld because the group homes have the right to refuse placement, and generally do not want to admit youth who have been involved in prostitution. From the group home provider perspective, there are several reasons justifying their caution. First, safety issues abound in relation to commercially sexually exploited foster youth. The threat of the pimp, actively seeking return of “his property” and willing to go to any length to get the girl back, looms large. Pimps looking for girls have been known to physically bang down the doors of a home to get at a girl. Relentless in their search and acting with impunity, these individuals (and their associates) have the potential to terrorize the entire household. Second, many exploited youth are known to be chronic runaways. When placed in a group home, they will frequently bond with the most vulnerable child in the house and recruit them into running away with them—thus placing *another* child in harms way and into the waiting arms of a pimp. Lastly, most group home programs do not have the staff or resource capacity to deal with the tangled web of issues related to sexual exploitation. Providers note that in addition to the sexual trauma they’ve experienced at the hands of their exploiters, many of these youth are “dual-diagnoses” and come in with substance abuse and mental health issues as well. Given the breadth and scope of issues that sexually exploited youth present, group home providers do not currently have the expertise or the program structures to adequately identify and address the many issues that exploited

youth bring with them into the group home setting.⁶⁹

Juvenile Justice Response

Young people who are arrested by the police are most often *not* detained. Instead, they are released back into the custody of their families, guardians and/or group homes. The law views juvenile prostitution as a misdemeanor and, for the most part, only cases where drugs or violence are involved will result in additional points added to the “Risk of Detention” checklist used to determine whether a youth is detained or released. It is a sad reality that many youth will most likely be out on the streets within days or sometimes hours of their release and back to working the streets for their pimps.

It must be noted that while in brief custody at Juvenile Hall and prior to release, a general assessment is performed by the In-Take Probation Officer.⁷⁰ This process, however, often fails to identify past or current victimization. A more extensive assessment is performed if the youth is detained, however the current tool is limited in scope and includes only two questions (out of 43) related to physical, sexual abuse and sexual assault.⁷¹ If exploitation is uncovered while in detention, the Juvenile Hall lacks specialized intervention and support services targeting the impact of sexual exploitation and sexual trauma.

Tom Slocomb, a Public Defender and advocate for sexually exploited youth, points out that in some situations, repeat arrests will result in a request to detain a youth pending approval of a probation administrator. In other cases, a referral may be made to the District Attorney’s Office, which may or may not decide to charge the youth. Often these youth have a history of running and are seen as being unresponsive to any intervention and are “by default, throw-away children.”⁷²

Coordination and Response: Roles and Challenges

Currently, there are non-standardized procedures and protocols related to young people involved in commercial sexual exploitation. As mentioned earlier in this report, juveniles picked up for suspicion of prostitution in Alameda County are very often not

⁶⁹ Slocomb, Tom, 2001. *Juvenile Justice Response to Minors Involved in Prostitution Working Paper*.

⁷⁰ Alameda County Probation Department, *Alameda County Study Needs Assessment Survey*, p. 4, questions 38 & 39.

⁷¹ Interview with Officer J. Saleda, Oakland Police Department, Special Victims Unit, 2003.

detained. In addition, the response to prostitution differs from city to city in the Bay Area. San Francisco County, for example, is known to rarely prosecute adults for prostitution. Pimps from Alameda County capitalize on this by sending "fresh recruits" currently not known to the system to San Francisco to work the streets, directing the youth to identify themselves as an adult if they get arrested, thus establishing an adult persona within the criminal justice data bank. Then, if arrested later in Alameda County, the youth will be listed as an adult—not a juvenile, thereby allowing the pimps to bail them out of jail. Bay Area law enforcement agencies state that it is not uncommon for young people to be registered in both adult and juvenile systems.⁷²

Young people picked up in other counties are often returned to their home county without the benefit of mutually agreed upon protocols, lines of communication or follow-up procedures between counties. As with the case of "Amy," a service plan was developed in the County of Disposition (San Francisco) and followed by her return to her County of Origin (Alameda) without any formal agreements or linkages in place to provide a "warm hand-off" of Amy's case.

Clearly, the issue of mobility as it related to the trafficking of youth within the Bay Area, dictates the development of standardized assessment procedures, designated access points (or point people), identified follow-up protocols and communication links between county/city law enforcement, juvenile justice and social services representatives. Similarly, a comprehensive regional approach is also needed.

Cross System Education and Training: Roles and Challenges

There is a strong need to educate all county, city and community stakeholders about the multifaceted aspects of the sexual exploitation of minors. As described in Section II, the "continuum of abuse" presents a complex and dense organization of inter-related issues which require, in the very least, to be acknowledged and understood in order to successfully

meet the needs of this very vulnerable population of children and youth. To that end, a training agenda was launched to raise awareness across the various systems serving youth who have been exploited and/or are at-risk of being exploited. In March of 2003, ICPC sponsored a countywide training event entitled **"Profiles in Vulnerability: Understanding, Reaching and Supporting Sexually Exploited Youth."** Held at the Alameda County Conference Center, the training day featured a panel of Bay Area providers, Law enforcement, juvenile justice and community representatives with an expertise in serving sexually exploited minors. Afternoon workshops included the following topic areas: legal issues related to sexual exploited youth, placement and shelter care, community resources and response, as well as a "youth only" session. Over 100 participants from across the public and community sectors participated in the event. Next, Seneca Center and Generation Five joined forces to do a series of Spring trainings for all group home providers in the County. Mental health staff working with group home youth also participated. This was followed by a Generation Five training co-sponsored by Merritt College Kinship Care Program and ICPC for kinship and other community providers working with foster youth. Both training series were funded by Title IV-E Waiver training dollars, funds earmarked for trainings related to supporting foster youth in the State.

More recently, the Alameda County Probation Department and ICPC teamed up to host a Fall two-day event featuring Judge Nina Hickson and Ms Alesia Adams of the Center to End Adolescent Sexual Exploitation (CEASE), Fulton County, Georgia. Entitled **"Profiles in Vulnerability II: Ending the Sexual Exploitation of Minors, a Legal Perspective."** Day One consisted of a luncheon and presentation specifically for Juvenile Justice, Law Enforcement, Juvenile Court, District Attorney, Public Defender, County Department and Board of Supervisor leadership. Day Two provided a 6 hour workshop for police investigators and patrol officers, juvenile probation officers, a select group of

⁷² Meetings with V. Patton, A. Johnson, Alameda County, Group Home Placement Unit, 2003; Interview with A. Adams, C.E.A.S.E., Atlanta GA, 2003.

community providers engaged in providing services to adjudicated youth, and social workers who work with "high end" foster youth at risk of being exploited.

In addition to raising the awareness around the issues related to sexually exploited and commercially sexually exploited youth, there is also a critical need to train all systems players on assessment, documentation and data collection related to this population. There are several reasons for this. First, assessment for victimization of young people, particularly sexual victimization, is not consistently implemented across systems. This is of particular importance as establishing a clearly documented path of victimization allows the system to access Victims of Crime funds and services for a juvenile client. Such is the case in San Francisco, where a protocol has been established to assess each girl entering Youth Guidance Center for past and present victimization. This protocol is currently being reviewed and implemented, with a formal Memorandum of Understanding pending between the District Attorney's Office, Probation, Police and Public Health Departments.

Second, law enforcement recognizes the need for enhanced information gathering for the purposes of stabilization of a juvenile client and for building stronger cases against their exploiters. The Oakland

Police Department Special Victims Unit has assisted the OPD in developing a "line-up" mini-training series for line staff in the field. Patrol officers have been offered this series, which covers sexual exploitation and juvenile prostitution, emphasizing many aspects of the issue, (i.e. the characteristics of youth impacted, as well as forensic information gathering.) This information will be presented in a new information booklet being developed and distributed to all new, incoming Oakland police officers in 2004.

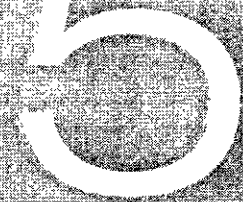
Existing Cross-Systems Coordination Initiatives

Currently, there are several **cross-systems coordination initiatives focused on children and youth** being implemented throughout the County. The chart below describes the name and type of service strategy being implemented, participating partners and target populations. While it should be noted that sexually exploited youth are highly likely to be "imbedded" in the target populations, none of the programs or initiatives specialize in addressing the needs of sexually exploited youth, with the exception of Project YES!, which plans to address youth who are "working in the street economy." The possibility of expanding the service/program capacity of the other initiatives in relation to sexually exploited youth has not been examined at the time of this report.

Cross- Systems Initiatives Serving Children and Families in Alameda County

Program/Init. Name	Type of Services	Partners	Target Population
Project Destiny	Comprehensive Case Management, Mental Services and wrap around services.	SSA, Fred Finch, Lincoln Child Center, Seneca, ICPC	"High-End" Foster youth
Alameda County Assessment Center	Intake, preplacement assessment for children entering the foster care system.	SSA, Public Health, Chiros	youth entering the foster care system-first time removals from the home.
Alternative Response Systems /ARS	Follow-up and linkage to services via Community Provider network for children/families reported to CPS but not meeting the criteria for a formal investigation.	SSA, Every Child Counts, La Familia/So Hayward Neighborhood Collaborative (SoHNJC), Families First.	Families & guardians of children ages 0-5 residing in East Oakland and/or South Hayward.
Our Kids & Safe Passages	School linked (site based) individual case management & parental support services; focused on children who are "falling in the cracks" and their families.	SSA, BHSA, HCOSA, ICPC, HUSD, OUSD, La Familia & SoHINC	Currently serving elementary and middle school youth in 14 schools in So. Hayward and 9 schools in Oakland
ICPC/ Neighborhood Initiative	Community based Family Resource Centers providing case management, service referral and resources linkages to Cal-Works families and other indigent populations. Other services include job training, Medi-Cal and Healthy Families enrollment, respite childcare and other basic needs supports.	ICPC, SSA, So Hayward Collaborative, East Bay Asian Youth Center/EBAYC, Women's Economic Agenda Project/WEAP	Currently serving Families, youth/children and some single adults.
School Based Health Centers	School site based clinics providing health and mental health services, as well as linkages to primary care providers.	Asian Community Health Services, Asian Youth Center, Asian Pacific Psychological Services, Children's Hospital, City of Berkeley, East Bay Girls Inc./Pathways Counseling Center, Kaiser Permanente, La Clinica, Native American Health Center, Tiburcio Vasquez Health Center Inc., UCSF, Institute for Health Policy Studies, Anthos, Inc. School Districts Partners: Alameda Unified Berkeley Unified Hayward Unified, New Haven Unified San Lorenzo Unified Oakland Unified	11 line operational clinics in AC (8 high school, 1 middle). 3 additional in planning stages. Serving general school population.
Project YES!	The Youth Center will serve youth and young adults between the ages of 13-23, with focus on East Oakland.	Alameda County Supervisors Miley & Carson; HCOSA; SSA; CAD; GSA; Probation, its Commission, ICPC City of Oakland Vice Mayor Reid; Human Services/Youth Commission; Health & Human Services Commission. State of California Senator Don Perata Assembly Woman Wilma Chan Federal Entire Legislative Delegation Community Partners Youth Together / One Land, One People, Underground Railroad; Leadership Excellence; Youth Sounds; East Side Arts Alliance, Girls Inc., Children's Hospital Oakland; La Clinica, Hi-Five, Youth Alive!, OUSD/Castlemont High; Youth Employment Program (YEP); Oakland PIC; Global Education Partnerships	Target populations include: <ul style="list-style-type: none"> • In and out of school youth, • Low-income, • Disenfranchised, youth; • Youth of color; • Youth working in the street economy • Youth in need of consistent positive adult relationships

Recommendations



In developing the following recommendations several key points emerged. First, while the sexual exploitation of children is of regional, national and global concern, we must, out of necessity, first and foremost focus our efforts on the population of youth that come into our jurisdiction and into our care. Second, as several pilot efforts are currently underway addressing different aspects of the issue, any recommendations presented must be flexible enough to accommodate the continual flow of new information garnered through **actual practice**. This is especially important as there is no one strategy or approach that can guarantee success. Therefore, it is vital that the recommendations presented live and grow along side our expanding knowledge base, as well as the ever-increasing awareness of the public, private and community sectors. Lastly, while all recommendations are by their very nature more “guidepost” than mandate, it must be acknowledged that it will take considerable more work on the part of all the systems stakeholders to assess the possibilities and realities associated with institutionalization of any or all of the recommendations. That being said, we would like to point out that each recommendation presented in the following section was developed from both current research as well as extensive input received from many experts and practitioners internal and external to the County. To put it more succinctly: If we wrote it down, we believe strongly in it’s viability, both from a programmatic/operational level as well as from a resource perspective.

The following recommendations fall into five categories:

- **Placement and Transitional Care**
- Coordination and Response,
- Countywide Marketing Campaign
- Training and Education
- Data Collection

Recommendation #1: The Development of Specialized Placement and Transitional Care Options in Alameda County.

• **Specialized Group Homes.**

As stated earlier, there is an enormous need for specialized group home services for foster youth who have been sexually exploited minors. To that end, with the support of Social Services Group Home Placement Unit, two new group homes have been developed, one having opened in September 2003 and the second scheduled to open in October.

- **Network of specialized group homes located outside the County.**

While local, specialized placement for exploited youth is a vital part of meeting the needs of foster youth in our County, it is of equal importance to be able to provide placement options *away from Alameda County*. Often times commercially sexually exploited youth bring with them safety issues that are *paramount*. In case after case, there is the justified fear of a pimp actively seeking access to the youth, thereby making it a priority to have the young person placed out of the area and out of harms way. In other situations, the lure of the street and the youth's utter psychological and emotional dependence upon their exploiter is too great and for certain young people, only distance can keep them from harm⁷². To address the issue of out-of-county placement, ICPC and SSA Group Home Unit staffs have identified three different providers who have indicated a strong interest in developing group homes specializing in exploited youth. While these homes, if opened, would not exclusively serve foster youth from our area, it is anticipated that Alameda County will be placed at the forefront of a unique Group Home Network model specifically addressing the local and statewide issue of exploited foster youth. The potential of such a network is currently being explored by ICPC and SSA Group Home Placement Staff.

- **Short Term In-Take Center and Shelter Care**

Children and youth who are suspected of being prostituted or exploited in some other way must have a place to be taken to for assessment and appropriate short term care. Police in particular cite the need for a specialized intake facility for children and young people that they intercept, often late at night, who often are not identifiable through the system and clearly have no visible means of support. The proposed center would provide a comprehensive assessment and identify next steps prior to placement or return to family setting.

- **A Safe House Away from the Bay Area**

Youth who find themselves in abusive, exploitive and other dangerous situations require a Safe House to meet their physical and psychological safety needs. Similar to group home youth, some young people need to stay far away from the areas where they were exploited—and away from the individuals who exerted almost complete control over their lives. A safe, confidential place located a good distance away from the young person's ties to street life, is the only way to provide an environment where a young person can stabilize and begin the healing process.

- **Point people must be identified within the County systems in Social Services, Probation, Public Health and the Courts to provide technical assistance and support to group home and shelter care providers.**

In order to effectively meet the needs of this population of youth, it is necessary that technical assistance and support be provided for specialized placements to flourish. Group Home Providers have themselves reported a need for staff development and program support related to this population of youth. Currently, Title IV-E Waiver dollars are being utilized to provider specialized trainings for both group home providers and other service providers serving foster care youth. We recommend that Alameda County continue to "grow" its capacity to meet training and technical assistance through existing funding streams and creative partnerships. Additional funding should also be identified and pursued with the support of other public and private stakeholders.

Recommendation #2: Increased Coordination and Response Between Systems Stakeholders In Relation to Sexually Exploited Minors, Locally and Regionally.

• Continue the work of the Existing Legal Committee established by the Task Force.

It is recommended that there be a quarterly meeting of the legal/juvenile justice folks to address issues between the Courts, the District Attorney's office, Probation Department and local Police Departments. ICPC would continue facilitating this committee for one year, with the goal of institutionalizing the committee within the County after that. It should be noted that this would signal the transformation of the existing Minors in Prostitution Task Force Legal Work Group that currently exists, into a permanent committee—with expanded membership. working through the many legal issues pertaining to sexually exploited youth and the legal sector response, as well as regional and interjurisdictional issues.

• Identify a point person from each system to participate in a “virtual team”- for support, guidance, information and assistance on individual cases on an as needed basis.

Individuals identified/and or assigned should be well versed in the County as a whole, and able to direct parties to appropriate access points, resources and give out accurate information as needed by other systems partners internal and external (other counties) as appropriate and as necessary.

• Full, comprehensive, strength based assessment of all youth brought to Juvenile Hall— regardless if youth are detained or not.

As mentioned earlier in this report, currently a more extensive assessment is only implemented if the youth is detained. It should be noted however, that in order for an assessment to be comprehensive *it must* include gender specific risk factors, indicators of past and present abuse and sexual exploitation, and other victimization factors. It is absolutely critical that the assessment become part of the standard operating procedure of intake and detention at the Juvenile Hall. It will be therefore necessary to provide additional staff training around intake assessment best practices and procedures.

Recommendation #3 Continued Support and Facilitation of Training & Education Opportunities for all County Department, Systems and Community Partners Committed to Meeting the Needs of Sexually Exploited Minors In Alameda County.

• Ongoing training around Sexual Commercial Exploitation and Child Sexual Trauma as needed, to each sector of the System—including Group Home Providers and other community based partners.

• Build the capacity of the County System to train, educate County department staff, possibly developing a Trainer of Trainers model within SSA and Probation.

• All systems partners (Probation, Police, SSA, others) will be trained in appropriate documentation procedures related to Victim's of Crime (VOC) guidelines.

All parties interfacing with youth must be trained to identify any current or previous victimization of the youth, thereby qualifying them to receive VOC dollars to provide services. It must be stressed that identification of victimization should be implemented regardless of the youth's status (i.e.: picked up and detained for a crime and/or already in the system, “awol” or runaway and other status offences.)

- **“Post training” technical assistance for local non-profit agencies in capacity building efforts related to serving sexually exploited minors.**

As with the Group Home and Shelter Care provider, technical assistance must be made available for non-profit, community agencies enhancing and/or developing their capacity to serve sexually exploited youth.

Recommendation #4: The Development and Implementation of Countywide Marketing Campaign Targeting 1) “Johns,” stating that sex with a minor—any minor—is statutory rape and punishable by law, and 2) Youth, countering the glamorization of “pimping”.

It is our conviction that a broad based effort targeting men who seek out the sexual services of juveniles would help garner the attention necessary to begin addressing the issue of the sexual exploitation of minors at it’s most basic level: the street exchange between john and prostituted youth. Raising the awareness that sex with a minor, any minor even one who is deemed “a prostitute” is statutory rape punishable by law.

Another suggested strategy is the development of an “anti-pimp” campaign aimed at young people and countering the ever-present message being pumped out by the youth hungry music and media industries presenting pimp culture as the embodiment of style, cool and urban glamour. It is our hope to engage the support of public figures in the music and athletic world to help us deliver a different viewpoint, one that depicts pimping and sexual exploitation of youth for the bitter and painful reality that it is.

Recommendation #5: The Planning and Implementation of a Data Collection Strategy to Accurately Capture Basic Information Related to Sexually Exploited Youth In Alameda County.

As stated earlier in this report, there is virtually no aggregate hard data related to sexually exploited youth in Alameda County. In order to inform the development of effective local and inter-county protocols and service response systems, it will be critical to have consistent and reliable information related to sexually exploited minors. It is therefore strongly recommended that the different data collecting entities located within the County and Cities (the CAPE Unit and the Oakland Police Department, for example) be convened to discuss ready available options (i.e. existing data collection activities that might be enhanced) as well as new data gathering strategies.

Conclusion

Given the fact that the exploitation of minors is of regional, national and global concern, we recognize that we must limit our focus to the youth in our charge and in our care. We must also acknowledge that all children are potentially at risk, the degree of which may be measured and reflected along the "continuum of abuse" described earlier in this report.

Add to this that Alameda County and the Bay Area at large has seen a marked increase in the commercial sexual exploitation of minors and that this situation is not likely to abate in the future, it would be prudent and wise for the County to continue the progress set forth by the Task Force by supporting the variety of efforts currently underway. In the short term, we must continue to support pilot activities, such as the new group homes dedicated to sexually exploited youth, as well as the development of a network of homes. Equally important is the implementation of a new demonstration program for exploited girls being instituted through the Community Probation Department in partnership with the organization Standing Against Global Exploitation (SAGE.) It is also vital that we continue to identify and develop new training opportunities, partnering county with public, private and community providers interested in "carrying the torch" and continue the work associated with illuminating the issue.

In the long term, our energies would be best spent continuing to examine the issues related to the creation of a transitional care facility for **any and all** youth who are retrieved from the streets or other unsafe situations by the police and other protectors of children. In addition, further examination of the many legal and jurisdictional issues related to exploited minors is a **must**, particularly given the mobility of this population. Lastly, the County must make a commitment to standardize the collection of data related to the victimization and sexual exploitation of minors through assessment protocols and other intake activities. In the very least, this will allow us to know how many of our children have been impacted by this issue. *At best*, the additional information will position the County to respond effectively and thoughtfully to victimized children and youth in our care.

- I. Alameda County Minors in Prostitution Task Force Objectives
- II. Community Provider Coalition Master List
- III. Community Provider Survey Tool
- IV. Community Provider Survey and list of "Reoccurring Themes."
- V. Group Home Provider Focus Group Results

ALAMEDA COUNTY MINORS IN PROSTITUTION/SEXUALLY EXPLOITED MINORS TASK FORCE

OBJECTIVES

OBJECTIVE 1: Define population to reach: age range, gender/sexuality, closed/open, minors in prostitution, johns, pimps, open and/or closed markets, in- and out-of-system youth.

OBJECTIVE 2: Develop coordinated interagency policies and procedures for evaluating and resourcing minors involved in prostitution once they are identified by police, social services, or probation.

OBJECTIVE 3: Develop coordinated response team of social workers, police officers, probation officers, public defenders & district attorneys who are familiar with the issue of minors in prostitution

OBJECTIVE 4: Develop a spectrum of specialized placement options for minors in prostitution including group homes and programs like Children of the Night

OBJECTIVE 5: Increase capacity of group home staff, school personnel and police to identify and respond to pimp recruitment of minors for prostitution and minors involved in prostitution

OBJECTIVE 6: Identify community-based programming to collaborate with County on outreach, outpatient and residential prevention and response efforts

OBJECTIVE 7: Identify local and national legislation and resources for outreach, outpatient and residential prevention and response efforts to minors in prostitution

OBJECTIVE 8: Explore john prevention, prosecution and diversion programs

OBJECTIVE 9: Explore pimp prevention, prosecution and diversion programs

OBJECTIVE 10: Coordinate with surrounding jurisdictions for identification and transfer and/or placement for Alameda County minors who are transported to San Francisco, Sacramento, LA and Nevada for prostitution

OBJECTIVE 11: Develop surveillance and evaluation systems to document incidences, prevalence, distribution, trends of minors in prostitution and pimping of minors, and efficacy of integrated systems response

OBJECTIVE 12: Explore options for utilizing 300/600 systems to better address the needs of this population

Minors involved in Prostitution Task Force Community Service Providers Coalition Master List

Contact Name	Phone/Fax	Project Name and Brief Description of Service
Jen Lee	P 510-986-1024 F 510-986-1066	<p>Asian Health Services: Asian Health Services provides clinical and support services and other culturally appropriate services for all the Asian, Southeast Asian, and Pacific Islander populations. They provide workshops that focus around skill building. AHS has also developed a Women's Program that provided outreach to the API massage parlor workers. There is a newly formed advocacy group connected to this effort as well. Other key features: The Clinical Action Program, which serves youth and is linked to other health services, other resources and an API Wellness Center that outreaches to the women in the Tenderloin massage parlors. This program attempts to connect women to job skills trainings, focus groups & support groups (i.e.: gambling issues, etc). AHS currently provides outreach to API sex workers in Alameda Co. API wellness is a member of the large Bay Area's HIV/AIDS working group. AHS Youth Program also provides teen pregnancy prevention, clinical access, HIV outreach and pregnancy.</p>
Minith Thaing	P 510-986-1024 F 510-986-1066	
Senneca Greenwood	P 510-663-7976	<p>APEB/Aids Project of the East Bay: Provides services to the transgender population-- and a lot of survival sex issues. The Butterfly Project, contracted by the County, provides workshops around life skills and life style issues, self esteem. In addition, APEB is doing prevention case management with the goal of catching people early. They provide clients with substance abuse counseling, a medical clinic, treatment advocacy, and mental services through a mental health provider that comes in once a week.</p>
Jowanna King	P 510-594-7469 F 510-594-3185	<p>Cal-PEP: Provides HIV and STD testing through their mobile unit. Also provides risk reduction/harm reduction outreach services and linkage to health services. They conduct focus groups with clients and hold safe sex workshops (for ages 12 on up), and provide condoms. In addition, they are able to provide access to a safe place—a youth house through BOSS—where young people can come in from the street, get cleaned up; use a phone, get assistance and make a connection with someone. Also, Cal-PEP has the capacity to go out and train other agencies. The mission of Cal-PEP (California Prevention and Education Project) is to provide comprehensive health education, HIV/STD treatment, case management, and peer treatment advocacy to people who are living with and affected by HIV/AIDS. AIDS outreach program that serves prostitutes, injection drug users, crack users, teens, the homeless and incarcerated populations.</p>
Jabari Wash	P 510-874-7850 F 510-539-9752	
Dawn Skelton	P 510-874-7850	
James Walker	P 510-874-7850	
Laura Hobson Faure	P 510-874-7850	
Dianna Lake	P 510-434-2541	
Lateefah Simon	P 415-977-1980	<p>The Center for Young Women's Development: CYWD (the Center) is an organization in San Francisco, CA, staffed entirely by young women ages 14-24. Created in 1993, the Center is dedicated to providing well-paid work to young women who are on their own. That is, young women without family support, often homeless and involved in street economy such as selling drugs or sex to survive and possibly involved in the juvenile justice system.</p>

Minors involved in Prostitution Task Force Community Service Providers Coalition Master List

Contact Name	Phone/Fax	Project Name and Brief Description of Service
Paul Kivel	P 510-654-3015	Diversity Resource Network: Paul Kivel, Consultant provides training, mentoring and curricula on issues of violence prevention and social justice.
Staci Haines	P 415-285-6658 F 415-285-6668	Generation Five: Generation Five specializes around child sexual abuse and sexual exploitation issues—and specifically, how to end it. They work a lot with community concern and capacity building pieces. In their work, they build capacity through community organizing to help people take action against child abuse/exploitation within their neighborhoods. In addition, Generation Five provides other agencies/groups with training around the dynamics of abuse and sexual victimization trauma and it's impact
Rachel Sing	P 510-357-5515 x30 F 510-357-5112	Girls Inc. provides academic enrichment and skills building programs, as well as counseling services for girls ages 6-18. While their facility is located in San Leandro, Girls Inc. also offers services in 50 school and community sites in the East Bay.
Maria Chavez, Regional Director	P 510-444-6969 F 510-444-6977	Harm Reduction Coalition: The Harm Reduction Coalition (HRC) is committed to reducing drug-related harm among individuals and communities by initiating and promoting local, regional, and national harm reduction education, interventions, and community organizing. HRC fosters alternative models to conventional health and human services and drug treatment; challenges traditional client/provider relationships; and provides resources, educational materials, and support to health professionals and drug users in their communities to address drug-related harm.
Azikiwe Nantambu	P 510-547-0300	HEPPAC: Is designed to help the staff and clients of Casa Segura, an HIV prevention and needle exchange clinic in Oakland, California attain social and political "voice", through communication with their local community and participation in the global information culture. Needle (X)Change, a collaboration with the staff and clients of Casa Segura, will be a "distributed" work of public art ,accessible "on-line" and situated in and across the Fruitvale district of Oakland, West Oakland and deep East Oakland — that will stimulate dialogue between the safe house and its community and increase awareness and understanding of the crucial services offered there.
Lornetta Major	P 510-879-2912	Oakland Unified Schools, Attendance Review Board: Intervention coordination of Truancy and behavioral issues in Oakland School District, hearings and support groups.
Isela M. Barbosa	P 510-879-8111	Translator at the Attendance Review Board also for DHP Student Board of Oakland Unified and makes home visits with Lornetta Major.
Norma Hotaling,	P 415-358-2719	SAGE: Standing Against Global Exploitation provides a myriad of services—some mandated, most not—in the areas of mental health, job training and case management. They also create opportunities for activism, play and socializing. It was pointed out that SAGE never requires individuals to stop prostituting. They are also working with "customers" to show them that they're abusers, statutory rapists, and sex offenders. Also peer run.

Minors involved in Prostitution Task Force Community Service Providers Coalition Master List

Contact Name	Phone/Fax	Project Name and Brief Description of Service
Richard DeJauregui Olivia Hardy Nola Brantley Heloisa Wade Teresa Ellis	P 510-832-4544 P 510-832-3521 P 510-832-4544	Scotlan Youth & Family Center: The Scotlan Center has many different programs within its agency. Representatives attending this meeting stated that they work with 601s & 602s – and there are different case managers for each. A lot of young girls with these issues come to them... They provide guidance and support to <i>access mental health services through a relationship with West Oakland Mental Health.</i>
Daisy Anarchy	P 415-824-6883	Sex Workers Organized for Labor, Human and Civil Rights: Currently engaged in advocacy activities against criminalization for prostitution, or sex between consensual adults, paid or unpaid. She pointed out that this is different than sex with children/minors, which they do not support in any way, shape or form. Their current focus: Education around the police and what happens to women and children at the hands of law enforcement. SWO for CH and CR is against treatment being mandated for sex workers of any age- optional services should be made available instead.
Charles A. Flinton	P 415-397-6622	The SHARP Program –San Francisco: The SHARP Program is a private-sector mental health service provider specializing in the assessment and treatment of forensic populations. SHARP is an acronym standing for "Social Habilitation And Relapse Prevention" – a brief way of describing the treatment work we do. Efforts are aimed at <i>increasing community safety by working with offenders to help them avoid future crimes (Relapse Prevention) and become productive members of their communities (Social Habilitation).</i> The primary specializations of The SHARP Program are treatment programs for sex offenders and for mentally ill offenders - including substance-abusing offenders.
Roosevelt Mosby	P 510-834-9578	S.M.A.A.C Youth Center: Sexual Minority Alliance of Alameda County: Provides a safe haven for lesbian, gay, bisexual, transgender and questioning youth of color. They offer prevention case management, job training, HIV counseling and testing, peer advocacy. They specialize in working with youth whom are substance abusers, prostitutes, and high school drop-outs.
Alicia Ayala Lisa Carver	P 510-713-6690 F 510-713-6682	Tri-City Health Center/Youth Action Project: Tri-City works full-time in Central and South County— and covers 7 cities. They serve young women and men and offer a safe, confidential place for them to come to. They provide linkages and advocacy support for their clients. They stress confidentiality in all their dealings with clients. Tri-City has a program for young men and one for youth— they have a community center and a safe space for youth in particular. They work with youth, one on one, and help them connect with services and/or other agencies. Provides harm reduction program, programs for young men and women and work with continuation schools. YAP is a multi-level community-based HIV prevention intervention that targets a variety of high-risk adolescents (i.e., homeless, runaway, chronically truant, and gang-affiliated youth) in Southern Alameda County.
Oshen Turman	P 510-452-0185	Young Women United for Oakland: Street based outreach is run for and by 14-21 young women who are involved in sex work, drugs selling, using, and other street economy. YWUFO provide linkage to services, harm reduction education, safe sex supplies, educational, and other outreach materials. They are client based and client
Mercedes Gibson	P 510-452-0185 F 510-452-0257	

Alameda County Minors Involved in Prostitution Task Force

Survey Questionnaire

Objective: To identify resources, services and best practices of community based-programming and community partners with expertise and knowledge in child sexual abuse, exploitation and prostitution.

Name of Organization: _____

Address: _____

Phone: _____ Fax: _____ Website: _____

Contact Person: _____ Title: _____

Email: _____ Direct line: _____

Brief Description of program and services:

Please read the following questions and provide brief, bulleted answers:

1. In our efforts to develop services, resources and best practices for minors involved in prostitution, what do you think are the key components to an effective program?
2. What are the perceived barriers to the work with minors involved prostitution?
3. Please describe three strategies you would deploy to address the issue of minors involved in prostitution?

Alameda County Minors Involved in Prostitution Task Force

4. Do you know of any programs and/ or services available that support minors and their families?

5. Do you know of any local and national resources available to support "Minors Involved In Prostitution" initiative?

6. Are there any other community-based organizations we should invite to participate in the MiP Community Service Providers Task Meeting?

Please list any suggestions and comments, ideas regarding the MiP Task Force Community Service Providers Coalition

Reoccurring Themes:

Peer Involvement / Peer Education

- Requires youth input
- Peer based education and outreach
- Involvement of youth involved/formerly involved in prostitution
- Youth participation in planning, implementation of services/program
- Youth directed, youth run
- Youth led evaluation of services, placements
- Attractive, accessible to young people

Trust / Safety

- Safe place to go
- Optional placements
- Places staffed by committed, caring, non-authoritarian adults
- A place that's nurturing—the supports healing
- Alternative settings/resources
- Lack of trust in programs...intentions/agendas of different programs & organizations
- Lack of trust in the police and institutions based on negative experiences
- Issues of racism, oppression, marginalization, misogyny and homophobia imbedded in the public systems—particularly within juvenile justice & law enforcement
- Perceived lack of community will/ caring
- Fear of authoritarian, judgmental, pejorative response to their needs
- Policies/protocols that are punitive and inherently unfair to young people—especially related to foster youth.

Culturally Competent

- Knowledgeable and responsive to issues of language, customs, social norms and other realities of different cultural/ethnic groups.
- Youth culture-oriented, youth friendly & assessable
- "Alternative" resources, attractive to youth
- Non authoritarian, non judgmental, non pejorative
- Keeping the youth perspective front and center—not allowing it to be "out ranked"

Education

- Education - prevention through peer, street level outreach
- Address "miseducation" around sexual abuse
- Empowerment & self healing through "political education"
- Vocational & educational support
- Information around health, mental health, drug, sexuality issues
- Education of systems players about the issues, realities; creating a common knowledge base to be able

Group Home Providers Meeting & Focus Group Responses

Date held: 9/18/2002

Zandra of ICPC presented an overview of the Minors in Prostitution work to date. She cited the current statistics that have been identified in the population in Alameda County, the history of the work done in collaboration w/ County and Community providers to this population.

Barbara, of ICPC opened the discussion with the gathered GH providers by asking for their experiences of the challenges in dealing with this population. The responses included the following:

- Providers of emergency placement told the circumstances of the incoming minor's sexual exploitation, instead they are most often categorized as out of parental control or AWOL
- Incoming minors are usually dual diagnosis and 8-12 hours after entry the substances wear off and minor wants to AWOL again
- Children already in placement that are still un-bonded are highly at risk of being influenced/recruited by incoming exploited youth
- Providers do not have in place the necessary services needed for this population in order to serve minors recovering from sexual exploitation
- Services need to be available as needed - youth go back and forth
- Providers have "lost" youth to "crime rings" that include credit card fraud as well as prostitution
- Pimps are dangerous – services need to be out of county to provide for safety of youth
- Support of youth in the pre-teen stages is lacking. In order to provide prevention self esteem, security and self image issues need to be nurtured at this time in development
- Youth need more mentoring – successes with the math & science programs have proven effective w/ the young girls in building self esteem
- Emancipation programs often don't prove effective, especially for the more introverted youth therefore the "transition skills" are not developed by youth
- Research needs to bring the pimps to the discussion table – "if we ask they will respond"

The third question on the agenda was to ask what the GH providers considered the alternative or ideal placement for these minors. Responses were as follows:

- Emancipation skills building starts in early childhood and is built upon throughout maturation services need to be built into the structure of the "home" setting the children are placed in
- PD would be in alliance w/ GH providers as members of the same community with the welfare of the youth mutually in mind
- Focus groups would bring the GH providers and the PD to the same table regarding this issue. I.e. "team approach"
- PD would speak to youth in care in their home settings – establishing a rapport that is "closer to home" for the youth, bringing the PD into light as help mates rather than adversaries
- Staff and PD would be introduced to daily "issues" w/ the youth in morning debriefing sessions
- Minors would be well served if recovering offenders (2nd strike offenders) were to present to them based on their experiences in "the life" but clearance requirements prevent this from happening

Agenda item # 4 asked what kinds of training/support would need to be in place to support the GH providers in their service to this population. Responses follow:

- Staff need these issues clarified
- Point of entry services need to include dual diagnosis treatments – youth present multi level care needs
- Psych evaluations, need to be a part of the assessment process upon entry to emergency care placements so that appropriate MH services can be resourced for these minors
- The fact that 300 cases must volunteer for drug treatment programs inhibits needed services being provided to the youth
- Pimps would be "profiled" and PD as well as community would be better able to protect or "look out for " the youth at risk
- Some providers felt their inability to "lock down" the youth represents a hindrance to their recovery services effectiveness
- There needs to be a liaison that provides youth with introduction to and observation of alternative to "street life"
- Youth would be served by Peer counseling groups – they need to have the "voices of experience" speak to the youth experience

- Prostitution of minors is often a drug/poverty issue where by mothers use their children to secure monetary or in – kind provisions to their addictions
- Staff keeping confidence is required to help these youth heal and recover from sexual exploitation experiences/lifestyle
- Healing tools start with love, discipline, confidence and the staff's negotiating the will of the youth
- Specialized therapy placements are essential to these population's healing needs with an emphasis on PTSD

The last question posed to the group was to ask how the GH providers can strengthen their relationships w/ the PD;

- One GH provider found that by inviting the Police Officers into the homes for dinners and social gatherings the youth were led to see them as community members - resources rather than outsiders – it fostered the understanding that the police officers were there to help the youth
- Providers are very interested in providing to this special group of youth, but need specialized placements with specialized services directed at the unique needs of this population

In combating this issue the Providers were most clear in their statements that they need "honest" information upon entry of the youth to their care – they felt most able to determine the child's need when given full details of youth's circumstances.

Also noted by the providers was the Press Democrat's (Santa Rosa Newspaper) running of the "johns" picture when they'd been picked up the second time on the use of minors as sex workers.

Number of participants: 30-35 providers participated in the focus group.

Notes taken by Dianna Lake, CASA

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