COUNTY OF LOS ANGELES
PROBATION DEPARTMENT

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Interim Chief Probation Officer

March 1, 2016

TO: Supervisor Hilda Solis, Chair
Supervisor Mark Ridley-Thomas
Supervisor Sheila Kuehl
Supervisor Don Knabe
Supervisor Michael D. Antonovich

FROM: Calvin C. Remington, Interim Chief Probation Officer
CSEC Integrated Leadership Team

SUBJECT: **REPORT BACK ON THE EXPANSION OF THE FIRST RESPONDER PROTOCOL AND ADVOCACY SERVICES FOR COMMERCIALLY SEXUALLY EXPLOITED CHILDREN (ITEM 3, AGENDA OF NOVEMBER 3, 2015)**

On November 3, 2015, on motion of Supervisor Ridley-Thomas, seconded by Supervisor Knabe, your Board instructed the Commercially Sexually Exploited Children (CSEC) Integrated Leadership Team (ILT), the new entity proposed by the Chief Executive Officer, to meet and report back to the Board in writing within 60 days detailing:

- A proposed plan and timeline for expanding the Law Enforcement First Responder Protocol for CSEC into the County's unincorporated areas and contract cities;

- Recommendations on how to enlist the participation of the cities that operate their own police departments; and

- A list of the crimes that minors, who are identified as CSEC, are arrested for most often, along with prevalence rates.

In addition, on December 15, 2015, on motion of Supervisor Ridley-Thomas, your Board instructed the CSEC ILT to include the following in the ILT's report to the Board:

- Performance updates on the community-based organizations that were selected through the Request for Proposal (RFP) process to provide advocacy services to CSEC, including:
  - The number of youth identified and connected to services by each organization; and
  - Any performance issues and/or deficiencies that might pose challenges to fulfilling contractual obligations, along with recommendations for improvement.

LAW ENFORCEMENT FIRST RESPONDER PROTOCOL COUNTYWIDE IMPLEMENTATION PLAN

The Los Angeles Law Enforcement First Responder Protocol (FRP) for CSEC is the first protocol of its kind. In the first year and a half since its implementation, it has increased collaboration across agencies, been expanded beyond its original pilot area, and, most importantly, made positive impacts on youths' lives. The pilot began with the Los Angeles County Sheriff's Department (LASD), Compton and Century Stations, and the Long Beach Police Department. In the last month, it was expanded to the Los Angeles Police Department's (LAPD) 77th and Southeast Divisions. Over the next two years, the ILT plans to expand the FRP countywide to all LASD Stations, LAPD Divisions, and to the 46 independent police departments. In order to ensure that implementation countywide is successful, the County must provide training to new participants, allocate ample resources, and maintain fidelity to the FRP by monitoring it on a regular basis.

- **Training** - Training for all participating agencies is imperative. First, agencies should receive CSEC 101 Awareness Training to ensure that law enforcement has a solid knowledge base about CSEC, the dynamics of trafficking, and strategies to engage youth. Once they have that knowledge, each agency must receive training on the FRP and their respective responsibilities within the FRP.

- **Resources** - As the FRP is expanded, each agency participating will need to ensure sufficient staff to fulfill their responsibilities within the FRP. Additionally, as this expands countywide, each agency will need to be strategic in its staffing and capacity building to ensure each geographic region of the County has ample resources. This is particularly important to maintain the 90-minute response time and a comprehensive health evaluation within 72 hours. Each of the agencies listed below will need to allocate resources to fulfill its responsibilities.

- **Agency Resources:**
  - **Department of Children and Family Services (DCFS)**: During the pilot phase of the FRP, an overwhelming majority of identified children required a DCFS response. As such, as the FRP is expanded, DCFS will need to expand the Multi-Agency Response Team (MART), the Runaway Outreach Unit (ROU), and the regional offices' emergency response units with CSEC specialized staff in order to maintain the quick response time as well as to be able to provide CSEC ongoing services to these youth when a case is opened.

  - **Probation:** Although a majority of children identified up to this point have been under the jurisdiction of DCFS, the recent expansion to LAPD 77th and Southeast Divisions are identifying more probation youth. Department of Health Services (DHS): Only two (2) of the County's eight (8) DHS Medical Hubs currently are involved in the FRP. Therefore, training and expanding this service capacity is critical to ensure appropriate medical care for these youth.

- **Advocacy Resources:**
  - One of the key components to successfully engaging youth is providing an advocate from outside of the county agencies. These advocates must now be able to respond throughout the County and will need to be strategically placed and contracted with to ensure the 90-minute response time.

- **Monitoring** - During the year and a half of implementation, FRP was monitored closely by the Multi Agency Review Committee (MARC). Partners from each of the FRP agencies convene on a monthly basis to discuss what is working, the challenges of the protocol, suggest and make necessary changes to the protocol to ensure it meets the goals of the FRP. This same monitoring will be key throughout the expansion of the FRP.

TWO-YEAR IMPLEMENTATION PLAN

Implementation will begin with the LASD, due to the Sheriff's recent stated goal to not arrest children for prostitution and related offenses. The newly-created Los Angeles Regional Human Trafficking Task Force will also be a strong partner in ensuring the uniform rollout to all of its stations. Because they are strategically located throughout the County, they can then serve as liaisons to LAPD and the 46 independent police departments as the FRP is implemented. During the first year, key stakeholders, such as, DHS and the Department of Mental Health (DMH), will be engaged to ensure that the other law enforcement and County agencies are prepared for expansion in year two.

- **Key Deliverables During Year One:**
  - ILT to develop a Regional Implementation Plan for year one focused on LASD and LAPD jurisdictions
  - Ensure that LASD/LAPD Deputies are trained on CSEC and FRP
  - Ensure that other agencies and advocates in regional areas are trained in accordance with the Implementation Plan
  - ILT and the Los Angeles Regional Human Trafficking Task Force will jointly engage outside law enforcement agencies (LAPD and Independent Police Departments)
  - Rollout LASD in regional areas
    - First Phase to begin April 2016: Lancaster, Palmdale, and Santa Clarita Sheriff stations
    - Each phase, thereafter, to be implemented every four-months until FRP is county-wide
  - ILT to develop Regional Implementation Plan for independent police jurisdictions in year two
  - Conduct Monthly MARC meetings to monitor progress

- **Key Deliverables During Year Two:**
  - Ensure that independent police departments are trained on CSEC and FRP
  - Ensure that other agencies and advocates in regional areas are trained in accordance with the Implementation Plan
  - Rollout FRP in geographic areas in accordance with the Regional Implementation Plan
  - Hold monthly MARC meetings to monitor progress

CRIMES THAT MINORS, WHO ARE IDENTIFIED AS CSEC, ARE ARRESTED FOR MOST OFTEN

In the past, the primary way the County has identified victims of Commercial Sexual Exploitation (CSE) is through arrest for prostitution and related offenses. County agencies are receiving disclosures from youth regarding victimization who were never arrested on prostitution or related charges. Since January 2013, calls have been coming into the DCFS Child Protective Hotline for CSE. After conducting a sample review of 125 of the 357 STAR Court cases and FRP data, the following offenses are the most common arrests among identified victims of CSE:

- **Most Common Arrests:** Felony Robbery, Felony Battery, Felony Burglary, Felony Vehicle Theft, Misdemeanor Petty Theft, and Misdemeanor Battery.

PREVALENCE

Currently, the County of Los Angeles does not have a uniform screening strategy to identify victims of CSE. As such, it is incredibly difficult to provide accurate prevalence data. Fortunately, several County Departments, Probation, DCFS, and DMH, will be piloting a screening tool to identify these children. This tool, the Commercial Sexual Exploitation – Identification Tool (CSE-IT), is the first tool of its kind, and is currently being piloted throughout California. By using a single screening tool, the County will be able to accurately identify these children and have a better sense of the prevalence of the problem in our County.

In addition to the efforts related to the CSE-IT, DCFS is tracking data related to CSE through the Child Welfare Services-Case Management System (CWS-CMS). The California Department of Social Services (CDSS) issued guidance requiring child welfare agencies to track information related to CSE through Special Projects Code. In May 2016, these codes will be made into permanent codes in CWS-CMS. DCFS will receive further guidance from CDSS regarding these changes in the spring of 2016. In order to accurately report child welfare data, it is imperative that mandated reporters recognize CSE as a reportable allegation to ensure accurate data tracking.

Probation will also be required to track data related to CSE to comply with the new Federal and accompanying State requirements of the Preventing Sex Trafficking and Strengthening Families Act (HR 4980/SB 794). Guidance from the State is forthcoming regarding these new requirements. In the meantime, Probation is updating its case management system to include the same reporting fields as CWS-CMS to ensure we can have uniform data across systems.

Unfortunately, at this time, because the above data systems are not integrated, it is impossible for us to ensure that the data is not duplicated; however, both systems are currently working on consolidating data for inclusion in the next report. Nonetheless, the prevalence information that we currently have is as follows:

- **Probation:**
  - Prostitution-related Arrests
    - Under 18: 1,386 (2009 - 2015)
    - 18-21 year olds: 9,424 (2009 - 2013)
  - Juvenile Hall Disclosures: 72 (2015)

- **DCFS Referrals to the Hotline:** 1,068 (2013 – 2015)

- **District Attorney:**
  - "First Step" Diversion Program: 239 (2/2014 – 9/2015)

ADVOCACY SERVICES CONTRACTS

Advocacy contracting through Saving Innocence, Aviva Center, and Sunrise Counseling Center began January 1, 2016. Since January 1, 2016, the advocacy agencies have been participating in various CSEC training regarding CSEC identification and response, engagement strategies, day-to-day advocacy expectations, mandated reporting requirements, safety planning, and FRP expectations. This training has been conducted by Nola Brantley and the Probation Department.

To date, there have been nine (9) referrals made to the advocacy agencies: two (2) referrals to Saving Innocence, two (2) referrals to Aviva Center, and five (5) referrals to Sunrise Counseling Center. There have not been any performance issues and/or deficiencies among any of the agencies.

The next update to your Board regarding the FRP expansion and Advocacy Services will be in 90 days.

Should you have any questions or require additional information, please contact Probation Director Michelle Guymon, at (661) 236-5405.

CCR:REB:MG:ed

c: Sachi A. Hamai, Chief Executive Officer
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