

A Planning Proposal to The Office of Juvenile Justice and Delinquency Prevention from the Fulton County Juvenile Justice Fund to Address the Commercial Sexual Exploitation of Children

Project Abstract

The Fulton County Juvenile Justice Fund proposes to facilitate the development of a systemic approach to the needs of sexually exploited children in Fulton County, Georgia by addressing the need for coordination of services, improving how information is handled by collaborating agencies, and increasing the public's awareness of sexually exploited children and impact the demand for prostitution.

We will accomplish these goals by meeting the following objectives:

1. Establishing an effective collaboration of agencies and organizations in the public and private sector.
2. Developing a comprehensive plan of action that addresses coordination of services.
3. Facilitating educational training sessions for judges, law enforcement, teachers, youth-focused groups, parent groups, social workers, and youth workers, etc. to increase understanding of the problem.
4. Convening town hall meetings to increase the public's awareness of the targeted issue.

The first step will be the identification of community partners that will form the formal Collaborative. The partners will include representatives of: the Juvenile Court; Board of Commissioners; Coalition Against Sexual Exploitation and Trafficking (CASET); mayor's offices of the city of Atlanta and the 14 additional municipalities in Fulton County; the police departments of these municipalities; office of the district attorney; Atlanta and Fulton County Public Schools; Atlanta Journal and Constitution; Georgia Department of Human Resources; Georgia Department of Juvenile Justice; United Way of Metropolitan Atlanta; Atlanta Chamber of Commerce; the Fulton County Health Department and the Center for Disease Control; faith community members; survivors; community and civic organizations; youth-focused organizations; and child advocates and other identified community leaders.

The Collaborative will develop a comprehensive plan of action that will address the goals of the project. The plan will include action steps, measurable benchmarks, responsible parties, and completion dates. The Collaborative will explore the problems of immigrant/refugee sexually exploitation, the issues of trafficking, the "market" that promotes prostitution, i.e. the Convention and Tourism Bureau, taxi industry, and the adult entertainment industry to determine how it will address these issue as a 'next step' initiative beyond this planning period.

The Collaborative will provide educational training sessions to identified groups increasing the awareness of the issue and how the community, parents, and those responsible for the care and protection of children may intervene and safeguard our children.

Town Hall meetings during the planning phase will increase the public's awareness of the issue and identify community services and intervention strategies.

Problems and Assets Statement

Description of the Scope of the Problem, Extent and Consequences of the Issues

Child prostitution has come to the community's attention as a serious child welfare and safety issue in Fulton County and throughout our state. There is clear evidence and reporting of children being coerced or terrorized to perform sexual acts for the financial benefits of adults. Most of the victims seen in Fulton County Juvenile Court are girls. The average age is 13, but girls as young as age 10 have been seen.

Children are being approached at malls, bus stations, on the Internet, telephone chat lines, or solicited by friends. It operates in strip clubs, motels, pornography vendors, and the adult entertainment industry. It is very mobile, moving from place-to-place and state-to-state. These children are cut off from family and friends and often view the pimp as their boyfriend and a source of love even though they are being terrorized and held in captivity. It affects all socioeconomic levels.

One Child's Story

Thirteen-year-old Monica (fictitious name) was forced into prostitution when she ran away from her home in a small town in south Georgia. The streets appeared a good alternative, however, she became trapped in a world of brutal child exploitation. For two years she suffered. She was kidnapped and forced into the trunk of a car. Then she was transported around town and repeatedly raped at gunpoint. This was part of her indoctrination into prostitution. The rapist sold her to other men for sex.

Later she was moved to a hotel in metro Atlanta. At the hotel her clothes were taken from her. She was forced to stay in a room naked. The key to the room was sold to various men for \$5 each to have sex with her. She was beaten, slapped, starved, given drugs, and traded for sex. The child states she was sold to several pimps and drug dealers.

Comprehensive services are needed to address the complicated and complex issues of this and similar problems.

The Fulton County Juvenile Court sees an average of twenty girls a month who are being prostituted. The probation caseload is currently over 80 girls. While some delinquency charges may be found on the child, the prevailing issue is that these girls are being severely abused. They are victims, not criminals. There is significant, identified additional needs for services for this special population and their families.

Consequences

The effect of a history of this sexual violence and exploitation results in depression, self-harmful behaviors, and psychological trauma. These vulnerable children become pregnant, get sexually transmitted diseases or even die prematurely at the hands of the adult exploiter. Without early intervention, these children may enter adulthood caught in a cycle of abuse, exploitation, and criminal behavior.

Developing a Coordinated Plan/Sustainability

Several agencies and organizations are providing scattered services to children and youth, and few are focused on the distinct needs of this population. There is a strong need to coordinate the system. A formalized Collaborative will be effective in identifying the services and addressing the gaps to this population. This plan will provide the process for developing a coordinated system and address the delivery of seamless services and begin to develop protocols for sharing information. We see the development of protocols as the critical factor that will sustain this effort into the future. How to sustain this effort is an important factor that will be discussed during the planning phase by all the parties.


We Have Begun the Work and it Continues

Fulton County Juvenile Court Judge Nina Hickson became aware of this disturbing trend when she became a judge in May 1999. The trend of child prostitution had not been tracked because most girls were brought in on charges other than prostitution, such as curfew violation, loitering, possession of alcohol by a minor, controlled substance possession, giving a false name or birth date to police, or neglect or abuse by their parents or caretakers. Under the auspices of the Fulton County Juvenile Justice Fund, the Coalition to End Child Prostitution was formed composed of members of law enforcement, community-based service providers, child advocates, and

community leaders. For more than two years, the Coalition has raised awareness in the community; initiated the legislation that made pimping and pandering of children a felony in the state of Georgia; advocated for a state allocation for services addressing the needs of this population; and raised additional private funding for the development of Angela's House, the first safe house for sexually exploited girls east of the Mississippi. The Coalition serves as an instrument to continue the dialogue around the issues of prostitution. It continues as a means to encourage increased prosecution, protection, and prevention programs.

Project Utility

The value of this project is that it will provide an opportunity for members of the Collaborative to look at the problems of sexually exploited children in an organized and very broad way that has not been done before. It will provide a vehicle to define the issues and provide a plan of action to address the problem in Fulton County.

The benefits to the community include: less duplication of services by agencies to the population; referrals to the appropriate organization; additional service opportunities to address critical gaps; and a streamline system and network to improve referral and service delivery.  become a stronger voice for sexually exploited children in our community.

Fulton County Juvenile Justice Fund facilitates the Coalition that is currently in existence. In its previous work, it has provided a framework for the work needed for this project. This Coalition has several strengths including: an understanding by the leadership of the law and lawmaking function; a wealth of experience and expertise; the diversity of the group; and a sensitivity to and passion for the issue.

The Coalition has a history and successful track record and broad respect and influences in the community. It brings the indisputable benefit of an existing network, which can be expanded.

Fulton County Juvenile Justice Fund (FCJJF), a nonprofit 501c3 organization, is best suited to address the challenges. Its mission is to identify program collaborations and facilitate the development of resources to impact the lives of youth and their families seen by Fulton County Juvenile Court. To date, the FCJJF has focused on increasing public awareness, impacting policy and developing prevention/intervention resources. In 2001–2002, more than \$900,000 was generated for direct services and resources for youth and their families in the juvenile justice system.

The care and treatment of female adolescents served by the juvenile court that are sexually exploited, is one of the six programmatic priorities of FCJJF. FCJJF operates Angela's House, a safe house for sexually exploited girls, as well as, the Center to End Adolescent Sexual Exploitation, which provides advocacy and training. FCJJF, as the applicant organization, is uniquely qualified to address the challenges and needs of this population as well as manage the grant.

Goals and Objectives

Goal: To develop a systemic approach to the needs of sexually exploited children by addressing the need for coordination of services information sharing and increasing public awareness of sexually exploited children and impact the demand for prostitution.

Objective 1: To establish a formal Collaborative.

Inviting representatives of the previously mentioned groups, agencies, and community leaders to join the Collaborative and commit to a nine-month planning process.

Objective 2: To develop a comprehensive plan of action that addresses coordinating services.

The Collaborative will provide a coordinated system to address the needs of this population in a plan of action. The Collaborative will address barriers, identify existing resources, and identify the gaps in these resources. It will develop protocols for sharing information and explore ways to sustain this effort, including a strategic approach to fiscal planning.

The outcome or product is the written plan. It will be a comprehensive approach to the systemic issues that address this population's needs. The plan will include action steps, measurable benchmarks, responsible parties, and completion dates.

The next steps will be implementation of the plan, completion of the development of protocols, information sharing, and the seamless delivery of services.

Although not an objective during the planning phase, the Collaborative will explore the problems of immigrant/refugee children being sexually exploited and the issues of trafficking, including the "market" that promotes prostitution, i.e. the Convention and Tourism Bureau, taxi industry, and the adult entertainment industry. The organizations that make up the Coalition Against Sexual

Exploitation and Trafficking are part of this Collaborative and will be instrumental in identifying the issues.

Objective 3: Hold educational training sessions for judges, law enforcement, teachers, youth-focused groups, social workers, and youth workers, etc. to increase understanding of the problem.

The training will focus on the protective factors and risk factors that put children at risk for becoming sexually exploited. This training will provide a better understanding of the various kinds of support services needed to address sexually abused and exploited children and it will address how to address their specific needs.

The audience targeted for this training are judges, law enforcement officers, educators and teachers, youth workers, youth-focused organizations, faith community, business community, child advocates, social workers, and community leaders. The training modality will be established.

The outcome is that parents, professionals, and the community will realize the seriousness of the problem, join in prevention strategies, while learning an approach to deal with the issues as they are experienced in the sphere of work or influence.

Objective 4: Hold town meetings to increase the public's awareness of the population and impact the demand.

The Collaborative will bring the issues of sexually exploited children to the general public's attention providing information and eliciting further support from the community to join in making a difference in the lives of children, advocating for child-friendly public policies, instilling self-sufficiency, and promoting healthy choices. Community awareness and prevention strategies are the key to eliminating the predators of children.

Outcomes include an increase in awareness of the problem; mobilization of more individuals and organizations becoming involved in eradicating this problem in metro Atlanta; allowing children to stay away from the sex trade and helping them to successfully exit; and change public attitude so that there is willingness in the community to participate.

Project Strategy

Objective 1: To establish a formal Collaborative.

The FCJJF will be responsible for inviting the appropriate organizations to participate as suggested at the October 22, 2002 meeting convened by the Office of Juvenile Justice Delinquency Prevention. Key representatives from those groups previously identified will be targeted. All identified parties will be invited to a meeting in January 2003 to explain the project, its goals and objectives, the role of the applicant agency and the commitment involved. The letter of invitation will explain that this is a formal Collaborative and its purpose. It will also state that those individuals that plan to serve on the Collaborative will be asked to attend four meetings during the planning phase, one meeting every two months. A core group, representative of the whole, will be instrumental in working beyond the formal meetings, to pull the plan together.

The Collaborative will provide input on coordination of services for a plan of action, sustainability, and establishing protocols to address information sharing.

Objective 2: To develop a comprehensive plan of action that addresses coordinating services.

The Collaborative will provide input to develop a plan of action that will address the needs of sexually exploited children. First, the Collaborative will look at the findings from the community self-assessment exercise administered on October 22, 2002. The findings will become the foundation for beginning the discussions and strategies around the identified issues.

The Collaborative will act as an advisory body bringing expertise and influences to the table. It will define what should be included in the comprehensive plan. The core group will plan and coordinate the work and provide a draft of the written plan to the Collaborative for its review, amendment, and approval.

The plan will be a comprehensive approach to the systemic issues that address the needs of this population. The plan will include action steps, measurable benchmarks, responsible party, and anticipated completion dates.

Objective 3: To hold educational training sessions for judges, law enforcement, teachers, youth-focused groups, parent groups, social workers, and youth workers, etc. to increase understanding of the problem.

A sub-committee of the Collaborative will review the training curriculum that has been developed by the Center to End Adolescent Sexual Exploitation (CEASE). It will make recommendations on strengthening and expanding the curriculum as needed. A group of trainers, who will volunteer for this role, will be trained in the implementation of the training. CEASE will provide the coordination

and scheduling of the training to the specific groups, as identified.

The outcome will be that more professionals will realize the seriousness of the problem that we are facing and will know how to approach issues as they arise. This training will mobilize individuals. We will have pre and posttest survey instruments to evaluate the participants' knowledge, attitude, and behavior before and after the training to assess the impact and results.

Objective 4: Hold town hall meetings to increase the public's awareness of the population and impact the demand.

Town hall meetings will be convened in identified communities by those community partners associated in those areas. At the town hall meetings, we will address the needs of this population; services being provided; look at what factors in the community promote prostitution, i.e. Convention and Tourism Bureau, taxi industry, and adult entertainment establishments; and what the public can do to address the problem.

The goal of the meetings is to increase the public's awareness of sexually exploited children and prevention strategies while mobilizing additional organizations and individuals to become involved in eradicating this problem.

Project Design

Objective 1: To establish a formal Collaborative

Plan/Action Steps

1. Invite the agencies suggested to become part of the Collaborative. The letter of invitation will explain that this is a formal Collaborative and its purpose and that they are being asked to attend four meetings during the planning phase (8 months) in support of accomplishing the goals of the project.
2. Convene the Collaborative and explain the project, its goals and objectives, the role of the applicant agency and the commitment involved, and the role of the Collaborative.
3. Identify the members of the core group and develop its workplan.

Measurable Benchmarks/Responsible Party/Timeline

Task	Who	When

Meeting held inviting agencies to be part of Collaborative	FCJJF	Meeting 1-Month 1
Goals, objectives, and role explained at this meeting	FCJJF	Meeting 1-Month 1
Core group members identified at the meeting	FCJJF/Collaborative	Meeting 1-Month 1
Core group develop its workplan	Core group/Collaborative	Meeting 1-Month 1

Objective 2: To develop a comprehensive plan

Plan/Action Steps

1. Four meetings with the Collaborative:

Meeting one: Explore the findings of the assessment highlight the areas of need or services that have been identified by the sample group and identify the core group.

Meeting two: Address existing barriers and resources and develop protocols.

Meeting three: Explore gaps in existing services and discuss fiscal and policy implications.

Meeting four: Recommendations for amendments to the comprehensive plan

Measurable Benchmarks/Responsible Party/Timeline

Task	Who	When
Schedule/hold meetings w/Collaborative	FCJJF-Project Coordinator	Meeting 1-4 -Months 1, 3, 5, and 7
Core group members identified at the meeting	FCJJF/Collaborative	Meeting 1-Month 1
Core group develop its work plan	Core group/Collaborative	Meeting 1-Month 1
Identify subcommittee to review the training curriculum	Collaborative	Meeting 1-Month 1
Go over findings of needs assessment	Collaborative	Meeting 1-Month 1
Highlight areas of need/services	Collaborative	Meeting 1-Month 1
Work on developing plan	Core group meets	Month 1 and 2
Address existing barriers and	Collaborative/Project	Meeting 2-Month 3

resources and develop protocols	Coordinator	
Work on developing plan	Core group meets	Month 3 and 4
Explore gaps in services and discuss policy and fiscal implications	Collaborative	Meeting 3-Month 5
Work on developing plan	Core group meets	Month 4, 5, and 6
Provide a draft document of comprehensive plan	Core group	Meeting 4-Month 7
Recommendations to the comprehensive plan	Collaborative	Meeting 4-Month 7
Work on finalizing plan	Core group	Month 7 and 8
Finalize plan	Core group	Month 9

Objective 3: To hold educational training sessions for judges; law enforcement officers, schoolteachers, social workers, and youth workers, youth-focused organizations, etc. to increase understanding of the problem.

Plan/Action Steps

1. Convene a subcommittee from the Collaborative (after meeting one) to review the current curriculum.
2. Secure a Consultant to provide training on the protective factors and risk factors that put children at risk for becoming sexually exploited.
3. Revise the training curriculum.
4. Recruit and train volunteer facilitators to conduct the training.
5. Identify specific groups from the target audience identified to receive the training.
6. Coordinate and schedule the training sessions.

Measurable Benchmarks/Responsible Party/Timeline

Task	Who	When
Review training curriculum developed by the Center to End Adolescent Sexual Exploitation (CEASE)	Subcommittee	Month 2
Make recommendations to strengthen and expand the curriculum	Subcommittee	Month 2

Revise the training curriculum	Subcommittee	Month 2
Secure consultant to provide training	Consultant from Fox Valley Technical College	Month 2
Recruit and train volunteer facilitators to conduct the training	Core group	Month 2
Identify who will receive training	Core group/Collaborative	Month 3
Coordinate and schedule training sessions	Project Coordinator	Months 3
Conduct training sessions	Project Coordinator	Months 4, 5, 6, 7, and 8

The applicant agency will hold the responsible party accountable for the completion of all tasks via a performance evaluation and candid referral.

Objective 4: Hold town hall meetings to increase the public's awareness of the population and impact the demand.

Plan/Action Steps

1. Develop a media strategy to bring the issue of sexually exploited children to the general public's attention.
2. Identify communities for the meetings.
3. Mobilize the community leaders and stakeholders to convene the meeting in their community.
4. Plan the meeting agenda with a focus on the particulars of that community (i.e. arrest statistics or evidence of activity, available local, community services, etc.). Use a facilitation strategy that combines prevention work with public awareness and education techniques.

Measurable Benchmarks/Responsible Party/Timeline

Task	Who	When
Develop a media strategy	Core group	Month 3
Identify communities for the meetings	Collaborative	Month 3
Mobilize community leaders to convene the meeting in their community	Core group/Collaborative	Month 4

Get relevant statistics for that community	Project Coordinator	Month 4
Include organizations that are doing education and prevention work at the town meeting		Month 4
Plan the meeting agenda	Core group	Month 5
Hold the town hall meetings	Project Coordinator	Month 5, 6, 7, and 8
Address the needs of sexually exploited children, factors in the community that promote prostitution, and what the public can do to address the problem	FCJF Exec. Director	Month 5, 6, 7, and 8
Administer and collect evaluation forms at town meetings	Project Coordinator	Months 5, 6, 7, and 8

The project outcomes will be achieved by the mobilization of more organizations and individuals who become involved in eradicating this problem in metro Atlanta; allowing children to stay away from the sex trade and help them to successfully exit and change public attitude so that there is willingness in the community to participate

The applicant agency will hold the responsible party accountable for the completion of all tasks via a performance evaluation and candid referral.

Management and Organization Capability

Project Coordinator

The project coordinator will be responsible for coordinating the Collaborative and their work, enforcing timelines, gathering information from the Collaborative, developing schedules, scheduling meetings, act as staff to the Collaborative, completing documents such as the comprehensive plan, and producing reports, meeting agendas and correspondence, communicating to all pertinent parties, and monitoring the project.

The Project Coordinator will provide consultation to staff and the Collaborative and coordinate all aspects of the project with the participating agencies. This person will manage all aspects of the planning process and be a part of the core group. The project coordinator will prepare progress

reports for appropriate parties; prepare workplans and timelines and set goals to achieve objectives in the plan; have access to all pertinent documents, publications, papers, records, and information for the purpose of carrying out the objectives of the project and in furtherance of the planning process; assist in the development and delivery of a comprehensive plan that will be the catalyst to implement; coordinate planning activities; acquire meeting facilities; followup with stakeholders and team members; and work with consultants to achieve objectives and provide support to the Collaborative.

This position will report to the Executive Director of the Fulton County Juvenile Justice Fund, the applicant organization.

The project coordinator and core group will be responsible for facilitating the “town hall meetings” with the community during the planning phase to increase the public’s awareness of sexually exploited children; their needs; services being provided; what community factors promote prostitution, i.e. Convention and Tourism Bureau, taxi industry, and adult entertainment establishments; and what the public can do to address the problem.

Qualifications for the Project Coordinator position will require a person with superior coordination skills and capabilities; 8–10 years of professional experience managing programs in the human services area; good written and verbal communication skills; knowledge of the problems involving sexually exploited children; and an understanding of the supportive services needed to address sexually abused and exploited children is required.

The role of the Collaborative will be to provide input to the core group that will coordinate the system and effectively address the needs of this population. It will establish protocols and be responsible for developing a comprehensive plan of action to address the needs of this population.

Training Consultants (In-kind by OJJDP)

Training Consultants will facilitate several educational sessions to representatives of the Collaborative and other identified groups. The Consultants will have knowledge on conducting training on the protective factors and risk factors that put children at risk for becoming sexually exploited; addressing the specific needs of the law enforcement community; and developing protocols, public policy, and fiscal planning.

These persons will be responsible for preparing and bringing informational materials, facilitating the training sessions, conducting pre and posttest surveys to evaluate the participants’ knowledge, attitude, and behavior both before and after the training. The Consultants’ responsibilities include

developing a pre- and post-test assessment tool and tabulating the results and have the findings presented to the Collaborative.

We anticipate that we will need to contract with consultants for services/training as needed and have provided for this expectation in the budget worksheets.

Qualifications for Training Consultants are persons with superior training skills and capabilities, 8–10 years of professional experience training staff or clients in the human services area, knowledge of the problems involving sexually exploited children, and an understanding of the psychosocial services needed to support sexually abused and exploited children is required. Must be capable of engaging nontraditional and traditional audiences. Representatives from Fox Valley Technical College have indicated that they can provide this type of training.

Experience and Capacity of the Fulton County Juvenile Justice Fund

The Fulton County Juvenile Justice Fund (FCJJF) has the experience, capability, and capacity to implement and manage this project. The care and treatment of female adolescents served by the juvenile court, involved in prostitution, is one of the six programmatic priorities of the Fund. As stated previously, we operate Angela's House, a safe house for sexually exploited girls as well as the Center to End Adolescent Sexual Exploitation (CEASE). The FCJJF has been on the forefront of the advocacy, training, and service delivery for the specific needs of sexually exploited girls. Our three long-term strategies are 1) introduce new services and improve the effectiveness of existing services by facilitating working collaborations among community stakeholders; 2) serve as the catalyst for systemic change by addressing core issues that impact youth and their families, and 3) increase public awareness of juvenile justice, child welfare, and related issues.