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**EVALUATION OF THE DEMONSTRATION PROJECT TO ADDRESS
COMMERCIAL SEXUAL EXPLOITATION OF CHILDREN
IN ATLANTA-FULTON COUNTY**

Final Report

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About This Report

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As required by the original solicitation, this research involved three components: documentation of the nature and extent of commercial sexual exploitation of children in Atlanta-Fulton County; a process evaluation of the coordinated effort to address commercial sexual exploitation of children in Atlanta-Fulton County, partially funded through the Office of Juvenile Justice and Delinquency Prevention; and coordination via sharing of experiences with the New York evaluation project (2005-LX-FX-00001), conducted jointly by the Center for Court Innovation and John Jay College of Criminal Justice.

In addition to the investigators and project coordinator, several graduate research assistants contributed to the project: Ida Cannon, Tyler Gayan, Brandeis Green, Mwendu Mualuko, and Mayowa Obasaju.

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EXECUTIVE SUMMARY

The commercial sexual exploitation of children (CSEC) has become an important topic of both domestic and international interest. While variously defined, commercial sexual exploitation of children includes at its core sexual abuse of a child by another person where the child is treated as an object in activities such as prostitution, pornography, nude dancing, stripping, or other forms of transactional sex. Worldwide it is estimated that 1–10 million women and children are involved in prostitution (SAGE, 2008). According to the United Nations, the United States ranks second in the world (behind Italy) as a destination or market for sexual exploitation for both children and adults (Mizus, Moody, Privado, & Douglas, 2003; Monzini, 2004). Annual estimates on the scope of sexual exploitation of children in the United States range from between 45,000 and 50,000 children annually trafficked (Markon, 2007) to between 300,000 and 500,000 children trafficked each year (Estes & Weiner, 2001; Muhammad & Muhammad, 2001; Priebe & Suhr, 2005; SAGE, 2008).

The city of Atlanta, located in Fulton County, Georgia, is purported to be a “hub” for CSEC in the Southeast United States, serving as a key stopping point along an eastern seaboard trafficking route (Landesman, 2004). Information on the nature and extent of commercial sexual exploitation of girls in Georgia may be found in two previous reports. The first, *Hidden in Plain View: The Commercial Sexual Exploitation of Girls in Atlanta* (Priebe & Suhr, 2005) provides a description of the populations at risk and the demographic characteristics of commercially sexually exploited girls in Atlanta specifically. According to this report, the overwhelming majority of child victims of commercial sexual exploitation are African American girls, not immigrants or refugees, and their average age is 14. More recently a second report issued by the Juvenile Justice Fund (2008), *Adolescent Girls in Georgia’s Sex Trade: An In Depth Trafficking Study 2007*, presented preliminary results of an ongoing statewide study on the extent of commercial sexual exploitation of adolescent girls in the state of Georgia. Employing various methodologies to identify how many girls are sexually exploited (accessed by “johns”) through street activity, Internet service postings, escort services, and major hotels, the report estimates between 200 and 300 girls are victimized per month, or 129 girls on a typical weekend night. Specifically, the report estimates that approximately 40–90 girls are victimized through street prostitution, 100–115 through Craigslist.org postings, 50–100 through escort services, and 25 girls through sex services in major hotels.

The National Institute of Justice provided funding to study the problem of commercial sexual exploitation of children in New York and Atlanta. Both cities had recently implemented demonstration projects funded by the Office of Juvenile Justice and Delinquency Prevention (OJJDP). A research team from Georgia State University (GSU) conducted the study in Atlanta and a joint venture by the Center for Court Innovation and John Jay College of Criminal Justice conducted the study in New York City. The executive summary reports the findings from Atlanta-Fulton County.

Goals and Methods

The Atlanta-Fulton County study had three primary goals: (1) to document the nature and extent of commercial sexual exploitation of children in Atlanta-Fulton County (see Part I); (2) to conduct a process evaluation of the Atlanta-Fulton County's demonstration project, including its environment and context, design and implementation, program operations, and events that impacted the project's functioning and outcomes (see Part II); (3) to identify and coordinate the findings and experiences with the New York evaluation site (Part III). Ultimately, we hoped the information produced and shared would assist other communities that planned to coordinate efforts to address CSEC.

Nature and Extent of CSEC in Atlanta-Fulton County

Separate strategies were employed to document the nature and extent of CSEC. Data were obtained and analyzed from newspaper articles, local law enforcement agencies, and the Child Abuse Case Tracking Information System (CACTIS), a database containing data on child sexual abuse cases in Fulton County. Primary data were also collected and analyzed from the following: interviews with 12 homeless youths who attended a resource fair; interviews with 3 treatment providers and 24 professionals who were employed by the agencies associated with the demonstration project; observation of the demonstration project and the Child Abuse Investigation Team (CAIT) meetings; completed mail surveys of licensed professionals in three metro Atlanta counties ($n = 697$); and focus group held with two residents of Angela's House (a group home for sexually exploited girls).

Process Evaluation

Several strategies were used to obtain data on the operation and functioning of the demonstration project, which included review of the following: (a) media artifacts, including newspaper articles in the leading regional newspaper, the *Atlanta Journal Constitution* (AJC), from 1995 to 2005; (b) agency records from the demonstration project, from 2002 to 2007; (c) technical reports of Fox Valley Technical College (FVTC), an organization that provided technical assistance to the Atlanta community in partnership with OJJDP; (d) and all pertinent secondary data, including minutes and work products of meetings related to the demonstration project, data from CACTIS (e.g., forensic interviews with youths identified as high-risk or high-priority CSE cases), and case records from the Center to End Adolescent Sexual Exploitation (CEASE).

The research team also collected primary data in various ways. Individual extensive interviews were audiotaped and transcribed with 24 representatives from all agencies actively involved in the demonstration project, including the juvenile courts, probation, District Attorney's Office, Victim Witness Program, youth detention centers, child advocacy centers, social services, city and county police, county mental health, city and county public schools, and children's hospitals. Interviews were also conducted with key groups: six individuals involved in the early formation of the community-coordinated response, representatives of FVTC, three treatment providers whose clients included CSE youth referrals, and six guardians and four youths who received services from the demonstration project. Data were collected on observation of meetings held to support the demonstration project, including the Executive Cabinet meetings, biweekly CAIT meetings, and meetings of the subcommittees developing the CSEC protocol. Surveys were

administered to members of the demonstration project's Executive Cabinet and CAIT to get "point in time" perspectives on the functioning of the project. Finally, a focus group was held with two girls residing at Angela's House.

Nature and Extent of CSEC in Atlanta-Fulton County

Police Data on Arrest and Victimization

The Atlanta Police Department (APD) provided incident-level data on arrests that occurred between September 2003 and September 2007 for prostitution-related offenses (e.g., keeping a place of prostitution, giving a massage in place of prostitution, and prostitution) and youth victimization for sex offenses (e.g., rape, sodomy, child molestation, incest, indecent exposure, procuring for prostitution/pimping, and prostitution). A total of 309 arrest incidents for prostitution-related offenses occurred, and 24 (7.7%) involved arrests of persons under age 18. The vast majority (22 or 91.7%) of youth prostitution was female and 18 (75%) was African American. A total of 1,158 youth victimizations occurred, and 31 (2.7%) were related to prostitution. The majority (28 or 90.3%) of victimized youth was female and 25 (80.7%) was African American.

Data from Homeless Youth

Homeless youths were interviewed at a resource fair for homeless youth held on the GSU campus. Twenty-one youths attended the fair, and 12 youths participated in interviews about their experiences living on the streets, including engaging in sex for money and obtaining shelter, food, or other types of assistance. Most of the attendees were not native to Atlanta. One youth reported having two children. One male and two female youths each had one child. Only three youths reported having a job. Most of them (9 out of 12) reported that they had spent at least one night in an abandoned building and many (8 out of 12) reported using local transit MARTA trains and buses to get around the city. Only five homeless youths indicated they had ever stayed in a shelter. Ten youths reported that various nonprofit and government agencies had provided them assistance while on the street. Some of the participants reported experiencing victimization while on the street; five indicated that they had been taken advantage of; and five indicated that they had been threatened. Five youths reported having to beg and five reported having stolen something while on the street. Only one youth, an African American teen, reported having engaged in sex for money. Starting around age 11 until she was 15, she reported working for pimps who regularly threatened her. Another homeless youth reported that even though she had not been involved in prostitution, she knew many girls who were prostitutes.

Data from Child Abuse Case Tracking System (CACTIS)

A major outgrowth of the demonstration project was the Child Abuse Case Tracking System, a computerized database to supplement and strengthen the child abuse investigation process by fostering data collection and information sharing among more than 31 agencies that serve youth. The database is capable of collecting information on 288 variables, in addition to notes. However, the database does not have a specific field for identifying or flagging cases as those of commercial sexual exploitation. From review of case notes and forensic interview data within CACTIS, 50 cases were identified as either at risk for ($n = 35$), or having experienced ($n = 15$),

commercial sexual exploitation. All of the cases were female and 47 (94%) were African American. The two residents of Angela's House we interviewed were both involved in the sex industry in Atlanta.

Data from Licensed Professionals about Youth in Treatment

A total of 3,196 surveys were mailed to state-licensed professionals (e.g., social workers, psychologists, professional counselors, and marriage and family therapists) in Fulton, DeKalb, and Gwinnett Counties. A total of 697 surveys were returned (response rate of 22.2%). Seventy-two professionals, or 2.3%, indicated they had provided services to youth who experienced CSE. Professionals described their client population as predominately female (66.4%) and African American (58.4%).

Process Evaluation of Atlanta-Fulton County's Demonstration Project

In the fall 2002 the Juvenile Justice Fund (JJF), a nonprofit 501(c)3 organization whose mission is to positively impact the lives of youth and their families who come into contact with the juvenile court, received an award (2003-JN-FXK-101) from OJJDP to plan a collaborative response to address CSEC in Atlanta. In 2004 the JJF received a second OJJDP award (2004-50170-GA-MC) to continue its work with community members, including over 18 government and nonprofit agencies from the social service, educational, law enforcement, court, prosecution, child advocacy arenas. The goals of the multiyear project were to: (1) enhance community awareness of commercial sexual exploitation of girls; (2) improve information and data sharing across agencies; (3) train professionals; and (4) improve delivery of care to child victims of commercial sexual exploitation.

Historical Development of the Demonstration Project

As early as 1999 the city of Atlanta and Fulton County had convened a coalition to address child prostitution. Formulation of this initial coalition is attributed to the leadership of a few powerful women who occupied critical positions in the government, nonprofit, and advocacy worlds and whose views of both the problem and the response of the community were shaped through their lens (Boxill & Richardson, 2005). This lens incorporated a definition of commercial sexual exploitation that focused almost exclusively on victims of prostitution and, by default on young, disempowered girls. For the next two years, this coalition comprised of law enforcement officials, service providers, child advocates, and community leaders worked to raise awareness, initiate stricter legislation making pimping and pandering of children a felony, advocate for additional resources, and raise private funds to open a safe house for sexually exploited girls (Angela's House). Also, in 2001 the U.S. Attorney's Office successfully garnered convictions under RICO (Racketeer Influenced and Corrupt Organizations) statutes leading to the convictions of two pimps and sentences of 40 years and 30 years of imprisonment (Hansen, 2002).

Implementation and Evaluation of the Demonstration Project

On October 22, 2002 a one-day planning event was held by Fox Valley Technical College (FVTC), an organization funded separately by OJJDP, to provide technical assistance to the demonstration project. A community self-assessment conducted between October 2002 and April 2003 did not yield fruitful information. In May 2003 more than 30 agency representatives attended the Child Exploitation Strategic Planning Workshop, conducted by FVTC and sponsored by OJJDP. Three areas of strategic impact were identified: prevention, intervention, and treatment. In addition, three teams worked for the next six months to identify the four core goals, which would later become the demonstration project's primary goals to be accomplished over the next three to five years: (1) raise community awareness of commercial sexual exploitation of children; (2) train professionals who serve youth at risk for commercial sexual exploitation; (3) improve the continuum of care for victims through enhanced communication and information sharing; (4) improve the services available for victims of commercial sexual exploitation. Major evaluation findings are grouped for these four goals.

Community awareness.

The demonstration project outlined several objectives to be accomplished. One included partnering with the United Way of Metropolitan Atlanta to create a media campaign to keep the issues of sexual exploitation of children on the minds of Atlanta's citizens and businesses. The media campaign was reduced in length from two years to four months. It did successfully launch one public service announcement (PSA) in 2005, and four additional PSAs were launched in 2007 focused on the "Dear John" campaign, spearheaded by the Mayor's Office. In mid-2008 the JJF received \$1 million from the Atlanta Women's Foundation to launch a three-year statewide campaign, which has held several public forums throughout the state.

Training of professionals.

The two main objectives were establishing a comprehensive training curriculum for professionals and volunteers as well as implementing a "train the trainer" session to assure that training was institutionalized in agencies and organizations. A training coordinator was hired in June 2004, but the position was discontinued shortly thereafter. In 2004 several training modules were piloted for service providers in schools, police departments, and juvenile courts. FVTC also offered training to agency representatives addressing team investigation and collaboration, forensic interviewing, and information sharing, specifically addressing misconceptions around federal regulations (HIPAA and FERPA). According to the training calendar an average of four training sessions per month were scheduled in 2007. The JJF reported in its 2007 Annual Report that 874 service providers and citizens had been trained to recognize sexual exploitation and predatory behavior.

Information and data sharing.

Three interrelated tasks, identified by the demonstration project to enhance information and data sharing, were accomplished. First, on July 29, 2004, a Memorandum of Understanding for the Collaboration to Address Child Sexual Exploitation in Atlanta-Fulton County was signed by 11 agency heads of city and county government, as well as the JJF. Second, a common intake-risk

assessment instrument was developed by CEASE for use with the juvenile courts and law enforcement agencies. Third, in June 2004 Network Ninja, Inc. began to design the CACTIS database, with input from the Atlanta-Fulton County design team (five advisors each representing medical services, social services, law enforcement, prosecution, and juvenile courts). CACTIS allows for input on 288 variables and can produce seven standard reports for users. A total of 877 cases of youth aged 11–17 were in CACTIS, which 50 cases researchers determined to be at high risk for, or had experienced, CSE. Data were missing on 128 variables for the 50 CSEC cases identified. Forensic interview information was for the most part complete, with about one third of the cases missing information on 14 variables referencing the interview. The child advocacy centers (CACs) are the most frequent users of the database, followed by the Atlanta Police Department (APD). The Division of Family and Children Services (DFCS) and the school systems were infrequent users of CACTIS. The JJF reported that CACTIS will be expanded for use statewide.

Improved delivery of care.

Services for CSE youth were to be improved through the designation of a case manager, who specialized in the identification and delivery of services to victimized youth, and the development of a multidisciplinary team (MTD) response based upon level of risk. In June 2004 a teen services coordinator was hired at the Fulton County Children’s Advocacy Center (FCCAC). In addition, a project coordinator at CEASE worked closely with the juvenile court to identify youths who were at high risk for, or had experienced, CSE and to make referrals for treatment/services. Atlanta-Fulton County does not have emergency placement for girls who may be victims of CSE. Currently, if identified through law enforcement or the juvenile court, many are housed at the Metro Regional Youth Detention Center (MRYDC), a youth detention facility located in Atlanta. Two interrelated processes function at the policy and operational levels to guide the handling of CSEC cases. At the policy level 16 agency heads endorsed the Atlanta-Fulton County CSEC protocol on July 2, 2007. This protocol identifies within four areas—prevention, intervention, treatment, and prosecution—and within each area actions are expected of each agency. At the operational level CAIT meetings were held on a biweekly basis to review, discuss, and share information on cases of child sexual abuse, including CSE. Results of the Wilder Collaboration Factors Inventory (Mattiessich, Murray-Close, & Monsey, 2001) and interviews with agency personnel indicated that CAIT members shared a common vision in their purpose, believed that the objectives of their agency were more successful due to the collaboration, and that communication within CAIT fostered better interagency cooperation.

Coordination with New York Site

The coordination efforts with the New York site consisted of periodic phone conference calls and two coordination meetings: one hosted in Atlanta (June 2007) by our research team and another hosted in New York (September 2007) by its research team. In addition to learning about the operation of the demonstration project at each site, the teams discussed potential joint products to develop from our coordination and shared experiences. The two teams presented findings jointly at the annual meeting of the American Society of Criminology conference in St. Louis, Missouri, in November 2008.

Conclusions and Lessons Learned

Our study sought to move beyond estimates of commercial sexual exploitation and identify the nature and extent to which it is occurring in the city of Atlanta and Fulton County. Our findings indicate that the population of CSE youth coming into contact with police, or being served by the demonstration project and licensed service providers, are on average between 14 and 15 years of age, African American, and female. Risk factors identified in the emerging literature are at play here: conflicts at home, prior sexual abuse, reported as running away or missing, prior contact with justice agencies, financial needs, and truancy/dropping out of school. The Child Abuse Case Tracking Information System, mainly due to lack of use by many of the key agencies, did not provide a rich source of information on the nature of CSEC as expected. Overall, with the exception of CEASE and Angela's House, there is little systematic reporting or tracking of cases involving CSEC by individual agencies affiliated with the demonstration project. Without such information on the population targeted for intervention, it is difficult to ascertain the progress of the demonstration project on many of the goals it identified.

Our findings suggest that police appear to be turning the corner with regard to how CSE youth are being viewed and treated. Police view them as legitimate victims and not offenders. Lack of resources, however, particularly placement for youth identified as CSE victims outside of secure detention, plague the efforts of agency personnel. If these individuals cannot be diverted from the juvenile justice system, or if they are diverted yet continue to avoid getting help, often the only available solution is detention. Currently, Atlanta-Fulton County has no emergency shelter for CSE youths, and has one residential group home for sexually exploited girls, which holds a maximum of six residents. The Georgia legislature has committed a portion of the total resources needed toward the creation of a regional assessment center for CSE youth. However, to date, it is not known if additional funding will be appropriated to the center.

The JJF, a nonprofit agency positioned outside the traditional social service or justice systems, was the main change agent assigned to coordinating the Atlanta-Fulton County's response to CSE. As such, JJF did not have differential allegiance to stakeholders in either city or county government. This position of independence enhanced its ability to build consensus among various constituents. However, this position as an outsider also meant that it had little direct authority over constituent agencies to assure their participation or compliance.

Our findings indicate that the policy and operational levels, at which the demonstration project functioned to address the occurrence of CSEC in Atlanta-Fulton County, had somewhat different histories, development, and outcomes. The Executive Cabinet, in its second iteration after the acquisition of the federal grant, served its function by providing authorization and support for completing the Atlanta-Fulton County CSEC protocol. Clearly, the parties involved in this effort could not have devoted the time and resources to the development of the protocol if their agency leadership had not supported the endeavor. However, the Executive Cabinet did not meet at any point after the signing of the protocol, nor have they continued to meet as a group specifically related to CSEC issues, which is indicative of a lack of sustainability. Simply put, there was no reporting structure incorporated into the CSEC protocol. Therefore, there is no mechanism by which one can determine the degree of adherence to the protocol.

On the other hand, at the operational level, CAIT continues to thrive. CAIT meets regularly with good attendance from the relevant agencies. In particular, the involvement of the DFCS at the meetings and their contributions to the overall case management process has been excellent over the last year. Even though CACTIS does not enjoy universal acceptance or utilization, it still remains a critical information source for the CAIT meetings. Sustainability at the operational level is further evidenced by the fact that CAIT continues to be an important factor in addressing the needs of CSEC despite the merging of two child advocacy agencies, Fulton County Children's Advocacy Center and the Georgia Center for Children into the Georgia Center for Child Advocacy, and the change of location for the biweekly meetings.

Commercial sexual exploitation of children appears to be an important subset of child sexual abuse, but one of several confronting the host of public and private agencies committed to reducing abuse among children in the Atlanta-Fulton County community. Professionals in the CSEC protocol network need to know the signs of sexual exploitation of children and the services/resources available for children so identified. However, as evidenced by the biweekly CAIT meetings, the extent of CSEC is dwarfed in comparison to the extent of child sexual abuse generally. If given the actual number of children ultimately identified as having experienced CSE increases, and in fact they are either voluntarily or mandated to enter via the social/mental health services or juvenile justice system, then separate support services may need to be developed. However, the number of children documented as experiencing CSE to date suggests a more individualized service response. Perhaps using well-trained, professional foster care parents would better address the need and the magnitude of the problem.

Similar to other communities, Atlanta-Fulton County has faced several challenges in accomplishing its goals and sustaining its efforts. First, as a community it wrestles with how best to view and respond to CSEC (Barton Child Law and Policy Clinic, 2008). Is it primarily another form of child abuse oftentimes inflicted by a stranger or acquaintance, and thus best dealt with through the child protective/social service system? Or, is it primarily another form of criminal victimization and thus best dealt with through enhanced identification and prosecution of perpetrators? At the heart of the answer has to be what option best addresses the needs of the victimized youth. Unfortunately, based on experiences in other jurisdictions to date, there is no clear answer. Currently, Atlanta appears to have crafted a response that addresses prevention, intervention, treatment, and prosecution; thus, addressing CSEC on both fronts. Second, turnover within the JJF, including staff assigned to the demonstration project (e.g., the project coordinator), and with both front-line and executive-level personnel at the participating agencies, coupled with the departure of the initial leading spokesperson for sexually exploited youth, slowed progress and momentum of the demonstration project. While no single public figure stepped forward to pick up the reigns, each public official (from the Mayor to the District Attorney) has when necessary and appropriate, provided the demonstration project with what it needed to move forward. Perhaps in the long run this will result in further strengthening of the community's response as the initiative is not resting on the shoulders of one key figure, but instead it is a responsibility shared by many.

Finally, one of the major areas of concern identified by the research team, as independent outsiders viewing the unfolding of the community's response, is the apparent neglect of the needs of male youths from the CSEC population. This seems particularly relevant in light of the

findings of our sister evaluators in New York who identified a significant number of those experiencing CSE to be young men (Curtis et al., 2008). To this point, noticeably absent from the CSEC protocol are any organizations in Atlanta-Fulton County that provide services and outreach to the homeless youth population. Their absence is in part explained by the historical context within which recognition of CSEC as a problem developed. From the outset both the problem of CSEC was narrowly defined and as a result the victim population was narrowly sculpted. However, several members of the research team encourage the community to consider broadening its definition of CSEC beyond prostitution and consider inclusion of all affected populations in the future.

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PART I: NATURE AND EXTENT OF COMMERCIAL SEXUAL EXPLOITATION OF CHILDREN

The commercial sexual exploitation of children (CSEC) has become an important topic of both domestic and international interest in the last several years. While the term itself has various definitions, each definition includes at its core sexual abuse of a child by an adult where the child is treated as an object in activities such as prostitution, pornography, nude dancing, stripping, or other forms of transactional sex. As global expansion of the sex trade industry has increased, so too has the exploitation of children by that industry. The monetary value of the sex industry is estimated around \$20 billion or more annually, with \$5 billion attributed to child prostitution (Willis & Levey, 2002). By most estimates, child pornography is a multibillion dollar global enterprise with the United States not only generating the biggest demand (yielding an estimated \$6 billion annually), but also producing 85% of the world's supply (Flowers, 2001). Following closely behind drug and firearm trafficking, the U.S. Congress reported that the trafficking of women and children was the third largest source of revenue for organized crime worldwide (Miko, 2000). However, the very nature of the child sex trade makes it difficult to get accurate and conclusive information on its extent (Flowers, 2001).

Worldwide it is estimated that 1–10 million children and women are involved in prostitution (SAGE, 2008). The Central Intelligence Agency (CIA) estimates that 700,000 people are trafficked annually worldwide (Office on Violence Against Women [OVAW], 2000). The U.S. Department of State (2004) found women comprise 70–80% of those trafficked internationally; children comprise 50%; and among all females around 70% are trafficked for prostitution or other forms of sexual exploitation. According to the United Nations, the United States ranks second in the world (behind Italy) as a destination or market for sexual exploitation for both children and adults (Mizus, et al, 2003; Monzini, 2004). Estimates of the scope of sexual exploitation of children in the United States ranges from 300,000 to 500,000 each year (Estes & Weiner, 2001; Muhammad & Muhammad, 2001; Priebe & Suhr, 2005; SAGE, 2008). However, reliable information on the nature and extent of CSEC in the United States is scarce (Finkelhor & Ormrod, 2004a, b). Neither the Uniform Crime Reporting system nor the National Crime Victimization Survey provides a national statistical picture of the extent of juvenile victimization (Finkelhor & Ormrod, 2000). A recent report by the National Institute of Justice (NIJ) stated that the number of known CSEC cases is growing; between 1998 and 2004 almost 300,000 calls made to the National Center for Missing and Exploited Children's CyberTipline reported CSEC (Albanese, 2007). While not nationally representative and somewhat dated, data drawn from the 1997 National Incident-Based Reporting System (NIBRS) indicated approximately 2,900 incidents of pornography with juvenile involvement were known to police in 2000 (Finkelhor & Ormrod, 2004a, b).

Based upon review of information presented in media accounts, by government agencies, and by nongovernment organizations, the general consensus is that the number of children experiencing CSE is growing. These claims, in part, are supported by those drawing upon the original estimates generated by a CIA analyst (Markon, 2007). This estimate purportedly was the impetus behind the federal response to trafficking, which included the creation of task forces throughout the United States to address the problem. The estimate indicated that between 45,000

and 50,000 child victims were annually trafficked in the United States (Markon, 2007). This estimate has been called into question, and the CIA subsequently lowered its estimate to between 14,500 and 17,500 child victims trafficked annually in the United States (Markon, 2007). Ultimately, these numbers are “rough estimates” (Sugg, 2006; see also Markon, 2007), largely because of the difficulties faced when examining such a hidden population. Hence, it is important to try and confirm the estimates both nationally and locally.

Atlanta-Fulton County is purported to be a “hub” for CSEC in the Southeast United States, serving as a key stopping point along an eastern seaboard trafficking route (Landesman, 2004). These claims are repeatedly found in local media outlets, such as the *Atlanta Journal Constitution* (AJC). In an early series of articles, which initially brought the CSEC problem to the attention of the populace, one article quoted Judge Hickson, of the Fulton County Juvenile Court, as identifying about 13 cases a month in 1999 to double that in 2001 (Martz, 2001). Furthermore, Atlanta’s position has been identified in a local paper (Sugg, 2006) as follows, “According to the FBI, Atlanta is among 14 cities vying for child prostitution capital of America. We’re up there with such hot destinations as Tampa, Miami and Washington, D.C.” Claims by public officials have also been made that child prostitution is continuing to increase (see Sugg, 2006).

Knowledge about CSE of girls in Atlanta is presented in the report, *Hidden in Plain View: The Commercial Sexual Exploitation of Girls in Atlanta*. Reviews of 35 case files, interviews of 13 key informants, 15 case studies, 3 field observations, surveys of service providers, and spatial mapping were used to develop the set of data used in this report to describe the populations at risk and the demographic characteristics of CSE girls (Priebe & Suhr, 2005). According to this report, the overwhelming majority of CSEC victims in Atlanta are African American girls, not immigrants or refugees, and the average age of CSEC victims is 14 years. Common risk factors among CSE girls include conflicts at home, parental neglect, physical or sexual abuse, poverty, educational failure, and running away from home or being homeless (Boxill & Richardson, 2007; Nadon, Koverola, & Schludermann, 1998; Usrey, 1995). Indeed, it is clear that prostitution becomes a survival mechanism for many runaway youths (Greene, Ennett, & Ringwalt, 1999). In Atlanta, data revealed that these exploited girls typically are recruited into prostitution through pimps or “recruiters,” the latter of whom are sometimes children.

More recently a report issued by the Juvenile Justice Fund (JJF), *Adolescent Girls in Georgia’s Sex Trade: An In Depth Trafficking Study 2007*, released preliminary results of an ongoing statewide study on the extent of CSE of adolescent girls in the state of Georgia (Juvenile Justice Fund [JJF], 2008). This study was funded by the Atlanta Women’s Foundation’s statewide campaign called A Future. Not A Past (AFNAP), which aims to continue to enhance community awareness of the CSEC issue. The researchers used various methodologies to identify how many girls are sexually exploited (accessed by johns) through street activity, Internet service postings, escort services, and major hotels. Ultimately, they estimate 200–300 girls are victimized per month, or 129 girls on a typical weekend night; specifically, they assert that approximately 40–90 girls are victimized through street prostitution, 100–115 through Craigslist postings, 50–100 through escort services, and 25 through sex services in major hotels.

One of the key objectives of our research project was to access the CSEC population in a manner that would allow us to ascertain the scope and nature of CSEC in Atlanta-Fulton County. To accomplish this, we developed three methodological strategies described as follows.

Methodology Plans

Plan A: Community-Level Street (Homeless) Youth Population

In our original proposal, we planned to access youths through outreach organizations (StandUp for Kids, Covenant House, and Project Safe Place were identified as potential organizational contact points). Expansion of the data access points was to occur through snowball sampling, providing financial incentives for participation and referrals to youth who were originally identified and approached. This was consistent with strategies of prior research on homelessness and reflected the strategy employed in the New York site's approach.

We reconsidered this strategy due to potential safety and ethical issues, many of which were highlighted by GSU's Institutional Review Board (IRB). For example, paying for referrals sets up the potential for additional exploitation (i.e., youths making referrals have financial incentives to refer others and may use coercion to get others to contact us). This is a problem for research on teenage prostitution and pimping, given evidence that often youths pimp out other youths, and the points of contact for entry into prostitution may be boyfriends or girlfriends in the same age group. Further, we needed to identify an emergency response protocol to enable us to respond to youth respondents who indicated a desire to get help, without involving law enforcement agencies, which traditionally target these victims as offenders.

Our strategies for accessing youth in the community who may be involved in CSE was developed in conjunction with the outreach organizations StandUp for Kids and the Georgia Alliance for the Empowerment of Homeless Youth (GAEHY). These agencies assisted us as we pursued two different avenues to contact homeless youths who may have experienced CSE. The first was through referrals of homeless youths who may (or may not) have had CSE experiences while living on the streets. The second method of contact was to be made through a resource fair for homeless youths, where the research team interviewed youths on the scene.

Agency Referral

StandUp for Kids, an organization that provides a safe place for homeless youth to access basic avenues of support (e.g., as a place to rest and to obtain meals, snacks, and hygiene products) and support services (e.g., referrals to educational, job, and counseling programs), posted a flyer in their outreach center to inform youths about our research project and to solicit their participation. The flyer contained contact information for the primary investigators and indicated that participating youths would receive an incentive for participation.

Trained personnel were to conduct interviews at a safe, private location on the GSU campus. Youths were to be given a \$25 movie pass for participating in the interview. If youths disclosed that they wanted to leave the streets but had no place to go, they were referred to Project Safe Place, an organization in DeKalb County, Georgia, which also serves the Atlanta and Fulton County areas to provide services and emergency housing placements to youth. This organization agreed to assist us by providing services to youth as referred. Our flyer was posted at the StandUp for Kids outreach center in October 2007. While numerous contacts with the StandUp for Kids employees indicated that the flyers were available to youths, we received only three

calls: one call from a youth with whom we tried to set up an interview but were unable to reconnect, and two calls from older adults who did not fit our age criteria. In sum, we were unable to gain access to subjects for data collection through this method.

Resource Fair

Originally, GAEHY planned to host a resource fair for homeless youth on the campus of Covenant House Georgia in August 2007. This group agreed to allow us to host a booth at the fair for the purpose of inviting youth to talk to us about their CSE experiences in a confidential setting at the fair. This strategy was acceptable to our IRB because other agencies qualified and prepared to provide youth with assistance would be on-site. This context would provide a safe setting to conduct the interviews (for both youths and interviewers), as well as opportunities for youths to receive services they requested. Furthermore, while not ideal, such a setting would provide a convenience sample of homeless youth, a population likely to have experiences with CSE.

Unfortunately, the resource fair was not held as planned, and while the fair date was moved forward twice, first to September 2007 and later to November 2007, it ultimately was not pursued. Some of the agencies' personnel behind the original plan indicated that there was not a solid push behind hosting the fair by any one organization. After numerous discussions, the GSU research team volunteered to host the resource fair and to serve as a foundation for ensuring that the event could take place. Working closely with volunteers from StandUp for Kids and Covenant House Atlanta, the GSU team secured a site on the GSU campus to hold the fair outdoors (the GSU campus is in a central location, easily accessed by homeless youths in the Atlanta downtown area). The First Annual Homeless Youth Resource Fair was finally held on April 25, 2008, in conjunction with the kick-off of the "48 Hours on the Street" event held by StandUp for kids to promote awareness of youth homelessness.

As originally planned, the GSU research team had trained interviewers available to interview any youths who agreed to talk with us about their experiences living on the street. The interview protocol (see Appendix A) was loosely structured, with the intent of gathering relevant demographic data and allowing interviewers to build a rapport with youths in order to open the doors for them to discuss potential involvement with CSE. While direct questions about CSE were not asked, interviewers were trained to use probes throughout the interviews, as appropriate, to ascertain the likelihood that the respondent had experience with CSE. Two interviewers were involved with each interview, with one interviewer serving as the lead and the second taking notes, running the recording device, and initiating probe questions as merited. Participants received a \$25 gift card for participating in the interview process.

Plan B: Demonstration Project Agency Aggregate Data Requests

A second strategy was to request aggregate information from entry point agencies. This was conducted in conjunction with professional interviews when appropriate and as separate data requests when professional interviews were not being conducted with a specific agency.¹

¹ Specifically, when interviewing personnel from the APD Child Exploitation Unit and from the Fulton County courts, questions were asked about the data along with questions on the interview protocol. For other agencies, such as the GBI and the FBI, as

Contacts were attempted with agencies associated with law enforcement and the courts (e.g., the Atlanta Police Department's Child Exploitation Unit, Vice Unit, and Human Trafficking Unit; Fulton County Police Department; Fulton County District Attorney's Office; Georgia Bureau of Investigation; and Federal Bureau of Investigation). Requests were made for aggregate level data depicting the number of youths these agencies had come into contact with, annually, between 2003 and 2007, both as victims and as offenders. Numerous contacts were made by phone and via e-mail with key informants identified through the protocol and referrals from JJF personnel and other key agency personnel with each of these agencies. Outcomes of these contacts are discussed in the findings section that follows.

In addition, the Fulton County Children's Advocacy Center (FCCAC) spearheaded the development of the Child Abuse Case Tracking Information System (CACTIS), a database tracking system to supplement and strengthen the child abuse investigation process by fostering data collection and information sharing among agencies. As such, CACTIS may contain information on youth identified as either at risk for or victims of CSE. Thus, this database was utilized to examine the scope and nature of the at-risk and victimized CSE population (see section, "*Development of Child Abuse Case Tracking Information System (CACTIS)*" for fuller description.. CACTIS is designed to collect information on 288 distinct variables and has the capacity to produce seven different reports. It became operational in January 2006; nearly 500 service providers were trained to use the system. (For more detail on CACTIS, see "*Development of Child Abuse Case Tracking Information System (CACTIS)*" in Part II of this report.)

CACTIS was developed to be user friendly for representatives from the various agencies who would be inputting data, as well as accessing information from the database. Notably, agencies were assigned responsibility for entering different types of data (Fulton County Child Abuse CACTIS Subcommittee, April 23, 2007). For example, law enforcement agencies are responsible for entering criminal offense disposition information (such as arrest /charge status) and/or missing and runaway dispositions (also entered by the juvenile courts); meanwhile, prosecutors, specifically employees from the Fulton County District Attorney's Office, enter information about prosecution case dispositions. Information about Division of Family and Children Services (DFCS) case dispositions is entered by Fulton County DFCS workers, while the Truancy Center is responsible for truancy case dispositions. Forensic interview summaries should be uploaded to CACTIS by the forensic interviewer (generally a CAC employee); just as medical service documentation is to be included in the system by the medical provider.² Finally, cross-report dispositions are input by law enforcement, DFCS, and CAC agencies.

While these data would not provide information about the "general" population of CSEC youth, it would give us information about the segment of the population as identified by demonstration project agencies. Cases were cross-referenced with girls identified as spending time at Angela's House, the only in-house care available in the Atlanta area for female victims of CSE. The review of this data not only allowed us to identify the aggregate number of cases that have come

well as the federal-level courts, interview attempts were made (or completed) in an effort to compile aggregate level data.

² As noted in both the CACTIS Policies and Procedures manual and the Fulton County Child Abuse Protocol, information provided from medical and mental health service providers should be in compliance with HIPAA requirements. Information in CACTIS that falls under HIPAA rules is viewable only by clients that each agency is actively serving.

to the attention of collaborative agencies, but it also gave us a picture of the experiences of these girls, to the extent that data were provided.

Plan C: Survey of Licensed Professionals in Atlanta-Fulton County Area

A third strategy was to send out a survey to licensed professionals in the Atlanta-Fulton County area to further measure the nature and extent of CSEC. This strategy was to be used to document the sexual exploitation of children who may not have contacted the demonstration project agencies, but may have received services for victimization. A list of licensed professionals (e.g., psychologists, professional counselors, marriage and family therapists, and clinical social workers) for three counties that included and surrounded the city of Atlanta (Fulton, DeKalb, Clayton, and Gwinnett) was obtained from the State of Georgia's Secretary of State's Office ($n = 3,196$ licensed professionals). Respondents received a passive consent in the mail along with the survey and a self-addressed envelope to return completed surveys. Each respondent was asked to complete the survey if he/she had offered (or were currently offering) services to anyone under the age of 18 years who had been commercially sexually exploited. Respondents who answered "no" were prompted to return the incomplete survey to us in the enclosed envelope. All other respondents either completed and returned the survey, or received a reminder to return the survey after 30 days.

The survey (see Appendix B) collected data on the nature and extent of CSEC by asking for quantitative information on the following: demographic description of the population (ethnic/racial and sexual orientation), total percentage treated, and the number of referrals received (weekly, monthly, or yearly). Additional qualitative data gathered information on the nature and scope of treatment, other services provided, types of reimbursement received, coordination of treatment, and finally if they had any affiliation with the Atlanta-Fulton County demonstration project, and Center to End Adolescent Childhood Sexual Exploitation (CEASE).

Findings

Plan A: Community-Level Street (Homeless) Youth Population

The resource fair for homeless youth, held on April 25, 2008, allowed the research team to have contact with youths who had some experience being homeless in the city of Atlanta. Twenty-one youths and young adults (10 male/11 females) who attended the fair signed the admittance form. Their ages ranged from 16 to 24 years. We approached numerous youths throughout the fair and 13 individuals agreed to be interviewed. One of these 13 interviews was determined to be unusable. Findings discussed in this report thus reference 12 interviews.

The average interview length time for the 12 interviews was 19.09 minutes. While the interview schedule was open-ended in nature (see Appendix A), the interviewees generally provided concise responses. To ease interpretation of the qualitative comments, answers to some of the questions were coded and statistics describing these youths and some of their experiences are discussed below. Qualitative comments that represented the coded data were incorporated to provide a more meaningful context for the data.

As presented in Table 1, the youths interviewed were fairly evenly split by sex, seven were female and five were male. The majority indicated that they were heterosexual (the two missing were not probed by the interviewer on this question). While one youth, a female, indicated that she had two children and three youths; one male and two females, indicated that they had one child; the majority ($n = 8$) had no children. Most were not Atlanta-area natives ($n = 7$). None of the youths reported being married.

The education levels associated with the different respondents varied. One youth indicated that the last year of education completed was 6th grade; three indicated they attended through 9th, two through 10th, and one through 11th grade. Three respondents finished high school. Of those who did not finish high school, six currently were attending school and three were working on their GED. Finally, nine of the youths indicated that they were not employed (one reported receiving assistance through Social Security and another was assigned to a National Guard unit). Three youths were employed in fast-food jobs where they reported earning between \$155 and \$186 per week.

Table 1
Socioeconomic Information for Homeless Youth (N=12)

Variable	<i>f</i>	%
Sex		
Female	7	58.3
Male	5	41.7
Sexual orientation		
Heterosexual	10	83.3
Missing	2	16.7
Number of children		
2	1	8.3
1	3	25.0
0	8	66.7
Atlanta native		
Yes	5	41.7
No	7	58.3
Currently attending school		
Yes	6	50.0
Working on GED	3	25.0
No	3	25.0
Last grade attended		
12	3	25.0
11	1	8.3
10	2	16.7
09	3	25.3
06	1	8.3
Missing	2	16.7
Currently employed		
Yes	3	25.0
No	9	75.0

Most of the youths interviewed left home between the ages of 15 and 17 ($n_{17} = 3$; $n_{16} = 2$; $n_{15} = 2$); one each was aged 18, 14, 13, and 11 upon leaving home for the first time. One respondent was not asked this question.

Respondents were asked several questions about their living situations, both past and present, to determine how the youths found shelter while they were homeless (see Table 2). This was of interest given reports from individuals experienced in assisting homeless youth in the metropolitan area that Atlanta homeless shelters do not accept unaccompanied minors (Rebecca Orchard, e-mail communication, October 9, 2008).³

³ Rebecca Orchard indicates that while instances of youth staying at shelters do occur when youth present themselves as 18 or older or when staff do not require proof, the stance of area shelters is to not accept such youths. Other organizations provide temporary housing, but there generally are strings attached, such as contact being made with parents or local social service agencies. Knowing these requirements frequently discourages youths from utilizing these resources.

Table 2
Street Living Circumstances for Homeless Youth (N=12)

Variable	<i>f</i>	%
To survive, has ever		
...spent the night in an abandoned building		
Yes	9	75.0
No	1	8.3
Missing	2	16.7
...spent the night in a shelter		
Yes	5	41.7
No	6	50.0
Missing	1	8.3
Current living situation		
Group home	3	25.0
Shelter	3	25.0
Friend	1	8.3
Girlfriend	1	8.3
Streets	2	16.7
Missing/unclear	2	16.7
Transportation		
MARTA	8	66.7
Walk	1	8.3
Friend	1	8.3
Other	2	16.7

Most of these youths reported taking shelter in an abandoned building ($n = 9$) at some point while living on the streets. Their approaches to obtaining shelter were clearly delineated in the following statements made by two of the young females we interviewed: “I ... (spent the night in) ...a car, an abandoned, well, an abandoned car rather, and yea, I had spent one or more nights out there,” and “I’ve slept in bathrooms. When I was down here, I slept in a car one night. ...and I was in Louisiana in 2005. I done slept outside, I done slept in the Dome, I done slept, when the hurricane happened, I done slept everywhere.” Finding shelter on the streets was not without its problems. One youth stated that his approach to finding shelter, “Broke into a car and slept in it. Go into junk yards to sleep in a car,” brought him to the attention of law enforcement, “Got caught by the police a bunch of times.”

Their use of shelters, however, was more mixed, with only five youths indicating that they had stayed in a shelter. Several themes emerged in the youths’ statements about shelters, from both those who stayed in shelters, as well as those who avoided them. The role of shelters in the lives of these youths was significant, particularly when the shelter was linked by the youth to the start of their life on the streets. For instance, one male respondent identified the shelter as the reason he went to the streets to live, “First time when I left, my momma was having problems and they [mother and siblings] had to go to the shelter but I didn’t feel comfortable in the shelter. So, I was in the streets. I wasn’t in the shelter.” Another youth, also male, directly linked his life on the streets to the shelter, “She was fixing to get put out because we had first got down here to

Georgia and she had to stay in the shelter...they said I had to leave or my momma would have to leave, so I left.” Notably, in telling his story, this youth seemed to hold no animosity toward the shelter, but rather just accepted this as the way it was.

Other youths, both male and female, indicated discomfort with the physical setup of shelters, particularly the open spaces. One male, for example, stated, “I didn’t want to stay in the shelter because the room was open.” Another youth spoke about the activity of the shelter as problematic, declaring that “I tried going to one, I spent one night in one...if you in the shelter, you wake up to a whole bunch of nonsense...it’s just crazy so, um, I would never go back to one like that again.”

Finally, the difficulty of finding a shelter for youths was clearly demonstrated in the comment that for “a lot of shelters, if you of a certain age, they won’t let you, even if you over a certain age, if you don’t have ID or a birth certificate and it’s hard, you know, especially for a teenager to get ID, you know.” As this youth notes and others in the community have pointed out—youths, and perhaps males in particular, may have difficulty finding a shelter that will accept them. The problem of finding shelter also is clearly exacerbated for runaways, who often have no source of identification.

Not all experiences with shelters were bad, however. One girl indicated that “the shelters are very, very fine. I mean, I feel like if it weren’t for them, then I don’t know what would be going on with some of the youth that I know. But the shelters are fine.”

In sum, it appeared that apprehension about the conditions in shelters, as well as shelter policies, impacted the decision of some youths to not utilize their services. These contexts may have even played a role in sending some of the youths to the streets in the first place. For others, the shelters simply were there as a place to stay, or served an important service in their lives.

The respondents were quite mixed in their current living situations. Only two of the youths we interviewed currently were living on the streets; these youths were a couple with an infant. The young female indicated that she and the infant would stay in shelters when available, but that the family otherwise would find ways to manage on the streets. She noted, “We sleep out in the buildings with covers and stuff. People help us out the best that they can. All the shelters are full and they won’t let me in with the baby...when a bed is available, then I’ll go to (a shelter), but when the beds are all full, then I have to wait until the next day or a day later for a bed.” The young male of the family indicated that he had recently obtained a tent for the family to stay in when it was necessary.

Meanwhile, others found both formal assistance, in the form of shelters ($n = 3$) and group homes ($n = 3$), and informal, living with friends and girlfriends ($n = 1, 1$, respectively). While some of the housing situations were temporary, those who had obtained assistance were working toward more permanent placements. Finally, most youths relied on MARTA (public buses and subways) for their transportation ($n = 8$); only a few indicated that they got around the city solely by walking or relying on friends or other means of transportation.

While these socio-demographic and current and past residential status data provide evidence that these respondents are representative of what is reported about homeless youths in other research data, and particularly data on homeless youths in Atlanta (Pathways Community Network, 2007), what was of interest for this research was the degree to which their homeless context impacted the likelihood that these youths had been commercially sexually exploited.

Table 3
Survival Methods of Homeless Youth (N=12)

Variable	<i>f</i>	%
To survive, has ever		
...traded sex for money/food		
Yes	1	8.3
No	8	66.7
Missing	3	25.0
...stole		
Yes	5	41.7
No	4	33.3
Missing	3	25.0
...begged		
Yes	5	41.7
No	4	33.3
Missing	3	25.0
An agency¹ has helped you		
Yes	10	83.3
No	1	8.3
Missing	1	8.3

¹ Youths named group homes, safe houses, churches, Job Corps, shelters, schools, DFCS, and other nonprofit groups as agencies from whom they have received assistance.

When asked about how they survived on the streets (see Table 3), it was not uncommon for these youth respondents to admit to engaging in theft (five respondents indicated that they had stolen) and begging (five respondents reported begging) in order to survive. Of these, three indicated they had engaged in both stealing and begging. Finally, 10 of the 12 respondents indicated they had received assistance from agencies. Both government and religious agencies were identified.

Finally, and most importantly, only one of these respondents revealed trading sex for money or food. This respondent described her situation, which occurred in Atlanta, as follows, “Well, when I was 11, I had to make it on my own...I was prostituting on the street getting money for different people.” The respondent indicated she existed in this situation until she was 15, working for pimps who provided her with food and shelter, and, sometimes, money. She also indicated that she was regularly threatened by the pimps while living in this situation.

Meanwhile, eight respondents indicated that they had not engaged in sex for money or food (for the remaining three, interviewers omitted the probe for this activity). One girl's statement, "I can't lie, because I have thought about that plenty of times. But, I'm, like, no, I can't do it [prostitute], so I haven't never," summarizes the accounts of several others. These youths admitted to considering prostitution as an option, but had reasons, often internally driven, for not getting involved. Others described specific reasons that they did not get involved. One older girl clearly thought through the implications of getting involved in prostitution, "And I know prostitution can take you to jail and it will be on your record. The stuff I want to do in life, the stuff that I want to do in college, criminal justice and all that, I know nothing can be on my background." The difficulty in making the decision to not get involved in prostitution was clear throughout the statements of these girls. As one noted, "But, it's been tempting; but that's the hardest thing, is trying to stay focused and just not, because sometimes I've been in situations where, man, maybe I should of went with him. But it's hard. You have your ups and downs, but it's real hard."

The availability, and even pressure, for young homeless women to become involved was clear in most of the statements from these girls. One young woman reported, "...I had friends that was like that. I had friends that, you know, wanted me to stay with them, but you know they wanted me to go out there and make my own money and pay rent, and their way wasn't working. Like, if you didn't have no job, then it would be, you know, doing like having sex with guys for money and make sure their rent be paid and something like that....Being homeless, you get offered that type of stuff, I mean you know people ask you, they ask do you wanna have sex for money, they ask you, you know....I have that all the time." The same theme was repeated by another, as she noted how individuals would try to "fool" her into getting involved, "People, these dudes, tried to get me to be a prostitute. I'm not stupid, now. There's games you can play on me, but not that kind of game."

Notably, however, several of the respondents indicated that they did know others who had engaged in prostitution. These youths indicated that while many youths, specifically girls, who live on the streets do prostitute themselves in order to survive, they had made the choice to not take this approach. One youth indicated that she knew many girls involved in prostitution, stating, "I got, you know friends, and even cousins, you know, close family members who have used sex to get money." The same girl indicated that "mostly young women, they usually use sex, but lucky me that that didn't even have to be one of my tools."

Finally, these youths were asked whether and how they had been victimized while living on the streets (see Table 4). The majority of respondents who answered this question indicated that they had not been physically hurt—only one respondent indicated that she had been hurt (six respondents indicated that they had not been hurt while data were missing for five others). Meanwhile, of seven respondents who answered the question, five indicated that they had been taken advantage of while living on the streets (two indicated that they had not been). Finally, five respondents noted that they had been threatened while living on the streets (two indicated that they had not; data for five cases were missing).

We anticipated, based on prior literature and discussions with personnel in the field that homeless youths were most at risk for becoming victims of CSEC among other forms of

victimization. This ultimately was not borne out through our interviews. However, as previously noted, while the respondents who came to the homeless fair indicated that they had not been victimized personally in such a manner, they did indicate that they knew others who had been victimized in this way. As a result, it may be concluded that our lack of findings through this method of outreach to the community, in the form of a booth at a resource fair for homeless youths, did not tap that population who is more likely to be victimized in this manner. Specifically, many of the youths who participated in our interviews were already affiliated with agencies and were getting assistance. It is highly possible that the youths who are being victimized are not connected to community assistance programs and thus would be unlikely to come to such a resource fair. As well, if the youths were under the control of a third-party pimp, it is likely that coming to such a fair was not an option for them. However, it is also possible that the number of youths being victimized in this manner is not as great as initially reported.

Table 4
Victimization of Homeless Youth (N=12)

Variable	<i>f</i>	%
Has been		
...hurt while on the streets		
Yes	1	8.3
No	6	50.0
Missing	5	41.7
...taken advantage of		
Yes	5	41.7
No	2	16.7
Missing	5	41.7
...threatened		
Yes	5	41.7
No	2	16.7
Missing	5	41.7

Plan B: Demonstration Project Agency Aggregate Data Requests

Police

The police response to CSEC in Atlanta has been discussed by the media since the issue initially came to light in the late 1990s. Generally, in media reports, the number of juveniles who are victims of CSE is not referenced. However, Tagami (2005) reported that disparity of desired responses to CSEC continues, to some degree, in Atlanta. Specifically, it was noted that “So far this year, only two people have been arrested for pimping in Atlanta,” Deputy Police Chief Peter Andersen said. “A handful of children have been arrested for prostitution: eight this year, ten last year.” To examine the extent and nature of the population of CSE victims being identified by demonstration project members, we utilized data obtained from the Atlanta Police Department

(APD) data on CSEC. Numerous attempts were made to contact several personnel from APD units—Major Crimes, Vice, Human Trafficking, and Child Exploitation—who would have contact with CSEC offenses.⁴ We were finally successful in scheduling appointments with personnel from the Human Trafficking and Child Exploitation Units.

First contacts with the APD yielded information relevant to the collaborative response to CSEC, but did not generate hard data to inform us about the scope and nature of CSEC in Atlanta. To begin, interviews with personnel from the Human Trafficking Task Force indicated that only six cases of human trafficking in Fulton County have been charged, with eight juvenile victims; for these cases, all of the victims were girls, (Human Trafficking Task Force Officer B, interview, May 15, 2007). Another officer estimated that in total, this unit investigated cases with a total of about 20–30 human trafficking victims overall in the past year (Human Trafficking Task Force Officer B, interview, May 6, 2007). This officer also noted that the unit likely sees more victims of CSE than human trafficking, calling into play the definition of trafficking that indicates trafficking occurs when individuals are moved across state lines for the purpose of prostitution. We were unable to obtain data regarding CSE victims who passed through the Human Trafficking Task Force in a form other than through these interview comments.

Meanwhile, comments from an interview conducted with personnel from the Child Exploitation Unit yielded statements that data on the number of children exploited in contact with this unit was unavailable (APD Child Exploitation Unit officer, interview, May 15, 2007).⁵ Specifically, it was noted that there was not a reliable way to obtain the number of child victims of pimping and procurement for pimping from the APD database. As well, while the unit itself maintains its own database, the respondent indicated concerns that the content of this database would be unreliable, due to changes in personnel charged with inputting the data (staff). It became clear during the interview that the officers themselves do not input data into the system, but instead rely on staff to accomplish this task. The same was true for the content on CACTIS, to which the respondent ultimately directed the research team for information on the number of youths being sexually exploited in Atlanta (APD Child Exploitation Unit officer, interview, May 15, 2007). This is striking, given the intent in the formation of CACTIS that case workers, in this case line officers and detectives themselves, would be accessing the database to both input and retrieve information about cases (JJF administrator, interview, June 16, 2007). By relying on staff, officers are less likely to come across “new” information as it is input by other agency personnel. More critically, for this aspect of our research, it can call into question the reliability and validity of the data.

While personnel from the Child Exploitation Unit did not directly produce any data, referrals were made to the Vice Unit, with specific personnel identified as potential contacts who could assist us in determining the number of CSEC cases who came into contact with this unit.

⁴ Attempted contacts were made via e-mail and phone. When calls were made, messages—which detailed the purpose of the call—were left with a request for a returned call and numerous contact points. The personnel from the Major Crimes Section did return contacts, but after discussions referred us to other personnel, stating that they could not provide us with any relevant information. None of the attempts to reach the identified personnel from the Vice Unit received responses.

⁵ This respondent also indicated, when asked about local news reports on the extent of CSEC, that he was unaware of the sources of such data. Specifically, he responded, “We are not seeing that number...maybe five or six girls come through here that we suspect...and that’s on a ...busy month...I don’t know where they’ve gotten that from...We’re not keeping that number” (APD Child Exploitation Unit officer, interview, May 15, 2007).

Numerous attempts to contact these personnel were made via phone, with numerous messages left, and unreturned. Ultimately, no contact was made with this unit.

Eventually our research team connected with the Crime Analysis Unit, and, likely influenced by ongoing talks regarding a memorandum of understanding (MOU) to enhance sharing of data and analysis capabilities between Georgia State University and the Department of Criminal Justice,⁶ and the team was able to obtain a data set of prostitution arrests (ages 11—17) requested for the years 2003—2007 (September).⁷ In addition, the team also received a data set on victims of sexually oriented offenses for the same time frame. Both data sets were used to gain a better understanding of how youths who are victimized through CSE-related offenses come into contact with police in the metropolitan area. As well, the data provided descriptive demographic information on these youths to understand more about this population in the Atlanta area.

APD prostitution arrest data.

Data from the APD on women arrested for prostitution between the years 2003 and 2007 (September) were provided. Data were available on five variables: year of arrest, age (at arrest), sex (coded 1 = female, 0 = male), and charge (keep a place of prostitution, give massage in place of prostitution, and prostitution).

As shown in Table 5, a total of 309 arrests were made across the years; only 7.76% ($n = 24$) of the total prostitution arrests were of individuals 18 and younger. More notably, only 4.85% ($n = 15$) were under 17 years of age.⁸

⁶ The memorandum of understanding was finalized on March 12, 2008. These data were gathered prior to the finalization of the MOU, but were likely more accessible as a result of the negotiations.

⁷ This was the point at which the data were compiled by APD and released to GSU researchers on this project.

⁸ It is important to note that all of these data points are years past the initial raising of concern about children prostituting in Atlanta, which occurred in 2001; however, years prior to receipt of the OJJDP funds to address CSEC in Atlanta were included (2003, 2004).

Table 5
APD Youth Prostitution Arrests by Race and Sex, (September 2003– September 2007)

Year	N	African American female	White female	White Hispanic female	African American Male	Total Arrests
2003	2	1	1	0	0	66
2004	5	4	0	1	0	45
2005	7	5	2	0	0	84
2006	10	6	2	0	2	84
2007	0	0	0	0	0	30
Total	24	16	5	1	2	309

Note. Specific ages by year: 2003: AAF—16, WF—17; 2004: AAF—15, 16, 17, 18; WHF—16; 2005: AAF—17, 18 (4); WF—16, 18; 2006: AAF—15, 16 (2), 17 (2), 18; WF—18 (2); AAM—14, 16.

One anecdotal claim presented in the media, and repeated in interviews with demonstration project agencies, has been that the youths being prostituted are getting younger. This does not appear to be the case for those youths being arrested for prostitution.⁹ Across the five years examined here, the youths being arrested are primarily between the ages of 15 and 17.

It also was noted by JJF employees that the focus of the demonstration project was on responding to African American girls who were CSEC victims in Atlanta, primarily because their perception is that these are the primary victims in this area. This proved to be the case when examining the APD prostitution arrest data. Specifically, youth prostitution arrests by the APD are overwhelming female ($n = 22$). The information included in Table 5 also indicates that most of the individuals being arrested for prostitution in Atlanta are African American ($n = 18$). The two males who were arrested were both African Americans. These trends were consistent across the five years.

Several possible problems with these data should be considered. To begin, part of the demonstration project’s efforts were to raise awareness that underage prostitutes were victims, rather than real offenders. As a result of training offered to law enforcement personnel, the odds are increased that when Atlanta police officers come into contact with this underage population, they divert them to appropriate agencies rather than arresting them on a prostitution charge. It is possible that these diversions do indeed occur, but at a later stage in the system, with the arrest standing. Indeed, numerous criminal justice agents indicated that because there is no place to house CSEC victims in the area, outside of Angela’s House (for which there is a waiting list to enter), an arrest of a child prostitute is often necessary as a first step at pulling in social service agencies to assist the child. Only through an arrest can law enforcement secure housing,

⁹ An examination of the prostitution-related charges levied against those arrested for prostitution indicated that all individuals 18 and under in these data were arrested for prostitution. For the larger data set of prostitution-related arrests, 11 individuals were arrested for keeping a place of prostitution (aged: 19, 21, 27, 32, 34, 35, 36, 39, 40, 41, and 55) while only 5 individuals were arrested for giving massages in a place of prostitution (aged: 23, 28, 31, 32, 43). Furthermore, it is notable that 9 men and only 2 women were charged with keeping a place of prostitution while no men were arrested for giving massages in a place of prostitution.

generally in a juvenile detention center, which they recognize is not the ideal housing for a CSEC victim, until additional assistance can take place.

As well, the demonstration project's focus is on girls who are victims of CSE in the Atlanta area. These data indicate that girls are certainly more likely to be arrested for prostitution than are boys, supporting, to a degree, this decision. As well, members of demonstration project agencies also indicated their belief that it is primarily African American girls who are victimized in this manner. It is quite possible that training conducted through JJF-funded initiatives have highlighted these presumed characteristics of this population. This may impact other agencies' workers as they are in the field by leading them to not recognize youths who do not fit this "picture" of the CSEC victim. It remains that boys have been arrested for prostitution, indicating that it is not an issue that only affects girls. As well, it is notable that the arrests of boys for prostitution occurred in 2006, not in the years that were early in the demonstration project's education campaign. This finding should be heeded by future efforts at addressing needs of CSEC victims.

Finally, it remains that these are arrest data, and as such do not tap into the dark figure of crimes that occur on the street. These arrests are for incidents that came to the attention of police, and we are aware that most crimes, particularly offenses of this nature, never come to the attention of criminal justice agencies and frequently, when they are identified, do not elicit arrests in response.

Police data also were received on victims of sexual offenses who were under the age of 17 in order to tap into a different population of CSEC victims. These data are discussed next.

APD sex offense victim data.

The APD also released data on the victims of sex offenses who were between the ages of 11 and 17 between the years of 2003 and 2007 (September). As shown in Table 6, overall, there were 1,158 cases. The variables of interest in these data included year of incident (2003–2007), offense, race, sex, age, disposition, and relationship. The distribution of cases on these variables is presented in Table 6.

These data clearly indicate that there is an array of sexual offenses of which juveniles are the victims. Furthermore, the majority of youth victims that the APD sees associated with sexual offenses are not victims of prostitution-related offenses; rather the majority of youth victims (51.3%) are linked to rape-related offenses, followed by molestation and incest offenses (32.5%), and other sexual offenses (13.56%). In fact, victims associated with prostitution-related offenses comprise the smallest segment of cases found in the APD data across these years, at only 2.67%. In sum, while there is a great deal of attention being placed on CSEC victimization, it is clear from these data that a significantly greater number of youths are victims of other sexual offenses.

Table 6
Descriptive Statistics for APD Youth Sex Offense Victim Variables (N = 1,158)

Offense	f	%	Relationship	f	%
Rape with a gun	28	2.4	Stranger	98	8.5
Rape with other weapon	11	.9	Cohabitant	19	1.6
Strongarm rape	260	22.5	Parent	18	1.6
Attempted strongarm rape	9	.8	Other family**	87	7.5
Sodomy	40	3.5	Associate/friend	147	13.0
Statutory rape	246	21.2	Neighbor	24	2.1
Child molestation	370	32.0	Acquaintance	85	7.3
Incest	6	.5	Other known	69	6.0
Indecent exposure	75	6.5	Undetermined	99	8.5
Peeping Tom	6	.5	Missing	512	44.0
Other sexual offenses*	76	6.6			
Procuring for prostitution/pimping	25	2.2			
Prostitution	6	.5			
Race			Disposition		
Black (and Black Hispanic)	1052	90.8	Arrest of an adult	444	38.3
White	59	5.1	Arrest of a juvenile	55	4.7
White Hispanic	19	1.6	Exceptionally cleared	15	1.3
Asian	1	.1	Unfounded	39	3.4
Unknown	27	2.4	Missing	605	47.8
Sex			Year		
Female	1047	90.4	2003	249	21.5
Male	108	9.3	2004	279	24.1
Missing	3	.3	2005	272	23.5
			2006	212	18.3
			2007 (September)	146	12.6
Age (Mean = 14.01; SD = 1.705)					
11	105	9.1			
12	138	11.9			
13	206	17.8			
14	237	20.5			
15	239	20.6			
16	135	11.7			
17	98	8.5			

* Free text entries associated with the offense 11 classification.

** Includes siblings, stepchildren, in-laws, and other family members.

For further analyses, the data were limited to the prostitution-related offenses; descriptive analyses were conducted to enhance our understanding of these victims (see Table 7). These data mirror the prostitution arrest findings above. African American females are the most likely victims in Atlanta of prostitution-related offenses, in particular of being pimped; between 2003 and 2007, 23 African American girls were thus victimized. Across these years, however, it does

appear that the number of African American girls coming to the attention of APD as such victims has declined. Meanwhile, across the years 2003 to 2006 the APD identified one white female annually who was a victim of pimping/prostitution, while one Hispanic female was identified as such in 2004. Finally, it again is significant that while the Atlanta demonstration project's efforts focus solely on girls, there again are boys in these data who have been victimized in this manner. Specifically, in 2004, two boys were identified as victims of prostitution (not procuring for prostitution). It should be noted that the offense associated with these two African American male victims was prostitution, not procuring for prostitution, indicating that pimping was not involved.

Table 7
APD Youth Prostitution/Pimping Victims by Race and Sex, 2003–2007

Year	<i>N</i>	African American Female	White Female	White Hispanic Female	African American Male	Total Arrests
2003	8	7	1	0	0	66
2004	10	6	1	1	2	45
2005	3	2	1	0	0	84
2006	6	5	1	0	0	84
2007	3	3	0	0	0	30
Total	30	23	4	1	2	309

Further analyses of APD data, presented in Table 8, revealed that youth victims being prostituted reported not knowing their pimp ($n = 4$). The next most frequent relationship reported by these youth victims is that their pimps were acquaintances or associates/friends ($n = 3$ each) or neighbors ($n = 2$).

Table 8
APD Youth Prostitution/Pimping Victims by Race, Sex, and Relationship to Offender, 2003–2007

Relationship	<i>N</i>	African American Female	White Female	White Hispanic Female	African American Male
Stranger	4	3	0	1	0
Acquaintance	3	3	0	0	0
Associate/friend	3	2	1	0	0
Neighbor	2	0	0	0	2
Undetermined	2	1	1	0	0
Total	14	9	2	1	2

Finally, the age of the youths also was identified and is presented in Table 9. While claims have been made that child prostitutes are getting younger and younger, this is not upheld in the APD youth victimization data. The average age of the youths victimized in prostitution-related incidents is 15.1 ($SD = 1.56$). Overall, this does not support these claims. The youngest victims in these data were 12 years of age at the time of the incident. Across the five-year period, 9 youths were ages of 12 and 14 years old, while 21 were between the ages of 15 and 17. No clear pattern indicating that these victims are becoming younger over time emerges.

Table 9
APD Youth Prostitution/Pimping Victims by Age, 2003–2007

Year	12	13	14	15	16	17
2003	0	0	2	0	3	3
2004	2	0	1	3	2	2
2005	0	1	0	1	0	1
2006	1	0	1	1	3	0
2007	0	1	0	2	0	0
Total	3	2	4	7	8	6

Finally, the data indicate that of the 30 cases involving youths victimized in prostitution-related offenses, only 11 were resolved; each was resolved with an arrest of an adult offender. For the remaining 19 cases, the disposition is missing in these data.

In sum, these data on young victims and prostitutes from the APD reflect what is generally known about youth prostitution from national data gathered across the years. They tend to be young, averaging 15 years old, female, and, in Atlanta, are more likely to be African American.

The problems associated with the APD prostitution data also apply here. An additional issue regarding offense level comes into play with the victim data as they were provided. These data report the most serious offense committed for which the child was a victim. As a result, it is possible that additional offenses may have occurred during the same incident, but are unreported here. Data analysts at the APD indicated that the victim was likely victimized in the commission of the highest offense associated with the incident, but noted that there may be circumstances where the child actually was the victim of one of the lesser associated offenses. Finally, it also was noted that it is possible that the “victim” identified in the victim data may not have been a victim, but rather a witness or complainant; in this case the error would be in the coding of the data by the officer.

Other police agencies.

The Fulton County Sheriff’s Office and the Fulton County Police Department were contacted in attempts to both interview personnel about the demonstration project’s response and to gather information about the scope and nature of CSEC in the area. These attempts proved unsuccessful. The key personnel from these agencies who were identified by other project members did not respond to phone messages or e-mail attempts to make contact. In addition, while not with a police agency, an employee with Georgia Department of Juvenile Justice (DJJ) indicated that the juvenile detention center did occasionally have contact with exploited youths. Again, however, the employee was unable to disclose how many such youths were found in their agency on a monthly basis because such data were not being collected (Georgia Department of Juvenile Justice employee, interview, April 30, 2007).

In addition, attempts to contact personnel from the Georgia Bureau of Investigation (GBI) and the Federal Bureau of Investigation (FBI), whose names were obtained through interviews with

key collaborative personnel, initially were unsuccessful in yielding any data regarding the extent (let alone nature) of CSEC in Atlanta.

Continued follow-up did yield some cooperation from the newly formed Metro Atlanta Child Exploitation (MATCH) task force. Special Agent (SA) Joe Fonseca identified the task force as responding to violations of specific federal codes¹⁰ that relate to CSEC victimization, with child prostitution as its focus. Specifically, the task force is charged with recovering children who are being prostituted in the Atlanta area, identifying the pimps, and making cases to set them up for prosecution. The task force only became operational in May 2008, and as such, data provided from SA Fonseca does not parallel that from the APD or information from CACTIS.

This task force has responded to four cases, with four defendants and five victims. Two of the defendants have been sentenced (Joe Fonseca, e-mail communication, October 6, 2008). These defendants were both African American males; one was 24 years old at the time of the offense, and the other was 38. The two victims, both female, associated with these defendants were of different races. The girl associated with the case of the 24-year-old defendant was 14 years old and was white. The victim associated with the 38-year-old defendant's case was a 16-year-old African American girl. The final two defendants have been indicted at this point, and, again, each is an African American male, ages 36 and 28. The victims of the two respective defendants are an 18-year-old African American female and an 18-year-old white female who began prostituting under the latter defendant at 15 years of age.

SA Fonseca (e-mail communication, October 6, 2008) further noted that "since June of 2008, the MATCH task force has arrested, recovered, or identified 18 juveniles engaged in prostitution." The agent anticipates an increase in the numbers as the task force becomes fully operational in the field.

Again, these data reflect findings yielded by APD data as well as interviews with the homeless youths at the resource fair. The victims appear to primarily be young females, generally around age 15, from different races, with African Americans somewhat over-represented. The agent was unable to provide information about the living situation of the youths, particularly whether they were homeless and/or runaways at the time the victimization occurred.

¹⁰ The codes referenced in the data provided by SA Fonseca are 18 U.S.C. 1591, 18 U.S.C. 2421, 18 U.S.C. 2422, 18 U.S.C. 2423, and 18 U.S.C. 2253. This task force does not address the following codes: 18 U.S.C. 2251, 18 U.S.C. 2252; 18 U.S.C. 2260; or 18 U.S.C. 2257. SA Fonseca emphasized that the focus of the task is on child prostitution; no statistics addressing child pornography or human trafficking are relevant to this task force.

Courts

Efforts to assess the scope of CSEC cases in the courts led us to contact personnel at the federal- and county-level criminal courts as well as the Fulton County Juvenile Court. In addition, members of the professional staff with victim witness programs and the Fulton County Child Advocate Attorney's office also were asked about the extent and nature of CSEC in cases that they reviewed.

Federal courts.

An interview was conducted with an Assistant U.S. Attorney affiliated with prosecutions of cases associated with child prostitution and child pornography. General information was provided that there are a plethora of cases occurring in the Atlanta area with many victims involved. However, when pressed for data, the attorney was unable to provide specific numbers during the interview. Follow-up attempts to obtain such information were unproductive. Indeed, when one e-mail sent the FBI to request data was forwarded to the same Assistant U.S. Attorney interviewed by the team, the attorney's response indicated that "Our data gathering ability is limited to the convictions since 1993 of those types of crimes she requests. You all [FBI] will have to answer about arrests, we don't maintain that data either."¹¹

More recent requests for the conviction data through the U.S. Attorney's public relations office also failed to yield aggregate level data regarding the scope or nature of federal-level victimization cases pursued in the Atlanta area.

Fulton County courts (superior and juvenile).

Discussions with a high-level judge in the Superior Court also generated no data. When asked about the number of CSEC cases that exist in Atlanta-Fulton County, the judge noted that it is difficult to determine because "We're all in silos," indicating the lack of data sharing across local agencies (Superior Court judge, interview, May 18, 2007). The same individual noted, when pressed about identifying information out of the Superior Court database (Superior Court judge, interview, May 18, 2007), that "...getting information from our system is next to impossible." This was followed with a discussion of the computer system of this court and the current

¹¹ When contact was made via phone with relevant FBI personnel, we were asked to provide an e-mail specifying the information being requested. While the researcher was clear on the phone that we were interested in any aggregate data that could be provided on the number of CSEC victims that this agency had contact with in the Atlanta area, specific questions were formulated to include in this e-mail. The e-mail request read as follows, "I am on a research team with Dr. Mary Finn (CJ), Dr. Jim Wolk (Social Work) and Dr. Leslie Jackson (Psychology) that received a grant from the National Institute of Justice to evaluate a community collaborative response to the commercial sexual exploitation of children (CSEC) in Atlanta and Fulton County. The collaborative response was funded by OJJDP.

"As part of our grant, we have been asked to attempt to assess the extent and nature of CSEC in this community. One aspect of our trying to meet this goal is to obtain from official agencies data that pertains to this population. While we are primarily interested in the victims of CSEC, we realize that we also need to look at the offenders to get to the official data on victims (as there is no victim database). We are interested in the following questions, on each code independently, at the aggregate level. What I am hoping to obtain from you is the following information on these federal codes (for the Atlanta/Fulton County area): 18 U.S.C. 1591, 18 U.S.C. 2251, 18 U.S.C. 2251A, 18 U.S.C. 2252, 18 U.S.C. 2260, 18 U.S.C. 2422, 18 U.S.C. 2423, 18 U.S.C. 2425, 18 U.S.C. 2253, 18 U.S.C. 2257. 1. How many arrests per year since 2003? 2. How many victims per year since 2003? 3. What is the gender distribution of the offenders per year since 2003? 4. What is the gender distribution of the victims per year since 2003? 5. What is the age distribution of the offenders per year since 2003? 6. What is the age distribution of the victims per year since 2003? Thank you in advance for your assistance."

movement to upgrade the data/information system to improve accessibility of information on cases. Much like discussions with units of law enforcement, the conversation concluded with a referral to another agency, the District Attorney's Office, to obtain the information being requested.

Finally, the problem of identifying how many CSEC cases are being processed through the courts was also discussed with a juvenile court judge. As with the other courts, this individual noted that keeping track of such cases has not been a priority of this court. Indeed, it specifically was noted that, "There's no way to measure it based on cases because, as you saw, we don't do it" (juvenile court judge, interview, May 1, 2007). This judge noted that part of the problem with identifying the occurrence of such cases within the juvenile court is an informal agreement between prosecutors and judges that if a girl is brought before the court for prostitution, she will actually be charged with something else, like disorderly conduct, in an effort to protect her. While acknowledged that levying a charge treats the child as an offender, consistent with the position of police officers; ultimately it helped the child enter the system to receive services (juvenile court judge, interview, May 1, 2007).

This interview also produced some anecdotal indication that the number of girls coming through the juvenile courts has changed. The judge noted that "The good and the bad is, we know that we used to see it, because the kids would say to us that they were doing it. I don't see as many of them saying they're doing it now...as opposed to six or seven years ago" (juvenile court judge, interview, May 1, 2007). This may indicate that the demonstration project has been successful in identifying girls at earlier stages for diversion, or in educating the public about the problem and reducing its occurrence. However, it may also be that the population has been pushed "indoors" and is less likely to come to the attention of criminal justice agencies. Indeed, the judge of the juvenile court noted that several years ago it was not uncommon to see pimps at the juvenile court paying court costs for the girls; today "you never see a pimp" in the juvenile courthouse halls (juvenile court judge, interview, May 1, 2007). Again, this could be because pimps are less likely to utilize underage girls in the course of "doing business" due to the increased attention on child prostitution in Atlanta. It could also be that pimps are now aware that criminal justice agencies are more actively seeking to prosecute pimps as a part of the demonstration project's initiative to treat pimps and johns as the offenders and the underage prostitutes as victims.

Ancillary court-related agencies.

Interviews with professional personnel in agencies associated with the court yielded very similar evidence. One victim witness advocate (victim witness advocate, interview, March 29, 2007), unable to provide any formal aggregate statistics about the scope of CSEC seen in her office, suggested that the problem is becoming more common, referencing the greater sexual awareness of children in today's society. Meanwhile, an advocate with the Fulton County Office of the Child Advocate Attorney¹² also was unable to provide any aggregate number of cases seen by this agency. However, this individual did provide a picture of how these youths come into

¹² This agency is an independent agency developed to provide legal advocacy for allegedly abused and neglected children. The agency was developed as an independent entity in 2006 in response to a consent in the *Kenny A v. Perdue* (356 F. Supp. 2d 1353; N.D. Ga. 2005) lawsuit.

contact with this agency (Fulton County Office of the Child Advocate Attorney employee, interview, August 30, 2007). Specifically, the employee noted that youths are most likely to come to the attention of this office when they are taken into custody because they have been molested or exploited and the parent is not providing the youth with a safe, secure environment. When taken into custody by DFCS, this agency represents the child's interests in a DFCS-related case. Meanwhile, when cases are proceeding against an exploiter (pimp), the agency may also assist the involved youth. Finally, when delinquency cases are filed as a result of a youth's exploitation, the child is more likely to be referred to the CEASE program and be placed under the supervision of a probation officer; the Child Advocate Attorney's Office is unlikely to become involved with these cases unless a deprivation order is filed (Fulton County Office of the Child Advocate Attorney employee, interview, August 30, 2007).

In sum, the agencies that provide services in conjunction with the courts are unlikely to see a significant number of CSEC cases. This is likely related to the types of cases with which they are associated (deprivation versus criminal) as well as the fact that it is difficult and time consuming to pursue pimping cases, yielding a low number of CSEC-related cases, and hence youths, coming into contact with these agencies.

Fulton County District Attorney

Concurrent in our attempts to obtain information about the scope and extent of CSEC in the Atlanta area from the federal courts, we also attempted to obtain data from the Fulton County courts. An initial meeting with top-level personnel in the Fulton County District Attorney's Office led to a good deal of anecdotal information about CSEC in Atlanta as it appears in the county court. For example, it was noted that prior to the change in the law in 2001, the DA's office had to charge cases involving the pimping of minors with child molestation statutes (official in the DA's office, interview, June 26, 2007). The individual recalled one case where photographs of young children, estimated at around 200 child victims, were found. The pimp was ultimately convicted in this very public case, but the victims were never all identified. This individual noted that prior to the passage of the statute prohibiting pimping, cases involving CSEC were even more difficult to prosecute, and such cases were frequently pursued using charges involving child molestation. In addition, this official indicated that significant changes have occurred because of involvement in the demonstration project. Specifically, it was noted that CSEC cases would frequently come to the attention of the courts through the arrest of a juvenile for prostitution; while the john would merely pay a fine and leave, the youth faced more scrutiny by legal agencies. The pimp, prior to 2001, was not a part of the equation in the response to such offenses. Today, the official noted (official in the DA's office, interview, June 26, 2007), the focus of investigations is more likely to be on the pimp and less frequently on the john (noting that the latter cases are quite difficult to pursue and have less payoff) because the courts have the additional statute at their disposal.

When asked how many victims of CSE the DA's office sees in an average month, the respondent indicated that the office sees approximately two per month, often through arrests for prostitution or through other charges (official in the DA's office, interview, June 26, 2007). Ultimately, however, when this individual (a high-ranking official in this office) was asked whether more specific aggregate level information on the number of CSEC victims could be provided to the

research team, a referral to a second court official, who serves in the Crimes Against Women and Children Unit, was provided. This second contact indicated that the specific data could be generated, but that it would take some time for personnel to review the court files and compile the requested information. Several additional requests and reminders were then generated, and an e-mail, specifically outlining the desired information, was sent upon request by that office.¹³ Data were never received.

On September 29, 2008, the Joint Commission on Sexual Exploitation of Minors held a public hearing at which the Deputy District Attorney Deborah Espy, head of the Crimes Against Women and Children Unit, presented information about the prosecution of CSEC-related cases. At this hearing, she indicated that between 2003 and 2005 16 felony pimping cases involving children were prosecuted by that office. Between 2005 and 2007 this number increased to 22 like cases. Sentences received through convictions in these cases ranged from 5 years to life in prison; the average sentence length was 9.5 years.

Social Service Agencies

Professional interviews with personnel at a number of social service agencies¹⁴ yielded no hard data about the extent of CSEC cases seen at these agencies. These interviews, however, provided wide ranging estimates on the number of such cases served by these agencies. For example, a Fulton County DFCS worker (interview, July 24, 2007) indicated that only one referral of a CSE youth was made to that agency in the first half of 2007. The employee suggested several causes for this low number; for example, it was noted that “children usually disclose during treatment, which makes it very difficult to move any further with that because it’s usually disclosed years after it has occurred,” indicating that the agency is in contact with the youth as a result of their services provided and not as a result of exploitation. Even in situations where exploitation is revealed, this employee revealed that the expression of exploitation generally is “not outright” but rather is “in the form of a child [disclosing] that their mother allowed them to have sex with their boyfriend” (Fulton County DFCS worker, interview, July 24, 2007). The same individual recalled (interview, July 24, 2007) examining the population of 12 youths involved jointly with DFCS and CEASE (and Angela’s House) and determining that “4 out of the 12 children had some prior history with child sexual exploitation.”

Employees of the two child advocacy offices (Fulton County Children’s Advocacy Center and Georgia Center for Children) provided a somewhat higher number of cases than DFCS. An employee with the Georgia Center for Children provided “a guesstimate” that this center interviewed no more than 15 CSEC youths in 2006, estimating a “little more than one a month”

¹³ A letter requesting the following information was sent, following up on an e-mail request including the same information, on September 19, 2007. The requested information was as follows: “From 2000 to present, we would like to know the number of cases received from police, along with the number of victims and victim/witnesses affected in these cases, as well as how many of these cases yielded indictments and guilty verdicts. The offenses that we are interested in include cases of child molestation (and aggravated child molestation) and sex abuse (specifically), particularly prior to the passage of the pimping law. We obviously are also interested in receiving this information for cases where a pimping charge has been levied. In addition, we are interested in cases with the following charges: statutory rape, enticing a child for indecent purposes, keeping a place of prostitution, solicitation of sodomy, masturbation for hire, pandering, and prostitution. Again, we are interested in those cases where the victims/victim witnesses include children under the age of 18; for some of these offenses we are wondering if you received defendants (such as for prostitution) who were under 18 and what happened in those cases.” As noted, even with several follow-ups via phone and e-mail messages, no information was received.

(Georgia Center for Children employee, interview, March 22, 2007). This same employee could only recall seeing a single case in 2006 that involved a pimp exploiting the youth. Meanwhile, an employee with the FCCAC did not provide an estimate of the number of CSEC cases seen, but did indicate that the cases identified as potential CSEC cases (high risk) were more prevalent than cases where CSEC is clearly identified (FCCAC employee, interview, March 27, 2007). This employee also noted that the number of high-priority cases (CSEC identified) that she has seen while with the agency has declined, specifically stating that “I had more cases earlier between 2004 and 2005 than I’ve had between 2006 and 2007, of high-priority cases” (FCCAC employee, interview, March 27, 2007). She was quick to note that the reduction in cases does not necessarily equate to less actual cases, but rather may be associated with a displacement based on who first identifies the cases and how they proceed with them after that point. Finally, this same individual also noted that the age of the youths associated with CSEC (high priority and high risk) seems to be getting younger. She recalled a case where a mother was prostituting her 9-, 11- and 12-year-old daughters, with the 9-year-old being the youngest client she personally has seen (FCCAC employee, interview, March 27, 2007).

Finally, we also interviewed two employees with the CEASE unit, which specifically was developed to respond to the needs of CSEC youths. One of these employees noted that she has a daily caseload of 12 high-risk youths (CEASE employee, interview, April 23, 2007), while the second reported monthly receipt of 6–10 high-priority referrals (CEASE employee, interview, May 10, 2007).

In sum, it appears that social service agencies are seeing monthly between 4 to 15 CSE youths, with some of them identified as “at risk” for CSE and others as having already been victimized in this manner.

Schools

The two school systems involved in the demonstration project are Atlanta Public Schools (APS) and Fulton County Public Schools (FCPS). Interviews conducted with key personnel in these systems yielded little information about the extent and nature of CSE victimization of students. The APS employee specifically indicated that the system does not keep statistics on this population (Atlanta Public Schools [APS] employee, interview, September 12, 2007), while the FCPS employee could not provide any official numbers. Each suggested that the number of such cases coming to the attention of school staff was small, but that this likely does not represent the true extent of the problem. For example, the APS professional indicated “one or two a year that come to my attention and that have been identified. And that may even be a, that may even be a high number” (APS employee, interview, September 12, 2007). Notably, this employee is higher up in the organization and admits that “many of these things are handled by social workers at the school level and we have a reporting process to a central office that generally goes into our SRT or executive director’s office, so I may or may not actually know” (APS employee, interview, September 12, 2007). The estimate provided by the FCPS employee also was quite low.

The APS employee did note that the CSEC cases identified in their schools were all involving the victimization of girls, not boys; the race of these victims was not identified. Ultimately, the key finding from these interviews is the lack of tracking CSEC cases occurring at the school

level. Interview respondents indicated that they believed the extent of the problem was beyond what they were seeing. Indeed, the APS employee noted (APS employee, interview, September 12, 2007), “I think that this is an invisible population to most of us,” and the FCPS employee reflected this sentiment: “We are not identifying but a fraction of the number that exists. ... When I...say identify, I’m saying either through a referral or us being able to pick out behaviors or figure out that something else is going on.”

In sum, the schools are identifying only one to four cases a year in their administrative offices. This is acknowledged as likely a fraction of the true CSEC cases that are occurring within their student populations. With no tracking of these cases in place and no process for identification of potential victims occurring at the school level, it is unlikely that the schools are able to provide a true picture of the extent of the problem, let alone the nature of the victims.

CACTIS/Angela’s House Data

An additional method of assessing the scope and nature of CSEC in Atlanta involved with public agencies entailed examining the data on high-priority and high-risk youths from the CACTIS database. Recall, a total of 50 cases were identified, when the CACTIS data were reviewed, as being high-risk or high-priority cases for CSEC. To improve our understanding of these cases, the CACTIS data were coded for all of the variables in CACTIS database, primarily because not all of the information was included in the CACTIS reporting mechanisms. As discussed in the evaluation of CACTIS, there were numerous problems associated with the data, or lack thereof, which hampered to a degree our ability to assess the scope and nature of the youth involved in CSEC. To begin, a large number of variables were missing information on all CSEC cases, including: UCR number; victim’s contact information;¹⁴ whether data was removed from the system and by whom; warrant status; juvenile court information;¹⁵ information on protective orders;¹⁶ court information;¹⁷ how long victim and offender lived together; suspect contact information;¹⁸ description of incident; whether specific actions occurred during the incident;¹⁹ caregiver reaction to the allegation; how many other children in the household were alleged to be victims; family violence exposure; DFCS information;²⁰ criminal case information;²¹ truancy

¹⁴ Data missing specifically included fax, other phone, pager, and e-mail information.

¹⁵ Data missing specifically included whether a complaint was filed in the juvenile court; the date the case went inactive; date closed; date reopened; and evidence supporting allegations.

¹⁶ Data missing specifically included date protective order was filed; nature of protective order; and dates of protection (to and from).

¹⁷ Data missing specifically included which court the case is to be heard in, location, room number, and date closed in court.

¹⁸ Data missing specifically included the suspect’s home phone, work phone, fax, pager, and sex offender status.

¹⁹ The specific actions data that were requested but which were missing included fondling, oral sex, penetration, anal intercourse, vaginal intercourse, oral breast contact, open mouth kissing, burning, shaking, broken bones, other abuse, neglect, witnessing (write-in), fondling under clothes, and masturbation.

²⁰ The specific variables linked to the DFCS information pages that were missing all data included did DFCS remove victim, placement, case number for DFCS, history of DFCS with victim, history of DFCS with offender, person making DFCS report, DFCS reporter’s phone number, date victim taken into DFCS custody, special circumstances, deprivation petition filed, petition contents, petition allegations, initial hearing date, initial hearing judge, status hearing dates, stipulation, stipulation terms, deprivation history, deprivation status history, deprivation trial date, deprivation trial outcome, and court orders.

²¹ Variables with missing data linked to the criminal case included initial criminal hearing outcome, indictment initial judge name, prosecution results are in, and date of prosecution outcome.

information;²² cross-report information;²³ and medical information.²⁴ The findings reported here, therefore, rely on the information that was reported for the high-risk and high-priority cases within CACTIS. However, an additional data field was added as the JJF provided the research team with a list of all of the youths who had inhabited Angela's House. The CSEC CACTIS cases were coded on a variable, Angela's House, to capture whether or not they had resided there.

Finally, we also were able to talk with two tenants of Angela's House about their experiences as they became involved with CEASE and Angela's House. The respondents are utilized within the discussion of the CACTIS data results to provide more thorough depictions of their experiences. Both residents were African American females.

Table 10 provides descriptive data on CSEC cases in the CACTIS database. All of the victims in these data were girls. Of the 50 CSEC cases in the CACTIS data set, 35 were identified as high-risk cases, indicating they displayed characteristics that made them highly susceptible to becoming CSEC victims; however, they had not admitted to such victimization. The other 15 girls were identified as high-priority cases because it was found they had been CSEC victims.²⁵ Furthermore, 13 of these girls resided, at some point, in Angela's House, the only residential housing and treatment center for CSEC victims in the Atlanta area; 37 of the girls in these data never went to Angela's House. While these data indicate of the 54 girls that have been clients at Angela's House, information had been entered into CACTIS for only 25. This indicates that for 29 of the 54 girls who have been clients at Angela's House, no information is provided in the CACTIS database.

²² Variables missing data on truancy information included whether brought to truancy center, last known date of truancy reported, total number of days truant, reason for truancy, whether truancy petition was filed, date petition filed, outcome of truancy petition, school reporting risk, neglect on truancy page, delinquency history, and whether truancy deprivation is complete.

²³ Cross-report information that was missing included date of report, initial reporting person, reporter's phone number, date cross report received, referrals made, agency making cross report, confirmation received, confirmation content, and whether disposition for cross report is complete.

²⁴ Almost all of the variables contained on the medical data pages were missing, including data for the following variables exam purpose/referral information, private physician, exam conducted by professional specializing in child abuse, transported to medical, colposcopic exam conducted, photographic documentation, photographer, medical history notes, cultures, lab tests, outcome of cultures, adolescent, prepubertal, outcome of sexual assault medical exam, physical findings, exam consistent with history, consultation outcome, additional case/family history notes, gonorrhea, chlamydia, bacterial vaginosis, pregnancy prevention, HIV prevention medications, HIV medications used, date of follow-up, location of follow-up, patient information sheet with medications and appointment provided, start time of follow-up, end time of follow-up, was hospital social worker involved, social worker's name, social worker's phone, and services provided by social worker.

²⁵ No specific field in the data set existed identifying CSEC cases; youths were identified as CSEC only with inclusion of CSEC in the name fields. Coding as "high priority" and "high risk" was accomplished by reading the forensic interview and scanning other relevant case notes. When CSEC youths admitted to prostitution, priority level was coded as "high priority," if they were identified as CSEC but had no case file notes indicating prostitution or no admission in the forensic interview, they were coded as "high risk."

Table 10
Descriptive Data for CSEC CACTIS Cases

Variable	<i>f</i>	%
Priority level		
High risk	35	70
High priority	15	30
Lived in Angela's House		
Yes	13	26
No	37	74
Language		
English	46	92
Missing	4	8
Grade		
7	5	10
8	4	8
9	5	10
10	4	8
Missing	32	64
Ethnicity		
African American	47	94
White	3	6
Reported as missing		
Yes	10	20.0
No	5	10.0
Missing	35	30.0
Total	50	

It is notable that the priority levels and residence at Angela's House do not necessarily match up. Additional analyses indicate that of the 15 girls who had been identified as high priority, only six (40%) lived in Angela's House at some point; seven of these high-priority cases (60%) did not receive services from that institution. Meanwhile, of the cases categorized as high risk, seven (20%) did live at Angela's House, while 28 (80%) did not ($\text{Chi}^2 = 2.183$; $p = 0.140$). In other words, it does not appear that the classification as high priority over high risk yields a significantly greater probability of finding assistance at Angela's House. Both of the girls from Angela's House who were interviewed admitted to involvement in the sex industry. One of the girls was arrested for loitering for sex and her probation officer, when informed of the incident, worked to attain placement at Angela's House for treatment. The second girl we talked with from Angela's House indicated that she was involved in stripping at local area clubs; she insisted that she was not arrested for prostitution, but numerous comments indicated that she had been involved in this activity.

Several factors impact placement at Angela's House, which may not always present a situation for every high-priority victim to be housed there. Discussions with JJF staff indicated that a factors considered when determining placement at Angela's House include the personality, temperament, and stage of therapy of the girls in the house as compared to the potential candidate's as well as the candidate's current success living in the community without the assistance Angela's House provides. These factors (and some unidentified) may generate a situation where high-priority girls do not have a need for placement and high-risk girls are placed instead, or perhaps there is no opening or appropriate fit for a high-priority youth in that setting. While there may be many reasons why priority level does not coincide with placement, staff at Angela House need to consider these for the future and document any decisions for not placing a high-priority youth in that setting.

It is also disconcerting that a number of girls who have been placed in Angela's House have not been documented in CACTIS. When comparing the list of 54 girls who at some point have resided at Angela's House to the CACTIS database, it was found that 25 girls were in the system, and 29 had no entries at all. This gap is likely because Angela's House has been operating longer than CACTIS has been up and running. Hence, some of the individuals identified as Angela's House residents may have stayed there prior to the use of CACTIS.

Most (if not all) of the girls found in the CSEC CACTIS data speak English ($n = 46$; 4 cases are missing data on this variable). Only three of the girls are white, the remainder ($n = 47$; 94%) are African American. A significant amount of data were missing on the girls' grade in school ($n = 32$; 64%); the remainder were evenly divided across grades 7 through 10. Both of the Angela's House residents we spoke to had dropped out of school: One dropped out in 9th grade, while the other girl dropped out after the first week of 11th grade. Each had hopes of finishing her GED, but admitted to difficulty in achieving this goal, primarily because they were not enrolled in courses. The younger girl indicated that she wanted to attend 12th grade and graduate, but she was concerned that she was too far behind in her studies to accomplish this goal.

Finally, 10 (20%) of the 50 CSEC cases had been reported as missing; 5 (10%) were not missing; and the remainder of cases lacked information on the variable. Additional analyses indicated that for 8 of the 10 cases reported as missing, a missing report was filed with police. The girls from Angela's House both indicated that they had at some point run away from home. One of the two girls indicated that her parents had filed missing reports.

Incident data also were available in the data set (see Table 11), allowing for a greater understanding of what circumstances brought the victims to the attention of agency personnel. Again, substantial amounts of missing data are present on these variables; rather than coding a characteristic as not present, it appears that the data are simply not being input on a large number of cases. For seven of the variables indicating reasons the victims were seen, the number of missing cases still ranged from 12 (for identifying whether other victims were involved) to 48 (for the presence of exploitation-pornography). Most of these variables (5 of the 7) had missing data for over 40 cases.

In most cases for which the incident information was included in the CACTIS database, the key reason victims were seen was sexual abuse. For one case each the identified reason for being

seen was neglect, witnessed violence, and exploitation-pornography. Finally, six cases had other problems identified as the reasons that they were being seen. As already indicated, the two youths in Angela's House received this placement because of their involvement with prostitution; hence, they were considered victims of CSE. Each indicated that they had been arrested for involvement in the sex industry in Atlanta and that their probation officers recognized the victimization they experienced.

Table 11
Descriptive Data: Incident Information for CSEC CACTIS Cases

Variable	<i>f</i>	%
Reason victim was seen		
...sexual abuse		
Yes	19	38.0
No	2	4.0
Missing	29	58.0
...physical abuse		
Yes	0	0.0
No	6	12.0
Missing	44	88.0
...neglect		
Yes	1	2.0
No	6	12.0
Missing	43	86.0
...witnessed violence		
Yes	1	2.0
No	6	12.0
Missing	43	86.0
...other problems		
Yes	6	12.0
No	3	6.0
Missing	41	82
Other victims involved		
Yes	0	0.0
No	38	76.0
Missing	12	24.0
Exploitation-pornography		
Yes	1	2.0
No	0	0.0
Missing	48	98.0
Total	50	

Data were also provided that identified which county received DFCS reports and how many victims were in DFCS custody (see Table 12). Fulton County received 47 case reports. For 3 cases, the county receiving the DFCS report was missing in these data, and only one victim was identified as in DFCS custody.

Table 12
Descriptive Data on DFCS Variables for CSEC CACTIS Cases

Variable	f	%
County receiving DFCS report		
Fulton	47	94
Missing	3	6
Victim in DFCS custody		
Yes	1	2
Missing	49	98
Total	50	

Importantly, the two girls we talked with who were residents of Angela’s House had cases and probation officers in Douglas County, which was not a part of the demonstration project. From the girls’ comments, it was clear that their CSE involvement occurred within Fulton County and Atlanta; hence, their treatment by demonstration project members was appropriate. The conversation with these girls provided interesting contrasts of the girls’ treatment by officials from the Atlanta area demonstration project and officials from Douglas County. The two girls had experience with police officers from both areas, and each commented that the Atlanta officers were more respectful than those from Douglas County. For example, one of the girls commented about Atlanta officers that “They, they didn’t dog me. They was just sitting there telling me that I coulda got killed ’cause some girl was just found dead on that same street and they said I was just lucky. They was understanding” (Angela’s House resident, focus group, July 3, 2008). This same girl (Angela’s House resident, focus group, July 3, 2008) clearly contrasted her experiences with APD officers and her Douglas County probation officer in her statement that “The police officers was really nice. I didn’t really, I’d rather, I was willing to spend the night in the Atlanta precinct. I didn’t want to go with my caseworker.” When pressed about how the officials from Douglas County reacted to the youths, the second youth noted that the officers were rude: “When we get in the car with them, they just be rude; they talk to us rudely. ...We used to be in the car, and he would tell us to shut up talking and all that kind of stuff. He was just mean, just, he rude” (Angela’s House resident, focus group, July 3, 2008).

The CACTIS data provided information on some suspects in CSEC-related cases when specific CSEC incidents were related to demonstration project members (see Table 13). These descriptive data revealed that 10 of the suspects were African American and 1 was Hispanic. Notably, ethnicity of suspect was missing for 39 of the victims in these data. Furthermore, 13 of the suspects were male while only 1 female suspect was identified; for 36 victims the suspect’s gender was missing. Finally, while substantial information on the living status of suspects and victims is missing ($n = 44$), of the six cases where information is included, only 1 victim lived with the suspect, and 5 did not cohabit. Data also revealed that suspects ranged in age between 20 and 38.

Table 13
Descriptive Data on Suspect for CSEC CACTIS Cases

Variable	<i>f</i>	%
Suspect ethnicity		
African American	10	20.0
Hispanic	1	2.0
Missing	39	78
Suspect gender		
Male	13	26.0
Female	1	2.0
Missing	36	72.0
Suspect/victim lived together		
Yes	1	2.0
No	5	10.0
Missing	44	88.0
Total	50	

Only four of the victims in the CACTIS data had indicators that their cases were pursued. The quality of the data is weak due to inconsistent data entry as only one arrest is recorded yet four cases clearly proceeded. These data, found in Table 14, indicate that in three cases charges were filed (for 47 of the cases, data on this variable were missing).

Table 14
Legal Case Information for CSEC CACTIS Cases

Variable	<i>f</i>	%
Arrest		
Yes	1	2.0
No	0	0.0
Missing	49	98.0
Charges were filed		
Yes	3	
No	0	
Missing	47	
Indictment		
Yes	3	6.0
No	1	2.0
Missing	46	92.0
Bond		
Yes	1	2.0
No	2	4.0
Missing	47	94
Total	50	

Three cases went forward through indictments, while one did not. Finally, data indicated that for one suspect bond was granted (in the amount of \$5,000).

Further analyses of these data indicated that the four cases took different tracks. Ironically, the cases for which an arrest was recorded in CACTIS yielded no available data for court-level variables. In addition, no arrest or court data were available for the case in which exploitation was involved. Initially this may have been considered a problem, yet further review indicated that while exploitation had occurred and was noted in the appropriate field in CACTIS (which falls under suspect data), ultimately no suspect was identified.

As noted, four cases consistently were identified in the court-level data. Because the data do not clearly delineate the processing of these cases, each one was individually reviewed. In the first case, an African American female, who was under 16 years old at the time of the victimization, was identified in the data as having a case proceed. The defendant attached to this case was identified as an African American male in his early 30s. A victim advocate and Assistant District Attorney were assigned and an indictment, for one count each of statutory rape, enticing a child for indecency purposes, and pandering, was generated midyear of 2007. Notes clearly indicated that the suspect was charged for soliciting a child to perform an act of prostitution. At the last review of the CACTIS data, a trial judge was assigned and court identified, but the disposition was not listed as complete. It was unclear from case logs/notes where the referral initiated.

A second case, which involved a 17-year-old African American female who was being seen, in part, for sexual abuse. She came to the attention of the demonstration project through a referral to the Georgia Center for Children, and ultimately yielded a referral to the CEASE program. The criminal disposition did not indicate that an offender was identified or an arrest made. However, information was provided about prosecution of a known suspect, an African American male in his mid-20s. The prosecutor's office filed for an indictment for unlawfully engaging in sexual intercourse with a youth and statutory rape; bond was granted. The defendant was released then detained again the following year. No resolution to the case was identified in the CACTIS data.

The third instance in which criminal case information was provided dealt with a 17-year-old African American female being seen for sexual abuse, witnessing violence, and other problems. This youth did disclose CSEC information and the case was flagged as high priority. Numerous "red flags" were present within the case file, with the youth identified as on runaway status for 18 months, and previously physically abused and sexually exploited. Notably, she also had been in DFCS and juvenile justice custody at some point in her life. While the criminal disposition again did not indicate identification or arrest of an offender, it did show that the prosecutor's office sought and received an indictment against the suspect, an African American male in his early 30s. An initial preliminary hearing was conducted the day after the suspect was detained/arrested. No bond was granted. A grand jury hearing was scheduled nine days after the arrest. No additional information was provided and the disposition was not noted as complete as of the last review of the file.

A final case had information present on a suspect identified, prosecuted, and sentenced. The youth was currently identified in the system as an 18-year-old female who was referred by the

APD Human Trafficking Unit. The youth was identified as a victim of CSEC, and law enforcement and court notes indicated that a case was being pursued. However, no suspect information in the current case was provided in the CACTIS data. The child was court-ordered into the CEASE program and was provided services through Angela's House. Case information provided on this youth was for an earlier case in which a defendant was charged and indicted with child molestation. The outcome was negotiated through a plea, which yielded a reduced charge of simple battery, and a 12-month suspended sentence. Notably, the Child Abuse Investigation Team (CAIT) reviewed this earlier case and the disposition was indicated as complete.

From the data provided in CACTIS, it is clear that some prosecutions are moving forward. However, the data are difficult to interpret throughout because of the vast amounts of data missing on certain variables. Specifically, it seems clear that suspect and arrest information is not being input at earlier stages of the criminal case, but that it is being in-filled at a later stage. The demonstration project would be better served if all agencies completed the data information to enable a better understanding of how to process these cases. Indeed, if one only looks to the suspect screens, it would not be evident that these four cases actually progressed. However, it is also possible that after a certain point in the trial process that case information was no longer being updated. Given the dates on the cases that provided no outcome information, but for which courtrooms were scheduled, it is suspect that the cases have not been completed. If there had been delays, and indeed there were not, it would be useful to see notation of these facts.

The lack of case information not only impacts knowledge of how these cases traverse the courts, but also identifying which agencies have been in prior contact with these youths and how. Without this knowledge, it is difficult to develop programming and demonstration project agency training that would better serve this victimized population. Specifically, while notes from other agency providers often indicate involvement of and referral to DFCS, information about relevant information in these data are simply not present. As well, truancy information and runaway status information are more likely to be found in case notes than in data points, which can be accessed through reports. This is a significant oversight given that the CEASE protocols and their training information highlight the following key risk factors for CSEC victimization: running away, truancy, and prior contact with criminal justice and human service agencies. It is through early identification that services can be put into place, but if agencies are not sharing information this becomes more difficult. The main purpose for developing CACTIS was to facilitate data sharing to enhance just such identification of potentially victimized youths. Without "buy-in" from key agencies this goal will be difficult to attain.

Plan C: Survey of Licensed Professionals

A total of 3,196 surveys were mailed to all licensed professionals across Fulton ($n = 1,340$), DeKalb ($n = 1,336$), and Gwinnett ($n = 520$) Counties. The number and percent of licensed professionals surveyed included 1,049 (32.8%) social workers, 956 (29.9%) psychologists, 913 (28.6%) professional counselors, and 278 (8.7%) marriage and family therapists. The return rate was 22.2% ($n = 697$). A total of 72 (2.3%) mental health professionals responded in the affirmative for providing services for children who had experienced CSE. Alternatively, 19.9 (n

= 636) responded in the negative for provision of services. The majority of mental health professionals, 77.8% ($n = 2, 488$), did not respond to the survey.

Combined results for the three counties suggest that of the respondents who reported providing services to CSE children, social workers were the largest group ($n = 37$ or 54%). Professional counselors were the second largest group ($n=23$ or 31.9%), followed by psychologists ($n=10$ or 13.9%), and only two marriage and family therapists.

Characteristics of Clients Referred for CSEC

Service providers identified the majority of CSE children for whom they provided services as heterosexual females (66.4%) and African American (58.4%). Table 15 provides a breakdown of the sexual orientation and race/ethnicity of CSEC referrals by county.

Table 15
Sexual Orientation and Race/Ethnicity of CSEC Referrals by County¹

	County		
	Fulton %	DeKalb %	Gwinnett %
Sexual orientation			
Heterosexual male	12.1	25.8	21
Heterosexual female	78.3	59	72
Gay/lesbian/bisexual/transgender male	6.6	10.5	3
Gay/lesbian/bisexual/transgender female	4.6	4.8	4
Race/ethnicity			
African American	61.8	61.6	33
Asian	0.3	0.3	12
Caucasian	36.5	38.5	49
Hispanic/Latina	6.9	1.4	6

¹ Percentages may not total to 100 due to respondents' reporting.

Referrals and Services by Licensed Professionals

Social workers.

Social workers constituted the largest percentage of respondents surveyed and the largest percentage providing services to the CSEC population. Examination of the referrals made to social workers by county indicates that Fulton County reported receiving an average of 61 referrals (range 2–480) annually and providing an average of 6.8 (range 1–12) services, including individual treatment, group treatment, family therapy, assessment/evaluation, vocational assessment, and vocational counseling. The average length of treatment for CSEC clients was 38.7 weeks (range 1–120 weeks). In DeKalb County social workers indicated an average of 25 referrals per year (range 1 to 124) and offered an average of 7 different types of services (range 2–18). The average treatment time was 25 weeks (range 4–72 weeks). In Gwinnett County social workers reported an average of 11.5 referrals per year (range 3–20), offered an average of 5 services (range 4–7), and treatment lasted an average of 48 weeks. Only one social worker in Fulton County and no social workers in Gwinnett County indicated they

were aware of CEASE training offered to professionals who may encounter CSE victims, and none had been trained. DeKalb County social workers appeared to have more information about the nature and extent of CSEC and they made specific recommendations about what they needed to help serve the population. Five of the social workers responding to the survey reported being aware of CEASE training opportunities and three reported receiving CEASE training.

Professional counselors.

Professional counselors comprised the second largest groups of respondents to the survey. Examination of the referrals made to professional counselors by county indicates that Fulton County received an average of 103 referrals (range 3–384) annually. Professional counselors provided 6 to 15 types of services, with a mean of 10 and provided on average 26.8 weeks of treatment (range 2–48) for this population. The most common services provided were individual treatment, group treatment, family therapy, assessment/evaluation, vocational assessment, and vocational counseling. In DeKalb County professional counselors reported receiving an average of 42 referrals a year (range 1–288), and providing an average of 25 weeks of treatment (range 5–96). In Gwinnett County professional counselors reported receiving an average of 130 referrals a year (range 20–240), and providing an average of 66 weeks of treatment (range 36–96). In Fulton County one professional counselor indicated awareness of CEASE training and one respondent indicated receiving CEASE training. In DeKalb County three professional counselors reported awareness of CEASE training and three reported receiving CEASE training. In Gwinnett County no professional counselors who responded to the survey reported being aware of CEASE training opportunities or receiving CEASE training.

Marriage and family therapists.

Marriage and family therapists in Fulton County and Gwinnett County did not report providing services for children who had experienced CSE. In DeKalb County only two marriage and family therapists responded in the affirmative to providing services for children who had experienced CSE, while 23 (20%) responded in the negative. Marriage and family therapists reported providing 8 to 14 types of services, with a mean of 11. One professional indicated receiving six referrals a year. Both professionals indicated providing 24 and 44 weeks of treatment.

Psychologists.

Only four psychologists in Fulton County responded providing services to CSE children. The four psychologists reported receiving an average of nine referrals a year (range 1–24), and providing an average of 37.7 weeks of treatment (range 5–96). Fulton County psychologists reported providing between 2 to 10 types of services, with a mean of 5.5. The most common services provided were individual treatment, group treatment, and family therapy. In DeKalb County five psychologists reported providing services to children who experience CSE. They provided 2 to 7 types of services, with a mean of 5. The most common services provided were individual treatment, group treatment, family therapy, assessment/evaluation, and educational assessment. They reported receiving an average of 52 referrals a year (range 1–150), and providing an average of 9 weeks of treatment (range 6–12). Only one psychologist in Gwinnett

County reported serving children who experienced CSE. He/she reported receiving six referrals a year and providing 12 weeks of treatment. None of the psychologists who responded to the survey indicated an awareness of CEASE training opportunities and none had received CEASE training.

Summary

Before providing a summary of our findings related to the nature and extent of CSEC, several caveats are necessary. To begin, it is important to note that our research team was unable to clearly assess the extent of CSEC in this community; the problems we faced in gauging the scope of CSEC victimization are common to research on this activity. Indeed, the previous study of CSEC in Atlanta (Priebe & Suhr, 2005) highlighted the very problems faced by the current research team, some of which are common to this research generally, and some of which are likely related to the political context found in Atlanta. Priebe and Suhr (2005) identified three sets of limitations faced when conducting their study: access to the population, low survey responses, and issues regarding jurisdiction.

In terms of accessing the population, Priebe and Suhr (2005) had a rather stringent time limit within which to conduct their study, which reduced their ability to find additional access points to the population. In addition, they highlighted the hidden nature of the CSEC population. Finally, they noted that service agencies tended to guard their information, not releasing pertinent data, because of confidentiality concerns. The research team did not face the same time limits as did Priebe and Suhr (2005); however, given the truly hidden nature of this population, it is difficult to ascertain how long it would take to develop the trust necessary to access these youths and determine their life circumstances. Concerns of confidentiality were also consistently raised in our efforts to gain access to information about this affected population. While CEASE personnel shared data from CACTIS, it was much more difficult to gain information from the police or the courts. Information ultimately obtained by the research team was received through other requests, not those directly made to the units primarily responsible for CSEC cases. Indeed, the officer in the Child Exploitation Unit whom we interviewed was very hesitant to provide us with any data, even given our grant affiliation. What was surprising was not so much agency's hesitance at providing individual level data, but rather their unwillingness to share aggregate level data on the scope of the problem as identified by their agency.

Priebe and Suhr (2005) also indicated low survey responses from agency personnel, speculating that agencies may fear of legal consequences in providing information as well as concerns about budget restraints, personnel shortages, and CSEC not fitting within the services they offer. These problems likely impacted the research as well, particularly to the degree that information was requested from agencies. Specifically, several personnel indicated that they faced a catch-22 situation related to budgets and personnel: They recognized the need to adequately identify the scope of CSEC, but did not have the personnel or time to do so. As noted by several police officers, CSEC cases require much time and effort; victims do not readily self-identify and much investigation is needed to prompt admissions to this type of victimization. This is difficult to achieve in times of budget cuts and increasing rates of other crimes. The same problems were also found in social service agency responses.

Finally, Priebe and Suhr (2005) identified issues of jurisdiction as impacting their ability to obtain data; specifically within rifts between federal, state, and local responders. In addition, they recognized a lack of housing or safe havens for CSE victims as problematic when attempting to gather such data. The research team also encountered these same issues. Clearly demonstrated in the findings reported herein are some of the jurisdictional issues. Throughout discussions with professionals, specifically with police agencies and the courts, it became clear that while the agencies do sometimes work together (such as on task forces), more often they are operating in separate silos and not sharing information. As a result, it is difficult to assess if cases being reported by one agency are also being identified by another. This is common to criminal justice research when there are cross-level responders.

More specific to this topic, and particular to the Atlanta-Fulton County context, is the lack of a safe haven for victims of CSEC. Indeed, the lack of housing for homeless youth in general, and CSE youth in particular, is a problem. When conducting this research, it is necessary for researchers to provide referral information upon request by victimized youths, although when no safe places are available, it becomes difficult to conduct such research given both ethical obligations and IRB requirements. The lack of a safe place further inhibits research as fewer networks exist through which researchers can access the greater population.

Added to these problems, as identified by Priebe and Suhr (2005), were requirements this team faced in processing an agreeable research protocol through the IRB. In particular, the IRB was concerned about the research team's ability to provide service referrals to youths if we conducted street-level interviews. Because Atlanta has few resources, particularly for homeless youths, the research team's ability to gain access to street youths in this community was severely (but not inappropriately) limited. Research efforts that are not constrained by IRB criteria may be able to gain access in ways that a university-based team cannot.

Due to the constraints faced with the original plan of access, the research plan was modified, with one approach developed to access youths through responding agencies, particularly those associated with the demonstration project. It was acknowledged there were problems with this approach. In particular, as Klain (1999) notes, the youths in contact with service providers likely reflects only a small segment of the CSEC population. Given this, the data gathered from these sources cannot be used to draw conclusions about the greater population of youths who have not been in contact with these agencies. Given the hidden nature of this crime, it is possible, and perhaps probable, that CSEC victims who have not come to the attention of service and/or criminal justice providers and agencies are not like those who have garnered attention and services.

Further caution is warranted about generalizing the findings as the narrower definition of CSE employed by the demonstration project may have shaped some of the findings. Specifically, NIJ and OJJDP personnel indicated in early meetings with demonstration project agencies that the definition of CSEC could be quite broad, including a range of offenses beyond prostituting children (e.g., child pornography, enticement of minors, and human trafficking). However, the demonstration project's working definition of CSEC was much narrower, with programs focusing on the prostitution of young girls on the streets of Atlanta. Because most of the agencies approached to obtain aggregate level data were affiliated with the demonstration

project, the definitional aspect clearly impacted their responses and hence the data that was obtained. Specifically, none of the data provided information beyond the narrow definition being utilized by the demonstration project. As with the issues faced by any researcher in analyzing a hidden population, this definitional problem also was not ours alone. Indeed, Whitcomb and Eastin (1998) clearly describe how this definitional issue reduces the ability of researchers to acquire a reliable estimate of youth prostitution as related to CSEC.

Given these warnings about the data, several conclusions can still be drawn. The population of CSEC victims being served by demonstration project agencies was young, between the ages of 12 and 19 (averaging 14–15 years), African American, and female. The age range of these victims is quite broad, and there is some disagreement about whether the CSE victims are getting younger as time goes on. While anecdotal evidence was provided by some professionals supporting this claim, the data did not indicate that younger youths are being victimized. Finally, it appears that most victims in school, unsurprisingly, are in 7th to 10th grades. Many are dropouts and some are pursuing their education after CSE involvement through obtaining a GED.

Numerous risk factors have been identified in the emerging literature on CSEC, including child abuse in the home (Albanese, 2007), relationships with older people, absences from school (Cusick, 2002), conflicts at home, parental neglect, physical/sexual abuse, homelessness, poverty, unstable housing situations, educational failures, running away, and external problems (Priebe & Suhr, 2005). The research team's data indicate that these risk factors are also at play in Atlanta. Specifically, the different sources of data highlight the following risk factors: conflicts at home, prior sexual abuse, running away/reported missing, prior contact with criminal justice agencies, financial need, and dropping out of school. Notably, drug use was absent from most of these data and from conversations with homeless youth and the two girls from Angela's House.

In addition, these data do not point to a single entry point into CSE. Some of the data indicated that girls became involved with CSE through presumed relationships with "boyfriends," while others implicated family members—generally a stepparent, parent's boyfriend, or other family member. Interviews with victimized youths also indicated that they became involved in CSE mostly for support while living away from home (as runaways) and their involvements were sometimes mediated by pimps, yet pimps were not always involved.²⁶

The final concern was the question of what happens to youths identified as CSE victims in Atlanta. Briefly, these data indicate that prior examinations of the Atlanta response characterized agencies, and criminal justice agencies in particular, as criminalizing the victims and responding to them accordingly (Priebe & Suhr, 2005). Our data are not as critical of the personnel in these agencies. Specifically, interviews with youths arrested for prostitution indicated that APD officers treated them with respect and concern upon arrest. In addition, judges commented that both officers and attorneys used more respectful language when referencing these youths than they did even three to five years ago. Indeed, numerous criminal

²⁶ Other research is better consulted to determine the process through which vulnerable victims become involved and indoctrinated into the CSEC setting; examining the process of involvement was beyond the scope of our research question and what the data could provide.

justice professionals were pleased that the city and county appeared to have turned the corner—viewing these girls as victims rather than offenders.

While agency personnel seem to have changed their approach toward CSE victims, resources to treat and identify CSE victims are stretched thin and additional resources to do not appear to be forthcoming. Priebe and Suhr (2005) indicated that girls already in the system are often not adequately screened for CSE; comments from professionals and youths generally indicate this is true. Furthermore, the lack of resources, particularly for placement of youths who are arrested for prostitution, plague agency personnel who want to respond to them as victims rather than offenders. Sentences for prostitution arrests often result in commitment to a state agency. Many police departments offer non-punitive measures to divert these youths to social services, juvenile authorities, and to parents. Some note, however, that in particular situations arrest is the only leverage they have to assist the youth and obtain services. In these cases, an arrest may invoke the juvenile or family court to facilitate services and get the youth off the streets.

Finally, and perhaps most importantly, Priebe and Suhr's (2005) criticism in their review of the CSEC problem in Atlanta identified a "lack of systemic reporting" and monitoring of how many youths are CSE victims. While CACTIS was, in part, designed to assist agencies in improving their ability to identify and track CSEC cases, and while MOUs are in place to ensure that it is used for this purpose, the system's inconsistent use by the demonstration project agencies precludes its success in this mission. This is compounded by the demonstration project's limited definition in developing a response to CSEC. As a result, we are left revisiting Priebe and Suhr's (2005, p. 34) conclusion that "it is impossible to quantify the number of girls who are being sexually exploited in Atlanta."

PART II. PROCESS EVALUATION OF CSEC DEMONSTRATION PROJECT IN ATLANTA-FULTON COUNTY

A process evaluation serves to illuminate the “black box” of program or policy operations by providing information on how a program or policy was conceptualized, implemented, and revised (Harachi, Abbott, Catalano, & Fleming, 1999; Rossi, Freeman, & Lipsey, 1999; Scheirer, 1994; and Wholey, Hatry, & Newcomer, 1994). The purpose of a process evaluation²⁷ is twofold: to document and analyze the early development and implementation of a program and to assess whether implementation occurred as planned and actual program goals were accomplished (Bureau of Justice Assistance, 1997). This evaluation strategy reduces the likelihood of mistakenly assuming that a program was implemented as planned and enables identification of specific components that were implemented poorly or not at all (Helitzer, Yoon, Wallerstein, & Garcia-Velarde, 2000). Further, if the long-term goal is to replicate the program or policy in another setting, process evaluations provide the detailed information to do so. Whereas the elements may vary depending upon the complexity of program or initiative being reviewed, a process evaluation typically contains the following information: (a) description of the program environment or context; (b) description of the process used to design and implement the program; (c) description of program operations, including changes from its planned operations; (d) identification and descriptions of intervening events that may have affected implementation of the program and its subsequent outcomes; and (e) documentation of meeting minutes, reports, memorandums, newsletters, and forms (Krisberg, 1980).

The onset of the process evaluation occurred after the commercial sexual exploitation of children (CSEC) demonstration project had been operating for two years. Thus, understanding of both the historical development of the demonstration project’s efforts in Atlanta-Fulton County and the operation and functioning of the demonstration project included the review of the following: (a) media artifacts, including newspaper articles in the leading regional newspaper, the *Atlanta Journal Constitution* (AJC), from years 1995 through 2005; (b) agency records provided by the Demonstration project director, which operated through the Juvenile Justice Fund (JJF), from October 2002 to the process evaluation start date of January 2007; (c) technical reports of Fox Valley Technical College (FVTC), an organization that provided technical assistance to the Atlanta community in partnership with the Office of Juvenile Justice and Delinquency Prevention (OJJDP); and (d) all pertinent secondary data, including meeting minutes related to the demonstration project’s efforts provided by JJF, semiannual reports submitted to OJJDP by the demonstration project’s coordinator, the Atlanta/Fulton County CSEC protocol, Child Abuse Case Tracking Information System (CACTIS) (e.g., forensic interviews with youth identified as high-risk or high-priority CSE cases), and Center to End Adolescent Sexual Exploitation (CEASE) case reviews/records.

²⁷ We intended to engage in a formative process evaluation based on empowerment model principles. However, our strategy was modified due to two factors. First, formative process evaluation is used to generate information that can be used by program decision makers themselves to both refine and improve the implementation of a program on an ongoing basis and at an early stage (www.apfru.ac.nz/services/services/eval3.htm). Funding for the evaluation was not awarded until July 1, 2006, and by this point, the demonstration project had been operating for two of its three years of funding. In the final year of its operation, the executive cabinet (key decision makers) met only three times and ceased meeting entirely in February 2007. Thus, we modified our scope of work to engage in a strictly process evaluation of the demonstration project.

The research team also collected primary data in several ways. First, individual extensive interviews were audiotaped and transcribed with all agencies actively involved in the demonstration project, including the juvenile courts and probation, Metro Regional Youth Detention Center (a youth detention facility located in Atlanta), Georgia Center for Children, Fulton County Children’s Advocacy Center, Division of Family and Children Services, Atlanta and Fulton County Police Departments, CEASE, Fulton County Mental Health, Fulton County District Attorney’s Office, Victim Witness Program, Atlanta and Fulton County public schools, and Hughes Spalding Children’s Hospital. Interviews also were conducted with key groups: formative members of the demonstration project most actively engaged, representatives of FVTC, and guardians and youth who received services from the demonstration project. Second, there was observation of meetings held to support the demonstration project, including two meetings of the Executive Cabinet (September 26, 2006, and October 30, 2006); biweekly, four-hour CAIT meetings; and several meetings of the subcommittees developing the CSEC protocol. Third, surveys were administered to members of the Executive Cabinet and Child Abuse Investigation Team (CAIT) to get “point in time” perspectives on the functioning of the demonstration project. Fourth, a focus group was held with girls residing at Angela’s House.

Environment and Context of Demonstration Project

OJJDP funded two separate awards to support Atlanta-Fulton County’s efforts in addressing commercial sexual exploitation of children. The first award was a 9-month planning grant (2003-JN-FXK-101), effective October 2002 to December 2003,²⁸ and the second award was under the FY2004 OJJDP Discretionary Continuation Programs—Child Protection (2004-50170-GA-MC) for \$250,000 annually for five years (starting March 1, 2004).²⁹ Each award was made to the JJF, a nonprofit 501(c)3 organization, whose mission is to identify programs and collaborations, and to facilitate the development of resources, to impact the lives of youth and their families seen by the Fulton County Juvenile Court. As described in the Solicitation for Proposals: Evaluation of OJJDP’s Commercial Sexual Exploitation of Children Demonstration Program in Atlanta-Fulton County (November 29, 2005), the demonstration project in Atlanta-Fulton County focused on the collaborative activities of various government agencies, nonprofits, faith-based organizations, and individuals from two counties (Fulton and DeKalb) who met on a regular basis to coordinate their efforts and to exchange information on sexual exploitation of children.

OJJDP chose to fund the Atlanta-Fulton County demonstration project through the JJF because of its existing mission, including the efforts of CEASE. Members of the community in Atlanta-Fulton County had extensive involvement with the issue of CSEC several years prior to the original funding award by OJJDP in 2002. The early efforts of the community to address CSEC are presented below.

²⁸ Due to delays in funding award, the official start date was January 1, 2003.

²⁹ Funding was discontinued in December 2007.

Historical Development of the Response to Commercial Sexual Exploitation of Children in Atlanta-Fulton County

Limited reference to the exploitation of children appeared in the *Atlanta Journal Constitution* (AJC) prior to 2002. In 1999 the AJC highlighted the efforts of antidrug and antiprostitution patrols in the city's red-light district that resulted in impounding vehicles owned by would-be johns and the protest in front of a restaurant, Chocolate City, known for serving as a venue for prostitution (Reid, 1999). The restaurant owner was arrested and charged with 13 counts of pimping, keeping a place of prostitution, and maintaining a disorderly house. Police also arrested 13 women and charged them with prostitution at this establishment. None of the 13 women would testify against the business owner and subsequently all pimping charges were dropped. Throughout the remainder of 1999 there were at least nine additional articles that highlighted cases of child molestation that involved persons in positions of trust, such as police officers or deacons. The early media reports on the nature of sexual exploitation of children left an imprint on the perception of CSEC in the Atlanta community; largely that it was an outgrowth of economic disadvantage that plagued several geographic areas within inner-city Atlanta (Boxill & Richardson, 2005).

One article appearing in 1999 highlighted a 37-year-old mother of three who was charged with keeping a place of prostitution, pimping, pandering, drug possession, two counts of cruelty to children, two counts of child molestation, and three counts of contributing to delinquency of a minor (Bixler, 1999). In April 1999 a Fulton County grand jury indicted a 24-year-old man on charges of rape, statutory rape, child molestation, kidnapping, impersonating a public officer, false imprisonment, enticing a child for indecent purposes, aggravated sexual battery, and aggravated sodomy (Croft, 1999). The defendant, assisted by two accomplices, lured girls from MARTA stations and took them to local motels where they were raped and used as prostitutes. Two victims were identified, aged 13 and 14. This defendant was later sentenced to 25 years plus life (Plummer, 2000). One particularly disturbing case involved a mother sentenced to 12 years in prison for accepting \$40 from a man in exchange for allowing him to molest her 3-year-old daughter (Woman gets 12 years, 1999).

However, two additional cases highlight the exploitation of girls by strangers. In July 1999 police arrested 16 men and boys between the ages of 15–48 on child molestation charges for having sex with two runaway girls (ages 12 and 14). The men invited friends to have sex with the girls, moving them from homes and hotels over a period of days (Ellis, 1999). A final article in 1999 highlighted the conviction of a 23-year-old East Point man on one count of battery, one of statutory rape, three counts of contributing to the delinquency of a minor through prostitution, and three counts of interference with the custody of a minor for putting three 15-year-old girls into prostitution (Warner, 1999).

Identifying the beginning of the Atlanta-Fulton County community's efforts to address child prostitution is difficult. Some agency records suggest that as early as 1997 Court Appointed Special Advocates (CASA) met with former Fulton County Chief Judge Hatchett to discuss the problem. In 1998 Judge Hatchett and CASA staff, including Alesia Adams, met with Fulton County District Attorney Paul Howard. In 1999 a new Fulton County Chief Judge, Jones,

continued to seek support from the District Attorney's Office. It was reported that the District Attorney encouraged that grassroots support from the community be garnered.

Several sources note that in mid-1999, Fulton County Juvenile Court Judge Hickson was concerned by the increased trend of child prostitution among the cases entering her court (Boxill & Richardson, 2005). Judge Hickson, along with Deborah Richardson, director of programs for Juvenile Court, met with Fulton County Commissioner Nancy . Boxill to inform her of the problem of young girls being prostituted. After this initial meeting, Nancy Boxill, Stephanie . Davis (executive director of the Atlanta Women's Foundation), Susan . May (long-time community advocate), Judge Hickson, and Deborah Richardson set three goals: inform other women in Atlanta about the problem of children being prostituted; change the pandering law from a misdemeanor to a felony; and raise money to provide an appropriate treatment facility for girls as an alternative to detention (Boxill & Richardson, 2005). Interviews with one formative member (personal communication, January 30, 2007) confirmed this chain of events, and further indicated that the women were very interested in identifying an issue affecting girls that the community could unite around; child prostitution became that issue.

In further efforts to address the problem, in September 1999 the Fulton County Court convened the Coalition to Address Child Prostitution (later renamed the Coalition to End Child Prostitution, and then eventually developed into the Coalition to End Adolescent Sexual Exploitation). The coalition was comprised of members of law enforcement, community-based service providers, child advocates, and community leaders (specifically, CASA, juvenile court, Atlanta Police Department's Child Exploitation Unit, U.S. Department of Justice, District Attorney's Office, and select political leaders). From its initial meeting the coalition formed three committees to work on advocacy, treatment, and policy and legislation to address sexual exploitation. The coalition would continue to operate for two years to raise awareness; initiate legislation making pimping and pandering of children a felony; advocate for state allocation of resources for services addressing needs of population; and raise additional private funding for the development of a safe house for sexually exploited girls, named Angela's House.

In a letter to the editor (Hickson, 2000), Judge Hickson shared her experiences from the bench and noted that the numbers of girls involved in prostitution were increasing at an alarming rate. "My colleagues at the Fulton County Juvenile Court and I see an average of a dozen girls per month who are involved in prostitution. I became aware of this disturbing trend when I became a judge in May 1999." In this letter she outlined the pathway of the girls to her court, noting that most were not brought in on prostitution charges, but rather for status offenses, such as curfew violations, loitering, possession of alcohol by a minor, or as victims of child neglect or abuse. She identified recurring themes in the girls' lives: recruited by older men from the Five Points MARTA station or Metropolitan Parkway; provided fake IDs that allowed them to dance in local strip clubs; and taken to hotels and detained to perform sex with men. She encouraged citizens to be outraged, to support efforts of the Fulton County CASA in addressing this issue, and to attend community forum meetings.

The Coalition to End Adolescent Sexual Exploitation, fostered by the JJF and the Fulton County Juvenile Court, led efforts to raise public awareness and to develop a community-wide collaboration, including efforts to enhance the penalties for pimping of minors. Alesia Adams, an

employee with the Fulton County Juvenile Court, started Victims of Prostitution Program in July 2000. This program was sponsored in part by the Governor's Children and Youth Coordinating Council (Haines, 2001) and the Atlanta Women's Foundation. The Victims of Prostitution Program later became encapsulated with Center to End Adolescent Sexual Exploitation, and provided services for girls involved in the juvenile court process who had been involved in prostitution. CEASE was created (a) to increase community awareness through workshops and training sessions for the general public and specialized training for child care professionals; (b) provide initial screening and referral to special services; and (c) operate an after-school prevention and intervention program at Woodland Middle School.

In fall 2000 Jane Hansen, staff writer for the AJC, was contacted by a CASA board member and told that there was a problem with children being prostituted in Atlanta (formative member 1, personal communication, February 6, 2007). She met with representatives from juvenile probation, CASA, and juvenile court. On November 12, 2000, Hansen authored an article highlighting the experiences of a 13-year-old girl and her aunt (Hansen, 2000a). The aunt described her niece's pattern of running away, missing school, and increasingly combative behavior as she entered into the world of prostitution. The aunt also described her futile efforts to get assistance from police. Judges Hatchett and Jones tried to encourage the District Attorney Howard, to aggressively prosecute known pimps who were soliciting the young girls. Howard claims to have followed up on several cases, but found the girls identified by the juvenile court reluctant to provide information on their victimization experiences. Howard indicated his intent to start a task force involving Judge Hickson, the police, and others to get a clearer picture of the extent of child prostitution in Atlanta.

On November 30, 2000, the Fulton County Board of Commissioners, Atlanta Women's Foundation, and Fulton County Juvenile Court sponsored a two-hour summit entitled, "Exposing Georgia's Dirty Secret." The AJC reported that about 65 women and a few men attended the summit (Hansen, 2000b). An editorial in the AJC called for new laws that would elevate pimping of children under the age of 18 to a felony and dictate incarceration up to 20 years for pimping or soliciting a minor, depending on the age of the child ("Pimps who prey on kids," 2000). Under current Georgia law at that time, pimps of children were often charged with misdemeanors, whereas the victimized youth were taken into custody as runaways and held in juvenile detention. The editorial argued for alternatives to detention, such as residential programs emphasizing counseling and education for victims.

Hansen continued her investigation into the sexual exploitation of children, culminating in a three-part special series published in early 2001. In preparation for the article, Hansen concluded that most of media coverage to date had been on international communities and little had addressed the "home-grown" problem. She also insisted that she be able to talk directly with the victims and not learn of their experiences through a third party. At first, the representatives of the juvenile court with access to the girls refused, but later they agreed to permit her access. Two factors guided her approach to the story: it was important to identify a person that people would care about and to find the youngest child victim possible (personal communication, formative member 1, February 6, 2007). She met with Judge Hickson, who shared with her the experiences of two sisters, aged 10 and 11. Hansen's investigation culminated in a series of

features in the AJC entitled, “Selling Atlanta’s Children.”³⁰ The series, appearing January 7–9, 2001, highlighted the experiences of child victims of prostitution.

The first article in the series described the court appearance of a 10-year-old victim of child prostitution in shackles and navy jumpsuit (Hansen, 2001a). Noting no reliable statistics on the numbers of children charged with prostitution, Hansen reported that a total of 401 adult women were incarcerated in Georgia prisons for prostitution since 1972, but not a single individual was serving time for pimping. The feature also explored the reasons girls became prostitutes, citing that many ran away from abusive homes or were abandoned by drug-addicted parents. Pimps flattered young girls, bought new clothes, and, in some instances, provided drugs for them. Girls often regarded their pimps as boyfriends and did not view the relationship as an abusive one. Last, the article portrayed pimps as prostitution’s middlemen and argued that they were rarely sanctioned for their role. Police noted that making cases against pimps was difficult, as prostitutes generally refused to testify against them, and the courts often let them off with little punishment. Rap sheets of three pimps were included as evidence of the lax punishment imposed by the courts, even after repeated charges and convictions for pimping.

The AJC also commissioned a national survey of juvenile court judges (Hansen, 2001b), which asked a series of questions about the number of minors involved in prostitution in their community: if police were charging children with prostitution; how many child prostitutes were appearing in their courtrooms; and if their community had services for underage prostitutes. About one third of the judges surveyed indicated underage prostitution was a growing problem, that they had witnessed an increase in the number of children in the past five years, and that the children involved in prostitution were getting younger. Awareness of the limited options available for juvenile court judges who reported increasing numbers of children involved in prostitution and disclosure that judges often resorted to placing children involved in prostitution into juvenile detention, led to calls for the development of treatment options for such youth outside the juvenile justice system. The article also addressed what other jurisdictions were doing to address child prostitution, in particular treatment interventions with victims. It noted that Atlanta City Councilman Derrick Boazman supported the revocation of licenses of both strip clubs and hotels that knowingly permitted prostitution of children on their premises.

The three-part series concluded with articles focusing on pimps exploiting minors using chat lines (Hansen, 2001c). This feature highlighted the case of a 12-year-old girl, Shamila, who first ran away from home after becoming a regular user of a chat line. Richard Sheats, from the U.S. Attorney’s Office in Atlanta, reported that more than two dozen underage girls were missing and believed involved in prostitution and 80% of the underage girls were involved in chat lines prior to running away.³¹

³⁰ This featured series later received the state’s top news story in the annual Georgia Associated Press awards.

³¹ The case involving Shamila evolves and is reported on over the next several months. After the initial appearance of the article in January 2001, Shamila is found and returned home, but later runs away. On May 2, 2001, the AJC notes that she was scheduled to testify in Las Vegas against her pimp, Allan Charles James, a former bouncer at the Club Nikki. He paid her way to Las Vegas, where on April 16, 2001, a Las Vegas police officer found her at the Greyhound bus stop (“Start treatment,” 2001). Upon her return from Las Vegas to Atlanta, efforts were made to get Shamila placed in a youth detention center to prevent her from running away again. Sheats, a community resource officer with the U.S. Attorney’s Office, was unable to get her placed, and Shamila’s mother gave written permission for Sheats to keep her for the weekend at his home. Shamila ran from Sheats’ home and was arrested in College Park. Shamila alleged that while staying with Sheats he sexually assaulted her. Sheats resigned his position (Whitt, 2001). No further information on this case appears in the AJC.

In January 2001 two editorials highlighted the issue of child prostitution in Atlanta. Cynthia Tucker (2001) encouraged the community to consider mentoring youth and to volunteer for the Coalition to Stop Child Prostitution, the coalition formed through effort of the JJF in mid-1999. In addition, on January 18, 2001, the editorial board highlighted their support for two pieces of legislation in the Georgia Senate that would increase the penalties for pimping children. State Senator Vincent Fort (D-Atlanta), proposed that anyone convicted of pimping or pandering a child under 18 years old would serve 5–20 years in prison, depending upon the age of the child (i.e., the younger the child the longer the incarceration). Senator George Hecht (D–Jonesboro) proposed that anyone convicted of pimping a child would forfeit his car to the state. The editorial also encouraged lawmakers for fund alternatives to detention for youth victimized through prostitution (“Crack down,” 2001).

The Coalition to End Child Prostitution engaged in a series of efforts targeted at getting legislative action on the two proposed bills aimed at enhancing the criminal penalties for involvement in sexual exploitation of children. They encouraged interested parties to participate in the following: a lobby day (January 25, 2001) at the state capitol; a rally (January 31, 2001) on the steps of the capitol; a lobby with the members of the Senate Judiciary Committee (February 1, 2001); a candlelight vigil at Ebenezer Baptist Church; and a lobby day (February 13, 2001) at the state capitol.

On March 31, 2001, an emergency citywide summit was held at Atlanta Metropolitan College on Metropolitan Parkway, believed by many to be ground zero for most of the prostitution that occurs in Atlanta. The summit was cosponsored by the Mayor’s Office of Community Affairs, Fulton County District Attorney’s Office, United Youth-Adult Conference II, and City Councilman Boazman. Approximately 350 interested community members came to discuss the issue of children’s involvement in prostitution. Ati Cushmeer-Muhammed of the Coalition to End Child Prostitution noted that 5–6 child prostitutes entered Fulton County Juvenile Court each week (Gentry, 2001). Judge Hickson noted that she saw 30–40 cases of child prostitution per month in juvenile court.

Federal Law Enforcement Efforts

In addition to efforts at the local level, federal law enforcement agencies were involved in the investigation of child prostitution in Atlanta (Hansen, 2001d). In a sweep orchestrated by the U.S. Attorney’s Office in Atlanta, the FBI and Atlanta police arrested 11 alleged pimps and 4 others involved in a child prostitution ring. Defendants were charged with more than 200 counts of federal crimes, including racketeering, conspiracy, kidnapping, and interstate transportation of minors for prostitution. In the indictment 31 underage girls were identified as victims. This was reported as the first child prostitution case in the nation to be prosecuted under federal racketeering laws (Hansen & Torpy, 2001). If convicted, defendants faced maximum sentences of more than 20 years in federal prison or in some cases life in prison. The indictment also called for forfeiture of \$14 million in assets.

The testimony at the trial revealed an uncommon glimpse into the lives of pimps and those they exploited (Hansen, 2001e). The pimps' organization is likened to that of drug dealers. Rules exist and videos teach the rules to young girls. An Atlanta police vice detective likens the control that pimps have over the girls to brainwashing. Girls are not allowed to look another pimp in the eyes; if a prostitute serves another pimp, the original pimp must be paid money; ownership of a girl may be displayed through tattoos. Pimps also resort to violence to control the girls. Videos, two commercially and about a dozen homemade, show the pimps' lifestyles, as well as their view of prostitutes. In demonstrating the hierarchy of the pimp organization, prosecutors relied upon testimony of the "bottom female," the female that handles most of the pimp's business. The pimps describe that they recruit girls who have been sexually abused. According to the indictment (as cited in Crevar, 2001):

Members of the enterprise, acting as "pimps," would solicit, entice, and forcibly kidnap juvenile females from various locations, including but not limited to: middle schools, public transportation, and strip clubs, as well as by recruitment from chat lines and through other juvenile female prostitutes.... "Pimps" would use "breaker" to coerce the juvenile females into work as prostitutes; the "breakers" would break down the juvenile female's will, by pistol-whipping her, drugging her, and having her repeatedly gang-raped.

In September 2001 more than half of the defendants (8 of the 15) pleaded guilty to using interstate commerce to promote a child prostitution business in Atlanta. Seven of the eight agreed to prison sentences of at least five years followed by three years on probation. One defendant pled guilty to a felony gun charge that required seven years in prison (Hansen, 2001g). Trial opened January 18, 2002, and seven days of testimony followed (Rankin, 2002a). The AJC closely followed the trial with nine articles appearing from the start of the trial to its verdict on February 8.³² Fourteen teenage prostitutes and four pimps testified against the defendants. On February 8, 2002, after two days of deliberations the jury returned guilty verdicts against pimps under the federal RICO Act. Both pimps faced likely sentences of 20 years in prison (Rankin, 2002d). The AJC editorial board followed up with the headline, "Pimps' Convictions Mark Major Victory for Victims." In July 2002 the two convicted pimps, A. Moore and C. Pipkins, were sentenced to 40 years and 30 years in the federal penitentiary, respectively (Hansen, 2002).

A separate state case, involving A. Moore, served to further reinforce the belief that abduction and coercion play a role in the nature of CSEC in Atlanta. This case involved a female victim, age 12, and first appeared in the AJC in February 2001 (Visser, 2001a). The girl testified at the trial of two defendants, Moore and Davis, charged with statutory rape, false imprisonment, and aggravated assault. Her parents had discovered that their daughter was having sexual intercourse with the defendant, Davis, and they swore out a warrant for his arrest. Davis contacted the girl and arranged for the codefendant (Moore) to pick her up. After she was obtained, the two

³² Cook, R. (2001). Pimping trial: Selling dreams helps lure girls, defendant says. *Atlanta Journal Constitution*, p. 1B; Rankin, B. (2002a). Women tell court of teen prostitution. *Atlanta Journal Constitution*, p. 6C; Cook, R. (2002a). Pimps, girls tell court how rivals cooperate. *Atlanta Journal Constitution*, p. 7D; Cook, R. (2002b). Judge in pimping trial: Case "not a simple thing." *Atlanta Journal Constitution*, p. 8D; Rankin, B. (2002b). Pimping trial: Judge may permit racketeering charges. *Atlanta Journal Constitution*, p. 3H; Barnes turns back on sex victims. (2002). *Atlanta Journal Constitution*, p. 11A; Tucker, C. (2002). Pimping trial: Young sex victims forgotten again *Atlanta Journal Constitution*, p. 14A; Rankin, B. (2002c). Jurors begin deliberating on pimping allegations; "They're not a gang," defense lawyers argue. *Atlanta Journal Constitution*, p. 2B.

defendants tied her up and threatened to kill her. She was forced to have sex with a man for \$60. Fortunately, a family search party saw the girl in a vehicle and took her. Moore was later convicted of pimping and statutory rape and faced a potential 20-year prison sentence, while Davis was acquitted. Police were criticized in this case, as the defendant Moore also served as police informant on several murder cases and it is charged that police may have not investigated the girl's allegations fully in efforts to protect him (Visser, 2001b). Moore was sentenced in state court to 15 years and fined \$20,000. Moore also was indicted and convicted in the federal racketeering case mentioned above. He was serving a 5-year sentence in federal prison at the time the state sentence was announced.

The Coalition to End Adolescent Sexual Exploitation is credited with the following accomplishments: (a) passage of legislation (Senate Bill 33) making pimping and pandering of a minor a felony (March 2001); (b) raising over \$1 million to open Angela's House, the first safe house for sexually exploited girls in the Southeastern United States; (c) creation of CEASE, which provides advocacy, education, and training; (d) cooperation with U.S. Attorney's office leading to the conviction of 14 pimps operating in the community (Boxill, Hickson, & Richardson, 2001).

Shelter and Safety for Victimized Youth in Atlanta-Fulton County

Underlying how to address child prostitution was the fundamental issue of how to obtain shelter for youth victimized by prostitution that provided security and safety, but that would not be viewed as punitive. The metro Atlanta area, and the state as a whole, was and to date is, in need of emergency shelter for unaccompanied youth (youth not in contact with a parent or guardian). As the issue of child prostitution was gaining attention in the media, the plight of the Fulton County's emergency shelter for girls was also being spotlighted (Hansen, 2001f). As reported by the AJC, Fulton and DeKalb Counties were the only two counties in the state of Georgia to fund emergency shelters for children; all other children's shelters were privately funded. The conditions and locations of the Fulton County shelters (in the heart of Metropolitan Parkway) eased and fostered the recruitment of girls into prostitution (Hansen, 2001f). The girls' shelter was overcrowded and according to reports, pimps were able to enter the campus, girls were able to leave, engage in prostitution, and return to the campus. The Fulton County Division of Family and Children Services (DFCS), the agency responsible for operation of the children's shelters reported 445 runaways from the Oak Hill shelter in 2000. On May 23, 2001, State Child Advocate, Dee. Simms, issued a report that the state's largest emergency shelter for abused and neglected children was substandard and unfit for children who lived there and was staffed by inadequately trained personnel, some with criminal records. She recommended it be renovated and then offered for contract to a private vendor that could employ more professionally trained staff. The Fulton County shelters were closed on December 27, 2002, and the DeKalb County shelter closed on February 14, 2003 (Children's Rights, 2005).

Investigations of child abuse and neglect are the primary responsibility of the state Department of Human Resources, Division of Family and Children Services. The effort to assure child protection is decentralized, with the state division overseeing offices throughout the 159 counties in Georgia. County DFCS offices employ caseworkers whose entry-level positions are low paying, carrying high caseloads, providing little training, and requiring little specialized

education. The nature of the work, coupled with the environment, often results in high turnovers of staff; statewide turnover rates among child welfare workers were as high as 39% (Judd, 2000). Efforts to assure protection of children have been further complicated by the turnover in senior leadership at both the state and county levels. Since 1996 there have been four different commissioners of Department of Human Resources (Schneider, 2004); six different directors of state DFCS (Schneider, 2008); and six different directors of Fulton County DFCS (Schneider, 2007).

In June 2002 the DFCS offices in Fulton and DeKalb Counties were the subject of a federal civil rights class-action suit filed on behalf of nearly 3,000 children in state foster care by Children's Rights Inc. In July 2005 in the settlement of *Kenny A. v. Perdue*, Georgia agreed to achieve improved outcomes for children in 31 areas of service including the following:

- Prompt, thorough investigation of child abuse
- Preventing maltreatment of foster children
- Ensuring quality services
- Mandatory worker visits
- Keeping siblings together
- Stable foster homes
- Caseworker continuity
- Quickly finding permanent homes
- Timely search for relatives

It is within this context that the agencies addressing CSEC currently operate.

Shelter for CSEC Youth

In July 2000 a fund-raising initiative was developed through the Atlanta Women's Foundation (Angela's Fund) to raise \$1 million for emergency and long-term housing and services for girls victimized by sexual exploitation. In March 2001 an anonymous person donated a home in southwest Atlanta to be used as a shelter. In July 2001 the Fulton County Planning Commission approved zoning of an emergency shelter in south Fulton County where the donated home was located. On November 29, 2001, Angela's House opened. Angela's House, initially administered and operated by the Atlanta Women's Foundation, offered short-term assessment and stabilization for adolescent girls who had been sexually exploited. A six-room house provided a place for girls to stay for up to 90 days before entering treatment programs for their needs³³. In 2002 Angela's House became a part of the JFF.

³³ Angela's House began as an emergency shelter for CSE girls, but later becomes a residential group home for CSE girls.

Design and Implementation of the CSEC Demonstration Project in Atlanta-Fulton County³⁴

Community-coordinated responses develop when different agencies and programs from a particular locality come together to work on a common goal or problem. These responses are often adopted in communities to address social issues that require the expertise and services of multiple agencies, rather than an individual agency. As such they have been used to address such issues as domestic violence, sexual assault, substance abuse, mental illness, and have been used successfully in several communities (Zweig & Burt, 2006). While research on the implementation and effectiveness of community-coordinated responses pertaining to CSEC is limited, research has examined such responses to domestic violence and sexual assault (Gamache, Edleson, & Schock, 1988; Langan & Innes, 1986). Gamache et al. (1988) found that community intervention projects greatly increased arrests, convictions, and court mandates for treatment and that the greater the number of agencies involved, the more difficult the coordination. Comparing domestic violence cases before and after implementation of community-coordinated efforts, Steinman (1990) and Syers and Edelson (1992) reported arrest alone led to increased violence, whereas arrest, combined with other criminal justice efforts, deterred repeat violence. When law enforcement followed protocols developed in coordination with other agencies, Tolman and Weisz (1995) documented reduced recidivism of batterers. In their study of community-coordinated responses' impact on domestic violence, Shepard, Falk, and Elliot (2002) found sharing risk assessment information between criminal justice personnel and service advocates led to reductions in recidivism.

Campbell and Bybee (1997) found that having a sexual assault response team that included several agencies from the community increased services provided to victims. Representatives from member organizations of communities that have developed coordinated responses to address sexual assault report that victims receive better services, in addition to improved criminal justice outcomes, including higher conviction rates (Burt et al., 2001). Female victims of assault in communities with more coordinated services were found to have more positive experiences within the legal, medical, and mental health systems, as opposed to those women in communities with less coordinated services (Campbell, 1998; Weisz et al., 1998). Zweig and Burt (2003; 2006) found that interactions between nonprofit victim service programs, law enforcement, and prosecution led to changes in the legal systems approach to handling domestic violence and sexual assault cases. As agencies increased coordination within their communities, including law enforcement and prosecution agencies working with victim service programs, the more likely services were to improve for victims.

Although community-coordinated responses can be effective when properly implemented, getting agencies to work together in a community is not always a simple task. Miami-Dade County's Model Dependency Court Intervention Program, created to promote safety for abused children and battered women, encountered several challenges with implementation, including the following:

³⁴ We include a description of the activities and outcomes of the planning grant (2003-JN-FXK-101) as the overall goals of the demonstration project emanated directly from this period. However, the demonstration project was funded separately and had an official start date of May 2004.

- Mediation between child protection personnel and battered women's advocacy groups as they came from separate backgrounds with different experiences, training, and ideas
- Maintaining ongoing communication between domestic violence advocates and child protective service workers was needed and required patience and tolerance for different viewpoints and priorities
- Developing community collaboration was difficult as systems were slow to change and experienced frustrations due to lack of resources and services leading to conflicts (Lecklitner, Malik, Aaron, & Lederman, 1999)

When discussing the RESTORE Program, a community's response to sex crimes through advocacy, prosecutorial, and public health collaboration, researchers stated,

To collaborate effectively, we are continually working through differences stemming from disciplinary perspectives and terminology, diverse value systems, varying institutional approaches to managing work, alternate accounting processes and budget cycles, unequal understandings of what constitutes a program that can be evaluated, priorities such as trials and survivor emergencies that affect availability, staff turnover, and communication styles that arise from discipline, gender, and culture. (Koss, Bachar, Hopkins, & Carlson, 2004, p. 1455)

After studying several community collaborations, Zweig and Burt (2006) recommended that to assure effective community coordination, agencies should truly collaborate (i.e., no single agency should design the approach, protocol, or policy) and should cross-train one another to increase understanding among groups and avoid turf wars. In order to measure interaction and effectiveness among agencies in communities, Zweig and Burt (2003) identified four types of interaction measures:

1. Communication: agencies talking to each other and sharing information
2. Coordination: agencies working together on cases and training one another's staff
3. Collaboration: jointly working on protocol development, integrating services, and having an institutionalized level of commitment to work together from upper management level workers on down
4. Community-coordinated response: all relevant agencies are on board with organizational commitments to work together and strategize for future progress

By mid-2002 Atlanta's efforts to address CSEC were receiving national recognition. On October 2, 2002, Assistant U.S. Attorney Janis Gordon met with President Bush and First Lady Laura Bush at the White House Conference for Missing, Exploited, and Runaway Children. Judge Hickson also spoke with over 500 advocates and federal, state, and local officials regarding the efforts of the city of Atlanta to protect children from exploitation (Mueller, 2002, October 2).

OJJDP awarded a nine-month planning grant (2003-JN-FXK-101), effective October 2002 through December 2003, to the JJF. Goals of this planning grant were as follows:

1. Establish an effective collaboration of agencies and organizations in public and private sector
2. Develop a comprehensive plan of action that addresses coordination of services, including action steps, measurable benchmarks, responsible parties, and completion dates
3. Facilitate educational training sessions for judges, law enforcement, teachers, youth-focused groups, parent groups, social workers, and youth workers to increase understanding of the problem
4. Convene town hall meetings to increase public awareness

Fox Valley Technical College was awarded supplemental funding to provide and broker training and technical assistance to Atlanta and New York (two sites that received demonstration funding from the OJJDP). FVTC was responsible for preparing and bringing informational materials, facilitating training sessions, conducting pre- and post-test surveys to evaluate the participants' knowledge, attitude, and behaviors before and after training.

FVTC held a one-day planning meeting on October 22, 2002. JJF and the Fulton County Juvenile Court were the local agencies that sponsored the event. In attendance at this meeting were key representatives (i.e., top-level decision makers) from over 30 agencies in the metro Atlanta area. This group would later be referred to as the Executive Cabinet. The focus of the session was "to bring together representatives from every agency affected and involved in this issue and to determine potential training and technical assistance resources. At the conclusion of this meeting it was agreed that survey of agency representatives should be conducted" (Fox Valley Technical College [FVTC], 2007, February, p. 2).

Between October 2002 and April 2003, a community self-assessment was conducted to "determine the scope and nature of the adolescent and teen prostitution problem in the city" (FVTC, 2007, February, p. 2). However, few community members completed the self-assessment form. Conclusions based upon responses received indicated that agencies confirmed child prostitution was a problem but were unsure of its nature; agencies believed that runaway and thrown-away youth were major contributors to the problem; agencies believed that law enforcement responses needed to be improved. FVTC also examined the case files of eight youths involved in CSEC provided by CEASE to determine common factors in their backgrounds.

Judge Hickson attended the National Summit on Child Prostitution, "Protecting Our Children: Working Together to End Child Prostitution," convened in Washington, DC, by OJJDP (OJJDP Convenes First, 2003). In February 2003 Judge Hickson also sent correspondence to the Executive Cabinet informing them that OJJDP awarded JJF a planning grant to support the demonstration project's strategic planning efforts. The grant was to assist the development of a strategic plan to identify programmatic solutions to commercial sexual exploitation of children, develop a protocol for interagency relationships, and identify future resource needs. Patty Crone was identified as a consultant to assist the demonstration project in its effort. The Executive Cabinet was invited to participate in the strategic planning process through attendance at four-five meetings held over the next seven months.

On March 31, 2003, a luncheon was held for Executive Cabinet 25 members at the Fulton County Juvenile Court. FVTC and OJJDP provided an overview of the progress to date and discussed results of the community self-assessment process. At the conclusion of the luncheon, Executive Cabinet members were asked to identify representatives from their respective agencies to attend strategic planning sessions.³⁵ The agency representatives selected were familiar with policies and procedures, influential in the agency, and willing to continue in a workgroup for next six months. Executive Cabinet members were informed that they should plan to attend the report out of the working groups and at least three additional meetings over the next six months.

On May 28–30, 2003, over 30 agency representatives attended a Child Exploitation Strategic Planning Workshop, conducted by FVTC and sponsored by OJJDP, to assist in developing a comprehensive plan. From review of the case files of eight youths involved in prostitution, significant risk factors were identified (e.g., truancy, academic failure, victimization, running away, drug and/or alcohol abuse, poverty, and parental criminal history).

The workshop resulted in the development of recommendations for action. Three areas of strategic impact were identified: prevention, intervention, and enforcement. Under each area four key action elements were listed: (1) strengthening partnerships (integrated case management and information sharing), (2) improved utilization of data, (3) adoption of research-based effective program approaches, and (4) establishing and achieving measurable outcomes (see Appendix C).

At the close of this workshop, three core teams were developed: (a) Professional and Community Education Team, with four members; (b) Status Offender Case Management Team, with 13 members; and (c) Data and Evaluation Team, with eight members. Each team was to hold an initial meeting before July 30, 2003.

Planning Grant Efforts

The Professional and Community Education Team met seven times in 2003: June 30, July 28, August 11, October 8 and 31, and November 18 and 21. It was charged with the following tasks:

- Establish the nature of gaps in community education and housing for victims
- Develop a list of available resources
- Work with Atlanta-Fulton County Public Schools and law enforcement on mandated training regarding child abuse

³⁵ The Executive Cabinet consisted of the following agency personnel: Director—United Way of Metro Atlanta, Director of Social Work—Fulton County Board of Education, Superintendent—Atlanta Public Schools, Executive Director Student Services—Fulton County Board of Education, Executive Clinical Director—New Learning Center, Commissioner—Fulton County Board of Commissioners, Chief—Fulton County Police Department, Chief—Atlanta Police Department, Lieutenant—Atlanta Police Department, Director—Fulton County Department of Health & Wellness, Director—Fulton County Mental Health, Developmental Disabilities, and Addictive Diseases, CEO—Atlanta Women’s Foundation, Assistant Deputy Chief—Atlanta Police Department, Deputy District Attorney—Fulton County District Attorney’s Office, Public Defender—DeKalb County Public Defenders Office, Solicitor General Fulton County Solicitors Office, Judge—Douglas County Juvenile Court, Probation Officer—DeKalb County Juvenile Court, Executive Director—Covenant House, Deputy Administrator—Fulton County Department of Family and Children Services, Director—Fulton County Department of Family and Children Services, Regional Director—Georgia Department of Juvenile Justice, Rabbi—Temple Emanu-EL, Director—Fulton County Children’s Advocacy Center, Director—Families First.

- Investigate DeKalb County resource schools/alternative school programs
- Research law enforcement and Community Oriented Policing Services (COPS) programs
- Research rape crisis center programs

At their initial meeting they reviewed an existing resource inventory that contained information on services available for CSE youth. On October 8, 2003, the Fulton County Juvenile Court hosted a resource fair highlighting service providers to sexually exploited children. In December 2003 the JJF, CEASE, and United Way of Metropolitan Atlanta published “Child Sexual Exploitation Resource Directory” (available for period of time on United Way Atlanta and JJF Web sites) (see Appendix D). In October 2003 this group made the following recommendation to the Executive Cabinet:

- Develop training and education/awareness programs for professionals charged with the care and protection of children
- Provide local training program in early identification and intervention on behalf of children who are victims of sexual exploitation for professionals in the following agencies: public school systems, DFCS law enforcement, judicial system
- Develop and conduct town hall meeting to promote community awareness and understanding of the plight of children who are sexually exploited and the impact of this problem on the community as a whole
- Provide family (parent and children) education programs in prevention and early identification of sexual exploitation of children (Juvenile Justice Fund [JJF], 2003a)

The Status Offender Case Management Team met five times in 2003: June 30, July 16, August 6, August 20, and October 1. It was charged with the following tasks:

- Select a runaway or truancy case from juvenile probation; an early and persistent oppositional/defiant behavior case from school, a shoplifting case from juvenile justice or law enforcement and pilot use of intake-risk assessment instrument, multidisciplinary case review and management, and with assistance from FVTC identify appropriate risk/protective factors
- Review existing child sexual abuse protocol and enhance it
- Develop information-sharing memorandum of understanding that supports coordination among all agencies
- Review juvenile code

Through review of various cases, they sought to identify both risk and protective factors that might be utilized on an intake-risk assessment instrument. FVTC assisted the group in their efforts. Each agency was asked to bring current forms used to process youth into their respective systems (e.g., APD, Field Investigative Form; FCPD, Juvenile Complaint Form; DFCS, Structured Decision Making Form; and FVTC, copies of existing intake-risk assessments used in other jurisdictions).

Agency representatives were also asked to share a “typical” case file of a sexually exploited youth. Data on the 70 cases already referred to CEASE were presented:

- 4/70—missing person or had runaway with request to pick up
- 42/70—some type of DFCS involvement through the court
- 19/70—had status offenses (e.g., ungovernable and runaway)
- 31/70—referred for delinquent charges: TBT, disrupting public school
- 8/70—sex-related charges (e.g., prostitution and sodomy)
- 35/70—runaway status
- 32/70—missing child report filed

In October 2003 this group recommended to the Executive Cabinet that programs of therapeutic services and residential placement be expanded.

The Data and Evaluation Team met five times in 2003: June 30, July 30, August 20, September 24, and October 1. It was charged with the following tasks:

- Develop community baseline data measures of risk factors prioritized at CSEC
- Establish community baseline measures of protective factors prioritized by CSEC workshop (e.g., parental involvement in school)
- Establish community baseline measures of problem/risk behaviors prioritized by CSEC workshop
- Establish critical CSEC indicators (e.g., number of cases, locations, age, and gender of victims)

On October 7, 2003, this group made the following recommendation to the Executive Cabinet:

- Implement an efficient and effective method of collecting, reporting, and sharing information among participating service providers
- Establish standardized methods of collecting and reporting information regarding baseline measures of: (1) risk and protective factors related to sexual exploitation of children, (2) victims of child sexual exploitation, and (3) prosecutions of CESC perpetrators (e.g., pimps and johns).
- Identify and secure funding to purchase an appropriate centralized database program to be used for compilation and sharing of information on sexually exploited child victims and agreed upon SEC data indicators
- Enact a memorandum of understanding that would allow information sharing among all participating agencies

On December 2, 2003, the three core teams presented their accomplishments to date and a summary of the outstanding issues and recommendation to the Executive Cabinet at the Loudermilk Center. Presenters included Judge Hickson, Patty Crone (project coordinator), Derrick Richardson (JJF), J. Robert Flores (OJJDP administrator). Representatives of FVTC were also present. Forty-one persons attended this meeting.

This report listed six accomplishments:

1. Ongoing monthly meetings of the demonstration project team members have resulted in improved communication, increased collaboration, and greater clarity among participating employees of the agencies involved.
2. The Fulton County Juvenile Court hosted a resource fair highlighting service providers to sexually exploited children on October 8, 2003, at the Fulton County Juvenile Justice Center.
3. Collaboration between the JJF, the Coalition to End Adolescent Sexual Exploitation, and United Way produced a resource directory for those serving child victims of sexual exploitation, which was distributed beginning October 7, 2003. The directory was made available on the United Way Web site and linked to the JJF's Web site.
4. A group of United Way partners participated in a focus group that provided feedback on the message and method of presentation on the topic of sexual exploitation of children on October 31, 2003.
5. Public awareness and outreach efforts began through meetings with members of the Methodist clergy and representatives of their congregation on November 18, 2003, and a "Circle of Influence" breakfast for women on November 21, 2003. Both events served as springboards for further outreach/education efforts, and will generate support for three primary areas: education, advocacy, and fund-raising.
6. A working list of existing training programs and education/prevention program offered by local organizations was in process. (JJF, 2003b)

The four major issues identified by the committees and recommendations for addressing the issues were as follows:

1. *Community Awareness*: The young victims of sexual exploitation are invisible to the majority of the community and presumed to be members of a narrow demographic profile, thus creating a "not my child, not my problem" mentality. The metro Atlanta area fails to understand the financial and psychological ramifications of this attitude to individual families and to the image of the community as a whole.

Recommendations:

- Create a media campaign to keep issue in front of citizens and businesses
- Continue town hall meetings to educate and increase awareness.
- Pursue implementation of preventive educational programs in schools, through faith community and other community-based programs.

- Move forward with men’s campaign against the perpetrators of sexual exploitation of children.
 - Continue to advocate for enforcement of existing laws that address pimping, pandering, and abetting sexual exploitation of children.
2. *Continuum of Care*: Identification of lack of effective communication, serious overlaps and gaps in system, and lack of follow-through on recommendations for services and programs.

Recommendations:

- Agree upon and enact a Memorandum of Understanding for Information Sharing to foster more efficient collaboration among agencies that serve children.
 - Agree upon and utilize a common intake-risk assessment instrument for both prevention and earlier identification for at-risk youth.
 - Implement the use of a case tracking system to expedite information sharing.
3. *Education/Training of Professionals*: Service providers do not have access to training to understand the risk factors for sexual exploitation. Recommendation is to establish a comprehensive training program for all those who serve children at risk for sexual exploitation.
4. *Availability of Services for Victims*: Once identified, the placement options for youth are limited.

Recommendations:

- Increase the quality, quantity, and availability of services to victims.
- Develop a multidisciplinary team (MDT)-based response to the level of risk indicated in the common intake-risk assessment instrument. (JJF, 2003b)

Hickson and six others involved in the effort to end sexual exploitation of children received the Pathbreakers Award, given on behalf of the War Against Trafficking Alliance (WATA) on September 11, 2003, at the Loudermilk Center in Atlanta. Recognized with Hickson were Judge J. Gordon (former Assistant U.S. Attorney), B. Brown (FBI Special Agent), D. Richardson (Fulton County Juvenile Court director of development and JJF executive director), Alesia Adams (CEASE project coordinator), J. Hansen (AJC reporter), and B. Boxhill (Fulton County Commissioner) (Atlanta’s Anti-Sex Trafficking Heroes, 2003).

Hickson took administrative leave from her judicial position a short time later, pending the outcome of an investigation into her conduct as a parent for neglect of her 4-year-old child (Embattled judge, 2004). Hickson did not return to the bench nor did she continue to play a role in the CSEC issue. She remained in the Atlanta area and currently serves as the City Attorney for East Point, a municipality in Fulton County, Georgia.³⁶

³⁶ Hickson was contacted by evaluation team but declined to be interviewed.

In a Categorical/Discretionary Assistance Progress Report for the period of July 1, 2003–December 31, 2003, Richardson reported on the status of the four objectives noting that “The levels of communication improved noticeable across agency lines....All members recognized the need to develop a sustainable, coordinated protocol for information sharing and for service delivery, to prevent duplication of services, to provide more effective use of limited resources, to ensure follow-up on recommendations, and to foster opportunities for further collaboration.” She identified changes in leadership at many of the governmental agencies often produced changes in personnel and impacted continuity of the team’s efforts. Data collection within agencies continued to be problematic. Data were often presented in aggregate form, but individual or case-level data was not provided. Few local training programs addressing the CSEC issue for professionals were accessible and or affordable. FVTC noted in its report that significant changes in personnel impacted training and technical assistance support. They specifically noted the abrupt departure of Judge Hickson, who in their words was “the force behind the effort” and had left the community in transition (FVTC Final Report, February 5, 2007).

Program Operation: OJJDP Demonstration Project
in Atlanta-Fulton County³⁷

In February 2004 the JJF submitted an application for \$250,000 under the FY 2004 OJJDP Discretionary Continuation Programs—Child Protection (2004-50170-GA-MC) with start date of March 1, 2004.³⁸ Building directly upon the recommendations of the planning grant, the demonstration project outlined the four areas below:

Project Areas of OJJDP Project (2004-50170-GA-MC)
<p>A. Community Awareness</p> <ul style="list-style-type: none"> a. Create, in partnership with the United Way, a media campaign to keep issues of sexual exploitation of children in front of Atlanta’s citizens and businesses and to help them understand the impact that this issue has on the image and future of the community. b. Continue community meeting and other programs to educate and increase awareness of this issue to all those who care about and serve children. c. Pursue implementation of preventive educational program in schools, through youth organizations, and via faith community. d. Move forward with the men’s campaign against the perpetrators of sexual exploitation of children. e. Continue to advocate for enforcement, through courtroom advocacy, of existing law dealing with pimping, pandering and abetting the sexual exploitation of children.
<p>B. Training of Professionals</p> <ul style="list-style-type: none"> a. Establish comprehensive curriculum addressing the specific needs of professional and volunteers who serve children. b. Provide “train the trainer” session in order that these curricula can be institutionalized within the various agencies and organizations, as well as to provide short-term workshops throughout the community, upon request.
<p>C. Information and Data Sharing</p> <ul style="list-style-type: none"> a. Enact a Memorandum of Understanding for Information Sharing to allow for more efficient collaboration among the agencies that serve children, producing more comprehensive and useful recommendations on behalf of at-risk children. b. Develop and implement a common intake-risk assessment instrument for both prevention and earlier identification/intervention for at-risk children. c. Implement the use of a case tracking system to expedite information sharing at a level that corresponds to the guidelines for privacy for individuals and institutions in partnership with the Fulton County Children’s Advocacy Center.
<p>D. Improved Delivery of Care</p> <ul style="list-style-type: none"> a. Develop a multidisciplinary team-based response to the level of risk indicated in the common intake-risk assessment instrument, with clear guidelines as to agencies responsible for carrying out recommendations. b. Designate a case manager out of Fulton County Children’s Advocacy Center whose specialization is the identification and delivery of services for victimized youth.

³⁷ For ease of understanding this section outlines the activities engaged in by the demonstration project grouped by project area; please note that a single activity may contribute to more than one project area.

³⁸ Funding of \$250,000 was received by JJF in May 2004 and the funding period ended December 2007. The first year’s budget outlined approximately \$161,000 (64% of the total) for personnel, including three new full-time positions of project coordinator, training coordinator, and case manager; \$75,000 (30%) for development of a database management system; and approximately \$5,000 (2%) each for supplies, consultants, and printing. In-kind (matching) funds totaling \$85,000 for personnel (contributed \$10,000 toward salary of teen services coordinator) and equipment was provided by the Fulton County Children’s Advocacy Center; \$26,000 for other expenses by Fulton County Juvenile Court; and \$25,000 for consultants/contractors by the United Way of Metropolitan Atlanta.

OJJDP conducted a site visit on May 12–13, 2004. Speakers listed on the agenda were J. Robert Flores (OJJDP), K. Darke Schmitt (OJJDP), C. Sorenson, (NIJ, Office of Research and Evaluation), J. Schrock Donnelly (NIJ, Office of Research and Evaluation), and S. Wagner (Office of Refugee Resettlement, Department of Health and Human Services). Seven key agency representatives attended a luncheon with representatives from OJJDP and NIJ on May 12, 2004. At this luncheon Flores stated that Atlanta, along with New York, was awarded \$250,000 per year for five years for the development of a collaborative response to CSEC that could serve as a model for other jurisdictions. The formal session, held at the Fulton County juvenile court, from 2:00 to 3:30 p.m., permitted updates on the following areas by agency representatives: public awareness and advocacy (United Way of Metropolitan Atlanta); common intake-risk assessment (Fulton County Juvenile Court); case tracking database and case management (FCCAC); and training and education (CEASE and District Attorney’s Office). In this afternoon session, there was emphasis on how to address prevention and early intervention and acknowledgement that the business and civic community were critical to Atlanta being successful. The overall effort was to provide more efficient use of resources by getting agencies to coordinate. FCCAC was to house a case tracking system and coordinate case management. United Way would partner with JJF in conducting a public awareness campaign. A training module for public schools was developed and was to be expanded to staff in organizations for protection and care of children. Also discussed was how to develop a partnership between the demonstration project and the Department of Health and Human Services’ Rescue and Restore, which also operated in Atlanta. In efforts to identify additional resources for Angela’s House, Flores proposed creation of a “john’s school” whose proceeds could go to support Angela’s House. Representatives from OJJDP visited Angela’s House and participated in a police ride-along in the late afternoon and evening.

The following morning, May 13, 2004, OJJDP met with the U.S. Attorney’s Office and the Fulton County District Attorney’s Office to discuss the need for resources and for coordination of efforts across city- and county-level jurisdictions. Flores offered technical assistance with data analysis. It was noted that the Georgia Bureau of Investigation (GBI) requested CSEC training related to its recently launched Internet Crimes Against Children (ICAC) program. The afternoon session began with viewing of the public service announcement (PSA) created by Atlanta’s Women in Film. It was suggested that the PSA be paired with additional media coverage, such as with a series of investigations, or targeting a particular area of the city, or consider a weekly report out of law enforcement, CEASE, and Angela’s House. There was an emphasis by Flores on the need to have data on CSEC that would go beyond anecdotal. He specifically asked the demonstration project to start tracking numbers from available resources to get numbers on police arrests for loitering/solicitation and of kids in DFCS or Department of Youth Services (DYS) needing help.

At the close of the meeting, next steps for the demonstration project were identified:

- Arrange PSA to come out about pilot project in next few months (by September 2004)
- Go through preliminary documentation of the extent of the problem
- Identify concrete next steps and coordinated efforts
- Meet with editorial boards of local newspapers

- Keep actions of prosecutors' offices (federal and local) in positive public eye
- Follow up with advocacy groups to identify needs (services and funding)

Community Awareness

The United Way of Metropolitan Atlanta was identified early on as a critical partner in the demonstration project's efforts to raise community awareness. The plan was to convene town hall meetings to increase public awareness of the target issue and educate/enlist support of youth-focused organizations and child advocates. United Way agreed to partner with the demonstration project in a media campaign designed to help community and business leaders understand the social and economic impact caused by exploitation of children.

On June 23, 2004, both D. Richardson (JJF) and P. Crone (OJJDP demonstration project) met with Mayor Franklin, Commissioner Boxhill, A. J. Robinson (Central Atlanta Progress), S. Williams (Atlanta Metro Chamber of Commerce), and M. O'Connell (United Way) to discuss how the business community could respond to the CSEC problem. It was requested that the demonstration project report back to the business community with statistics on CSEC specific to Atlanta and to broaden the conversation.

On August 16, 2004, Commissioner Boxill and Mayor Franklin invited 17 female business leaders to a breakfast meeting to be held on September 3, 2004, at the One Ninety One Club in Atlanta to discuss the CSEC problem in Atlanta.

On December 2, 2004, the JJF and United Way hosted a Business Community Breakfast at the Loudermilk Center. Attendees were welcomed by Budinscak, president of the United Way board. Mayor Franklin made the case that CSEC is an issue for Atlanta, and she supported the work of the JJF in its efforts. Boxill recounted the history of the CSEC issue and the progress that the City of Atlanta was able to make in changing the laws to make pimping and pandering of juveniles a felony, as well as the effective use of RICO statute to get conviction of 14 pimps in 2002. These actions brought the Atlanta community to the attention of the OJJDP, which approached the JJF about participating in the demonstration project along with New York City. The OJJDP administrator spoke about the work that Atlanta has done and gave additional background on the nature of CSEC. He emphasized the importance of working against CSEC and discussed Atlanta's image as a national and international hub for trafficking/exploitation of children. Judge Jones thanked those who attended and Boxhill solicited dialogue from those in attendance.

At the close of the meeting, several refinements to the communications strategy were recommended: convene a monthly ministers' meeting; coordinate a Mayor's breakfast roundtable on child prostitution in 2005; lay the seeds for a campaign targeting men who seek services of prostitutes; and develop resources to fund Rollins School of Public Health research project to map sex trafficking and CSEC in the city.

Awareness Campaign Is Officially Launched

In February 2005 the Metro Atlanta Child Sexual Exploitation Awareness and Prevention Campaign was unveiled. Its steering committee was comprised of C. Steinberg (executive director, JJF), P. Crone (project coordinator, OJJDP demonstration project), D. McCants (strategy director, United Way), S. Davis (policy advisor on Women's Issues, Office of the Mayor), and F. Pertilla (CEO, Global Business Developers).³⁹ At a proposed cost of \$172,200, its overall goal at the end of two years was to “decrease the number of children being sexually exploited in the Atlanta Metro Area.” This was to be accomplished through the achievement of four objectives employing the following strategies:

1. Increase awareness and a sense of urgency among Atlanta's leaders— within the business, policy, health, child welfare, education and nonprofit communities—that this is a serious issue our community needs to address.
 - a. Conduct strategy summit with public relations partner.
 - b. Convene a Prevent Child Abuse Summit with approximately 40 Atlanta leaders.
 - c. Develop information data and solution-oriented materials to use in communication and share with those who interact with children. This included interviews with at-risk youths and abuse experts.
 - d. Offer ride-along opportunities with local law enforcement for key opinion leaders.
 - e. Report back to summit leader group semiannually on accomplishments.
2. Empower parents to watch for warning signs and equip them to talk to their children.
 - a. Conduct research, focus groups/interviews with parents to gain understanding of effective messages, and methods for speaking on the issues.
 - b. Create a middle school program targeting parents and teachers.
 - c. Launch Web site with resources for parents and other partners, leveraging United Way's resource directory information.
 - d. Utilize United Way 211 in call to action as a place to find resources for children and families who need help.
 - e. Develop and distribute materials to parents through human service partner organizations.
 - f. Expand the speakers' bureau of service providers who can make presentations to parent groups about the issue.
3. Discourage johns from approaching children.
 - a. Provide local television stations and cable operators with pre-produced PSA that can be tagged by each station.
 - b. Identify former johns who have been arrested and incarcerated for their crime. Enlist their help in talking about their pasts.

³⁹ Porter Novelli public relations firm was originally scheduled to work with JJF, but withdrew due to delays in funding support from community partner.

- c. Partner with the Standing Against Global Exploitation (SAGE) project to learn about various programs and how public policy impacts the community.
- d. Develop a creative campaign targeting johns.
4. Galvanize public and political support for involvement, increased enforcement, and tougher penalties.
 - a. Conduct series of deskside and editorial board meetings with *Atlanta Journal Constitution*, *Atlanta Business Chronicle*, and other local media about issue and efforts to address it.
 - b. Identify and craft compelling messages and ultimately story leads for news series around the issue.
 - c. Conduct town hall meeting with teens, in partnership with WSB-TV or another network.
 - d. Time meetings to coordinate with increased law enforcement efforts to demonstrate that action is taking place.
 - e. Announce implementation of new tracking system for children being sexually exploited. (JJF, 2005a)

A kick-off planning meeting was held on August 5, 2005, at the JJF where the major milestones were summarized. The steering committee for the CSEC campaign met again on August 8, 2005, to discuss the financing of the campaign, as it was unresolved whether the United Way contribution to the funding would be in-kind or cash. Over the next several months, revisions to the content and time line for implementation of this campaign occurred. Discussion also addressed terminology and what child sexual exploitation means.

A study on CSEC in Atlanta was unveiled on September 16, 2005, at the Mayor's Breakfast Roundtable, *Why Are Atlanta's Children Being Exploited?* The following day, the AJC highlighted key findings of the report (Tagami, 2005), entitled *Hidden in Plain View*, completed by researchers from the Rollins School of Public Health at Emory University and sponsored through the United Way. Researchers reviewed 35 case files, interviewed 13 key informants, conducted 15 case studies and 3 field observations, surveyed service providers, and spatially mapped the geographic distribution of commercial sex in Atlanta, to describe the populations at risk and the demographic characteristics of CSE girls in Atlanta (Priebe & Suhr, 2005). In addition to documenting the development (since 2000) of Atlanta's response to the CSE of girls, based on referrals to CEASE, the report noted that the overwhelming majority of CSEC victims were African American girls, not immigrants or refugees, and that the average age of CSEC victims was 14. Confirming prior research, Priebe and Suhr (2005) identified the common risk factors among CSE girls as including conflicts at home, parental neglect, physical or sexual abuse, poverty, educational failure, and running away from home or being homeless (Nadonet al., 1998; Usrey, 1995). Data revealed that these exploited girls typically were recruited into prostitution through pimps or "recruiters," the latter of whom were sometimes children. Evidence suggested that children who were commercially sexually exploited, specifically those who are prostituted, were routinely viewed and treated as criminals rather than victims by law enforcement. They often were arrested on unrelated charges and taken to juvenile detention. If adjudicated as delinquent, they were often placed in detention centers where appropriate mental

health services and treatment were not available (Fowler et al., 2001). The report noted significant barriers to identifying and assisting girls who are victims of CSE. Specifically, unless such girls came to the attention of the juvenile justice system, they often were not identified as CSE victims. Furthermore, agencies outside of the justice system that had contact with girls at risk for CSE, did not prioritize identification of this problem and/or lacked a mechanism to systematically and accurately record its occurrence, the needs of CSE victims, and the services utilized by CSE victims (Priebe & Suhr, 2005).

Modification of Media Campaign

In October 2005 a revised version of the CSEC campaign was proposed with major modifications to the time frame. Rather than a two-year campaign, the campaign was condensed to 120 days, extending from October 1, 2005, to January 31, 2006. Four PSAs were to be launched (October 2005: sex tourism; November 2005: trafficking; December 2005: cyberspace; January 2006: sexual exploitation of children) at estimated costs of \$30,000. A Web site to conduct surveys and opinion polls was to be launched in November 2005 (estimated costs: \$12,000). A press release to announce the Internet Crimes Against Children summit held November 15, 2005, was prepared. The crafting of news series around issues and meetings with editorial boards was scheduled for December 2005. Focus groups with youth (October 2005) parents (November 2005), and community (December 2005) (estimated costs: \$1,200) and a human services symposium were scheduled to galvanize public support.

On December 9, 2005, a status report on the CSE campaign revealed that one PSA, “Isn’t She a Little Young,” was completed and released in November 2005 by the Atlanta’s Women in Film, but that other PSAs had to be drawn from existing ones or other sources, such as the National Center for Missing & Exploited Children (NCMEC). Crone was interviewed by Cox Enterprises, Channel WSB, on the program, *People to People*, and on WSB talk radio. The Web site had not been launched and news series and meetings with editorial boards were inactive due to time constraints. The ICAC summit was held as scheduled on November 15, 2005. Parent focus groups were moved to January 2006. A human services symposium was planned. The JFF made a proposal (dated December 21, 2005) to Women in Film to prepare additional PSAs.

From agency records the results of focus groups with two groups [parents ($n = 11$) and community leaders ($n = 6$)] were available, but there was no evidence of the additional focus group with youths being held. The attendance to both focus group sessions was sparse. Both community leaders and parents were asked a series of questions.⁴⁰ Both groups noted that CSEC was a serious problem that has negative impacts on the community and that it is increasing, and youths aged 11–15 years were likely targeted for sexual exploitation. Community leaders and parents saw the perpetrators of child sexual acts as likely to be strangers or family members, and more likely to be men. The majority of parents and community leaders identified big name

⁴⁰ What do you know about child exploitation in the city of Atlanta? What does the term *child sexual exploitation* mean to you? What thoughts or words come to mind when you see these images? How do you think the following groups would view the images? Regarding information, or a message, on the issue of child sexual exploitation, who would a child be most inclined to listen to? Who do you think are the perpetrators of child sexual acts? What age group do you think is most targeted? What message would you send to sexual offenders of children? How do you think this problem impacts your community? Who should be involved in fixing the problem? Where does sexual exploitation occur [asked only to community leaders]? What is being done about this problem in your community [asked only to community leaders]?

athletes, friends, or entertainers as those a child would most likely listen to. The majority of parents said they would like sexual offenders to know how their offenses affect children and how they can ruin the entire lives of children. Four of the community leaders reported not knowing what was being done in the community to address the problem. The leaders were aware of the Web site that posts information about registered sex offenders; Mayor Franklin's involvement with the issue; lack of a shelter for youth and children; and legislation to deter street-level exploitation had been enacted. Leaders also had other comments/recommendations for actions to take, including increasing awareness of CSEC; targeting an ad campaign toward men; recognition that boys are also abused; concern that youth may be enticed into the prostitution and porn business due to money; belief that the face of the pimp has changed—he is younger and may not fit the traditional stereotype.

Throughout 2006 and 2007 efforts of the demonstration project's education efforts focused almost exclusively on the Mayor's "Dear John" campaign, officially unveiled on November 8, 2006. The campaign sought to educate and activate audiences to help stem the problem of sexual exploitation of children.⁴¹ "The campaign included PSAs as various stakeholders wrote open letters to "johns" and proclaimed "No more! Not in my city!" It was designed to bring awareness to the issue among Atlanta residents, legislators, law enforcement and others in order to affect real change, and to highlight progress being made, including increased fines against johns from \$50 to \$10,000, stiffened charges from a misdemeanor to a felony and mandated minimum sentences for johns found guilty of prostituting children." (Edelman Atlanta, 2007)

In addition to the public education campaign, the Mayor's Office was also interested in partnering with business, especially the hospitality industry, to create a no-tolerance policy regarding the sexual exploitation of women and girls on their premises that would punish any employee for facilitating or benefiting from sexual exploitation. The Mayor's Office also recommended that businesses consider refusing to reimburse employees for business expenses incurred at adult entertainment industries. There was also discussion of supporting a bill in the state legislature to make the seizure of cars in sex-related crimes possible.

On August 21, 2007, Mayor Franklin hosted a community breakfast at City Council Chambers, entitled "Hidden in Plain View: Two Years Later," where various presenters (District Attorney Howard; Investigator K. Thurman, APD Vice Squad; N. Hurt, founder of Saving Our Daughters, a support group for mothers whose daughters are victims of CSE; and K. McCullough, demonstration project coordinator, JJF) provided the progress made toward ending child prostitution in Atlanta. Howard provided some information to those in attendance on the accomplishments of his office over the previous four years. He reported that 24 pimps and 14 johns had been prosecuted and 10 cases against pimps and 14 cases against johns were pending in Fulton County Superior Court. The average length of sentence imposed upon conviction for pimping was 9.5 years.

⁴¹ On December 11, 2007, the World Leadership Forum awarded Edelman Atlanta and the City of Atlanta an award for exceptional municipal government programs for its "Dear John" campaign. The World Leadership Award is presented annually to cities around the globe that demonstrate exceptional leadership to address major issues such as healthcare, housing, and the environment. Judging criteria included the quality of leadership displayed, the obstacles the city overcame, and the degree of inspiration the city may give others.

The APD investigator also shared information on the work of the seven investigators assigned to the Child Exploitation Unit. The unit employed decoy officers to solicit under-age women typically through accessing Craigslist and call girl advertisements online. The investigator reported that 85% of the solicitations for prostitution occurs online and only 15% occurs on the street. Mayor Franklin wrote to Craigslist asking for help in combating the use of its site for purposes of advertising/soliciting prostitution. Craigslist, in partnership with the National Center for Missing & Exploited Children and state law enforcement, announced it would impose measures to prevent its online communities and classified ads from being used to facilitate child exploitation, by requiring that anyone who places an ad for “erotic services” to provide a working phone number and pay a fee with a valid credit card. It also agreed to sue 14 software and Internet companies that aid people who post erotic service ads to circumvent the Web site’s defenses against inappropriate content and illegal activity (Eaton-Robb, 2008).

Postscript

In midyear 2008 JJF received financial support from the Atlanta Women’s Foundation to initiate a three-year, statewide campaign called A Future. Not A Past (AFNAP), to continue to enhance community awareness of the CSEC issue. The Atlanta Women’s Foundation had received a \$1 million donation from Kayrita Anderson, which was then awarded to JJF. On December 12, 2008, AFNAP held their first public forum on the research data collected on child prostitution (see details of their findings in Part I of this Final Report).

Training of Professionals

In February 2004 a plan to implement the training portion of the OJJDP demonstration project, included several goals: to provide information and materials to agency personnel on the dynamics of sexual exploitation of children (awareness), to gather information about the roles and procedures of other target agencies (resources and contacts) and the manner by which their services may be accessed (accepted procedures); and to maximize training opportunities. Agencies targeted for training included DFCS, juvenile and superior courts, probation, youth detention centers, law enforcement, and DJJ. A preliminary schedule was as follows:

- (a) Atlanta and Fulton County Police Departments: June–August 2004
- (b) Department of Family and Children Services: September–October 2004.
- (c) Juvenile Court and probation: November 2004
- (d) Prosecutor: December 2004

In June 2004 a training coordinator was hired. On July 29, 2004 CEASE and the Fulton County District Attorney’s Office piloted a training module for adult service providers (~100) for the Fulton County Schools. Its purpose was to assist adults in early identification of children who are at risk for or victims of CSE. The school employees targeted were school resource officers, social workers, counselors, and nurses.

From August 2 to 6, 2004, representatives from six agencies (APD, Fulton County District Attorney’s Office, CEASE, child advocacy centers, Hughes Spaulding Children’s Hospital, and demonstration project) attended an FVTC training program in Charlotte, North Carolina. This

training addressed the CAIT process and was to assist them in development of a best practices model of collaboration.

Also in 2004 the APD Special Victims Unit (which includes Crimes Against Children and Child Exploitation Unit) requested assistance from the FCCAC to coordinate a training series specific to child maltreatment issues. A four-session training series was developed and delivered to all law enforcement agencies in Fulton County on January 28 ($n = 48$), March 31 ($n = 56$), May 5 ($n = 73$), and June 2, 2004 ($n = 86$). A second round of training was then offered to the APD on September 1 ($n = 51$), October 6 ($n = 59$), and November 2 ($n = 78$). Fulton County Juvenile Court professionals attended a one-day training on December 8, 2004.

In October 2004 the demonstration project discontinued the position of training coordinator, as the project realized that each training created demand among participants for more training. Instead, it moved to adopt a “train-the-trainer” model, identifying individuals from interested agencies who would be willing to undergo training and then train personnel within their home agency. Training was offered systematically by targeting judicial circuits, with the majority of participants coming from the court or DFCS offices throughout 2005.⁴²

Alesia Adams (CEASE project coordinator) delivered presentations to groups both locally and nationally, trained Fulton County employees, including those employed in the Bureau of Parks and Recreation (~120) and Atlanta school social workers (~35) in the first few months of 2005.

On June 14, 2006 FVTC conducted a work session on forensic interviewing, as well as a second session on information sharing. Dr. B. James, consultant/trainer affiliate with FVTC conducted the four-hour training session with approximately 50 people representing 15 different agencies. Misconceptions regarding Health Insurance Portability and Accountability Act (HIPAA) and Family Educational Rights and Privacy Act (FERPA) regulations as they pertain to child abuse cases were clarified, and issues and challenges with the existing system were discussed. The criticality of information sharing in making a difference in the CSEC issue was repeatedly stressed.

In 2007 an average of four training sessions were offered monthly. This included all types of training (e.g., awareness, information sharing, volunteer, and professional training). Between January 19 and May 22, 2007, the training coordinator from CEASE conducted trainings in the Atlanta community at 15 locations, including universities, churches, leadership groups, and non-profit organizations. The number of “expected” participants at these trainings ranged from 10 to 200 people per site. Two workshops were for training volunteers to work with CSEC through the CEASE program. Three workshops were awareness trainings to familiarize participants with the CSEC, and were held at Agnes Scott College, Clayton State College, and Georgia State

⁴² For 2005 the Fulton County Children’s Advocacy Center planned to provide several training seminars of various duration: (a) Forensic Interviewing: Research, Law and Practice (2 hours) and Forensic Interviewing: Impact on Child Development (2 hours) to Fulton County Juvenile Court; (b) CAIT Case Review Meetings (2 hours); Forensic Interviewing Practice and Impact on Child (3 hours); Who Molests Children (2 hours) to Fulton County Department of Family and Children Services; (c) Revised Fulton County Child Abuse Protocol to Fulton County Multidisciplinary Team; (d) Case Tracking Data base training for all Fulton County data base users.

University.⁴³ The final group of workshops focused on staff training for the following groups: DFCS, probation staff, and Metro Regional Youth Detention Center staff.

By mid-2007 training efforts through CEASE had encountered difficulties due to turnover in leadership at Fulton County DFCS. Ongoing training with Fulton County social service professionals was, and remains, a necessity given the high staff turnover rates. The development of a “train the trainer” model to ensure curriculum was institutionalized in various agencies and organizations was never quite realized. However, in its *2007 Annual Report*, the JJF reports that it has delivered prevention and awareness training to 874 service providers and citizens to recognize sexual exploitation and predatory behavior. In the JJF’s new campaign, *A Future. Not a Past*, statewide personnel training has been identified as a critical component to the successful adoption and implementation of the CSEC protocol.

Information and Data Sharing

In order to assure and foster the sharing of data, one of the first tasks undertaken by the demonstration project was to develop and enact a Memorandum of Understanding for Information Sharing among the agencies that served children. In 2002 the FCCAC created a multidisciplinary team (MDT) of key professionals to respond to child maltreatment reports in Fulton County. This team specifically targeted cases involving child sexual abuse. By May 2003 all 34 representatives of the MDT had signed an MOU that facilitated thorough case review and produced more comprehensive and useful recommendations for responding to child sexual abuse cases (Techbridge, 2007). The JJF with assistance of FVTC moved forward to replicate this success targeting cases involving sexual exploitation. In February 2004 an initial draft of a Memorandum of Understanding for the Collaboration to Address Child Sexual Exploitation in Atlanta-Fulton County was shared. The following 11 positions and their respective organizations were listed on the draft memo:

- ✓ Chief Judge, Fulton County Juvenile Court
- ✓ Chief of Police, Atlanta Police
- ✓ Superintendent, Fulton County Public Schools
- ✓ Superintendent, Atlanta Public Schools
- ✓ Administrator, Fulton County Department of Family and Children Services
- ✓ Chief of Police, Fulton County Police
- ✓ Director, Fulton County Department of Mental Health
- ✓ District Attorney, Fulton County District Attorney’s Office
- ✓ Project Coordinator, Fulton County Children’s Advocacy Center
- ✓ Board Chair, Juvenile Justice Fund
- ✓ Region III Director, Georgia Department of Juvenile Justice

The goal was to obtain signatures on the MOU by July 31, 2004. By July 29, 2004, all participants in the MOU had signed.

⁴³ CEASE provided CSEC awareness training to the research evaluation team.

Development of Common Risk-Assessment Instrument

From the outset, early identification of CSE youth was to be fostered through the development of a common intake-risk assessment instrument to be employed with all agencies that may come into contact with at-risk youth. CEASE developed a screening instrument for use with the juvenile court and law enforcement agencies (see Appendix E). Youth were classified as “high risk” if they entered the court system charged with criminal trespassing, shoplifting, giving false names, running away, or probation violation. Within 24–48 hours of a high-risk youth’s detention at the Metro Youth Detention Center, detention intake officers were to review the youth’s case file and identify if he or she had a history of three or more formal court hearings. If so, the detention intake officer was to complete a CEASE Referral Sheet (see Appendix F). Within 48–72 hours of referral, CEASE would complete a secondary screen, using CACTIS and other sources, to identify if the youth had a history of the following factors: school problems (truancy), running away, substance abuse, or open DFCS case (child abuse/neglect victim). Based upon this review, CEASE identified the case as high priority (actively or likely involved in exploitation) or not. If designated as high priority, within 72–96 hours, the CEASE high-priority case manager would (1) follow up with law enforcement to ensure that a forensic interview was completed; (2) notify CAIT members to bring files or existing information on this youth to its next meeting; and (3) initiate contact with the youth to assess and arrange for immediate interventions. At the CAIT meeting, CEASE-identified agencies with existing information on high-priority youth and schedule follow-up contact with agencies as necessary to obtain additional information within two weeks. CEASE scheduled and facilitated meetings to develop an intervention plan for the juvenile with the CSEC team. CEASE high-priority cases are reviewed at regular intervals on a rotating basis.

If after a second screening by CEASE, a high-risk youth was not identified as a high priority, CEASE classified the youth as high risk (i.e., case history contained persistent risk factors but exploitation was not clearly evident). High-risk cases were assigned to the high-risk case manager. High-risk case managers requested information from CAIT agencies or referred high-risk youth out for services. These cases were reviewed by the CSEC team to develop an intervention plan, which was updated on an as needed basis.

Some youth were immediately identified as high priority upon entry if they had a police arrest/contact that involved loitering or solicitation for prostitution. Such high-priority cases were referred to CEASE within 24 hours of contact with police or the juvenile court. Police were also requested to refer the youth for a forensic interview with CAIT or MDT. The CEASE high-priority case manager then oversaw the case from that point forward.

Development of Child Abuse Case Tracking Information System (CACTIS)

Pursuant to the Official Code of Georgia, Section 19-15-2, each county in the State of Georgia was required to establish a Child Abuse Protocol. On January 28, 2005, the Superior Court of Fulton County appointed Kim Shellman-Borna, director of the FCCAC, to chair the Fulton County Child Abuse Protocol Committee⁴⁴ Given this legislative requirement, Fulton County

⁴⁴ Agencies required to designate representatives to serve on the committee were Fulton County Superior Court, Fulton County Sheriff’s Department, Fulton County Division of Family and Children Services, Fulton County District Attorney, Fulton County

strove to create a system to collect, track, and share information across agencies regarding children at risk for physical or sexual abuse. A tracking system would serve to facilitate a coordinated approach to child abuse investigations ultimately increasing information sharing and communication across Child Protective Services (CPS), criminal investigators, healthcare providers, and the court. (State-of-the-Art Case-Tracking Software, 2005, September 14). Without such a system, each agency collected separate identifiable information on cases, but such efforts did not serve to facilitate a collaborative response to children and families in need. On June 1, 2004, the FCCAC contracted with Network Ninja, Inc. to design and implement a case tracking program, CACTIS. In July 2004, a design team was created and by October 2004 it had collected information and created a comprehensive list of fields for the software developers. Design was completed February 22, 2005; testing was scheduled for March 2005; and training of users was to be accomplished by May 2005.

At the June 28, 2005, meeting of the Executive Cabinet Committee an update of CACTIS and a walk-through of its basic functions was provided by Kim Shellman-Borna. The FCCAC unveiled CACTIS on September 15, 2005, and it became operational on January 2, 2006. Nearly 500 service providers had been trained, the server was in place, and a training module was being designed by early January 2006.

CACTIS was designed to supplement and strengthen the child abuse investigation process by promoting data and information sharing among agencies involved in the demonstration project. Originally developed through the FCCAC, which first owned the database (see Fulton County Child Abuse CACTIS Subcommittee, reviewed April 23, 2007), currently the application and hardware server are in the hands of the Georgia Center for Child Advocacy after the merging of the Fulton County Children's Advocacy Center and the Georgia Center for Children.⁴⁵ The server itself is based in the offices of Fulton County government at the Web hosting site in their IT department. The Fulton County IT department is responsible for maintenance of the hardware. Network Ninja maintains software, including files, remotely from their offices in Chicago.

The administration of the database also is conducted by GCCA, with one employee designated as the CACTIS administrator.⁴⁶ This individual is responsible for "activating and deactivating all users on the system" and "maintaining all roles and permission levels" (Fulton County Child Abuse CACTIS Subcommittee, April 23, 2007, p. 3). Finally, this administrator is also responsible for maintaining the help desk and all MDT training on the system.⁴⁷

Juvenile Court, Atlanta Municipal Court, Fulton County Schools, Atlanta Public Schools, Fulton County Mental Health, Developmental Disabilities and Addictive Diseases, Fulton County Police Department, Atlanta Police Department, Department of Pediatrics at Hughes Spalding Children's Hospital, Children's Health Care of Atlanta, and Fulton County Medical Examiners' Office. In addition, citizen/advocacy groups could designate representatives: Georgia Center for Children, Children's Hospital of Atlanta, Fulton County Court Appointed Special Advocates, and Hughes Spalding Children's Hospital.

⁴⁵ In September 2007 the Fulton County Children's Advocacy Center and the Georgia Center for Children merged to form a single agency with a single governing board, referred to as the Georgia Center for Child Advocacy (www.fayettefrontpage.com/potpourri/9-11-07_child_advocacy.htm).

⁴⁶ The administrator was originally a position held by a staff member of the Fulton County Children's Advocacy Center, but with the merger of this agency with Georgia Center for Children, forming the Georgia Center for Child Advocacy (GCCA), the position is now housed within GCCA.

History and development of CACTIS.

The development of the database was one method pursued to emphasize the need for a collaborative approach between agencies to improve service to at-risk children in Atlanta-Fulton County. In 1998 a five-year-old boy, Terrell Peterson, died as a result of child abuse, revealing systemic problems in and between Atlanta and Fulton County agencies; that is, the sharing of necessary information among agencies to address cases involving at-risk children (Hansen, 1999). As noted by District Attorney Howard, the overarching goal for CACTIS was to systemically address vital information sharing and cross reporting of cases between agencies (State-of-the-Art Case-Tracking Software, 2005, September 14).

In 1993 the FCCAC began discussing the need for a multidisciplinary data system (Kim Shellman-Borna, personal communication, June 10, 2008). They originally were interested in replicating the system being used by Chicago's CACs and thus contacted the designers of that database, Network Ninja. This company visited Atlanta and met with interested parties in spring 2003. They recommended that the Atlanta agencies more closely examine the system their group designed for the Ohio Network of Children's Advocacy Centers. At this point, no agency had funding for the development of such a system. Although, when JJF received the OJJDP funding, they became interested in developing a system to track CSEC cases. Working with the FCCAC, JJF contracted with Network Ninja to design a database and to provide maintenance of the database. Network Ninja was selected because of their strong reputation for developing the similar systems in Chicago and Ohio (State-of-the-Art Case Tracking Software, 2005, September 14).

Once JJF contracted with Network Ninja, they worked together to determine the best approach for designing the database to assure different agencies would have input into its design. Network Ninja recommended limiting the design team's number of participants to five. A team of advisors were selected, each representing a different type of service agency—medical services, social services, law enforcement, prosecution, and the juvenile courts (FCCAC 2006). Ultimately, the FCCAC coordinated the design for CACTIS, with advisors from the Fulton County Juvenile Court, Fulton County District Attorney's Office, Hughes Spalding Hospital, Atlanta Police Department, and DFCS (FCCAC, 2006). The design team worked with Network Ninja to create the system during 2004 and 2005 and formally announced the system in September 2005. The first case data was entered into the database on January 2, 2006. It is important to note that while the database went live for input in January 2006, only five original users were selected to pilot the program in about the first six months of its use. Other users were gradually added throughout the year.

⁴⁷ The agency continues to contract with Network Ninja, Inc. to maintain the system and the database. The maintenance subcontract—which originated, after negotiations, at \$800/month with the FCCAC—is now funded through GCCA. This subcontract will continue through the end of 2008. With the development of a statewide database, which is expected to be online by 2009, the State of Georgia will pick up the funding of the maintenance aspect of CACTIS (K. Shellman-Borna, personal communication, June 10, 2008); furthermore, the level of assistance needed is expected to decrease yet again.

Goals of CACTIS

The Atlanta-Fulton County design team had four goals they wanted to achieve. First, they wanted the database to expedite preparation of materials for the CAIT meetings, bi-weekly meetings at which agencies reviewed cases of child sexual abuse. Prior to the development of CACTIS, the team attempted to compile data from the agencies on the cases scheduled for review, a tedious and time consuming process. CACTIS contained report filters that permitted case files and agendas to be generated for CAIT meeting attendees.

Second, the design team wanted to expedite the handling of cases by enabling agency personnel to view events, such as forensic interviews, as soon as they were scheduled and completed. Third, they wanted the database to allow for a sharing of criminal and civil information. Finally, the design team believed that attendance at CAIT meetings would improve overall if more information were available to participants (Shellman-Borna, personal communication, June 16, 2007).

According to Shellman-Borna (personal communication, June 16, 2007), a number of administrative needs were also addressed with CACTIS. The design team needed to create a directory of service providers, as well as a personnel assignment list, that informed and expedited case handling. In addition, the design team wanted to allow for different agency personnel to create information requests (i.e., through a checklist). This function was designed to further facilitate collaboration on cases (e.g., a way for police agencies to request a forensic interview any time of day, instead of submitting a request days after the case opened). The design team wanted to create an online case reporting system to document reports among agencies.

The CACTIS subcommittee also designated different roles under which individual users would be identified. These roles closely correspond to the type of permission (read or write files) the users received. Ultimately, individual agencies were expected to develop their own internal policies for requesting activation/deactivation of users and their roles on the database, ensuring that all relevant personnel received proper training, and guaranteeing agency information and dispositions were input into the database (Fulton County Child Abuse CACTIS Subcommittee, April 23, 2007).

By April 2007 (Fulton County Child Abuse CACTIS Subcommittee, April 23, 2007), 31 private and public agencies⁴⁸ were approved as users of CACTIS. Of these 31 agencies, 16 endorsed the Atlanta-Fulton County CSEC protocol.⁴⁹ As agreed within the protocol, other agencies are allowed to petition the protocol committee to request inclusion on the database access list.

⁴⁸ These agencies include the Alpharetta Police Department, Atlanta Police Department, Atlanta Public Schools, Atlanta Victim Assistance Program, Children's Healthcare of Atlanta, College Park Police Department, Chris Kids, East Point Police Department, Fairburn Police Department, Fulton County Court Appointed Special Advocates, Office of the Fulton County Child Advocate, Fulton County Children's Advocacy Center, Fulton County Department of Family and Children Services, Fulton County Department of Health and Wellness, Fulton County District Attorney's Office, Fulton County Juvenile Court, Fulton County Medical Examiner's Office, Fulton County Police Department, Fulton County Schools, Fulton County Sheriff's Department, Georgia Center for Children, Georgia Bureau of Investigation, Hapeville Police Department, Juvenile Justice Fund, Network Ninja, Inc., Palmetto Police Department, Roswell Police Department, Sandy Springs Police Department, Special Assistant Attorney Generals, Truancy Center—Atlanta Public Schools, Union City Police Department.

Assessment of CACTIS Database: Usability

The database was developed to be user friendly for inputting as well as accessing data. Hence, it was designed with the motivation to keep the amount of time required to input data per agency low, acknowledging that agency personnel may be hesitant to engage in multiple data entries of the same information (e.g., inputting data into CACTIS as well as their own agency's database).

When one views the CACTIS database, it is clear that care was taken to reduce the amount of time and work necessary for each agency to input information. Notably, agencies are only responsible for entering information that relates to their specific area (Fulton County Child Abuse CACTIS Subcommittee, April 23, 2007). For example, law enforcement agencies enter criminal offense dispositions (such as arrest/charge status) and/or missing and runaway dispositions (also entered by the juvenile courts), while prosecutors, , enter information about prosecution case dispositions. Information about DFCS case dispositions are entered by DFCS workers, while the truancy center is responsible for truancy case dispositions. Forensic evaluations are uploaded by the forensic interviewer (generally an FCCAC employee), and medical service documentation is input by the medical provider.⁵⁰ Cross-report dispositions are input by law enforcement, DFCS, and CAC agencies, and so on.

Despite the accessibility and friendliness of the interface, the database is not being used to its full capacity. The database can hold an extensive amount of information; specifically, data can be collected on 288 variables. However, a large proportion of the data fields are empty and/or incomplete. Of the myriad of agencies given responsibility for incorporating data from their client's files, the child advocacy center employees are the most consistent at inputting their data. This is discussed in the assessment of the database below.

Assessment of CACTIS Database: Scope of Information Available for Collection and Reporting

Variable and reports.

The CACTIS database is designed to hold a large amount of information (e.g., allows for input on 288 variables, in addition to open spaces for notes); however, not all of this information is accessible through the reporting mechanisms. The database can generate seven standard reports for CACTIS users to access.

The Client Report generates 56 different variables at the case level, as listed in Table 16. This is the most complete reporting of information from CACTIS. Six other reports can also be generated from the data set and variables in these reports may be aggregated. The additional

⁴⁹ These agencies are Fulton County Superior Court, Fulton County Juvenile Court, Fulton County District Attorney's Office, Fulton County Sheriff's Office, Fulton County Department of Juvenile Probation, Atlanta Public Schools, Fulton County Public Schools, Atlanta Police Department, Fulton County Police Department, Fulton County DFCS, Fulton County Department of Mental Health, Developmental Disabilities and Addictive Disease (e.g., Fulton County MHDDAD), Department of Juvenile Justice, Fulton County Children's Advocacy Center, Children's Health Care of Atlanta/Hughes Spalding/Scottish Rite/Eggleston, Juvenile Justice Fund/CEASE, and Georgia Center for Children.

⁵⁰ As noted in both the CACTIS Policies and Procedures manual and the Fulton County Child Abuse Protocol, information provided from medical and mental health service providers should be in compliance with HIPAA requirements. Information in CACTIS that falls under HIPAA rules is viewable only by clients that each agency is actively serving.

reports generated by CACTIS include the NCA Report, United Way Report, Case Review Report, VOCA Report, Prosecution Disposition Aggregate Report, and the Case Map Report.⁵¹ Data from the Client Reports and for the Case Review Report are the only data provided at the individual or case level. The data generated for all other reports are presented in aggregate form (with the exception of information separately provided in Excel form on incomplete and complete case information for the NCA and United Way reports). Some key information, particularly for this research and for those who need to quickly and easily access information about CSEC cases, is not generated in any report.

Table 16
Client Report Variables: Extent of Missing Data

Variables in Client Report File	N Missing/ Unknown	% Missing
ID	0	0
Intake date	0	0
Intake worker	0	0
DOB	0	0
DV	0	0
Community school	0	0
Other violence	0	0
Witness XAC	0	0
Prior CPS report	0	0
Ethnicity	9	1
Language	44	5
Sexual abuse	329	37.5
Interpreter needed	360	41
Prosecution outcome	392	44.7
Was missing or runaway report filed?	461	52.6
Police department	473	53.9
Forensic interview date	497	56.7
Physical abuse	556	63.4
Witnessed violence	608	69.3
Other problems	613	69.9
Neglect	617	70.4
Grade	757	86.3

⁵¹ Specifically, agency caseload data for the National Children’s Alliance is generated in the NCA Report, which contains 18 variables,⁵¹ with one filter variable (date of service). The United Way Report, which provides statistics for United Way as a funding agency, provides aggregate information on three variables: ethnicity, age, and zip code of client.⁵¹ The Case Review Report is generated for the CAIT meetings, and includes a printed status report for all cases that are being reviewed during that meeting. It is generated by GCCA personnel; it also is used during the CAIT meeting by all personnel as they input additional relevant information. Furthermore, this report page is set up to allow personnel to reschedule additional reviews or remove from further reviews on clients during the meeting itself. The report provides: the name and case number of the client, identifies the family/caregiver, the offender/s and his/her date of birth, a summary of findings from the forensic interview and medical exam (if they have occurred), criminal/prosecutorial and DFCS dispositions, and brief notes on the client’s file.

A VOCA Report provides monthly service statistics as related to the Victims of Crime Act. This report was provided within the database, but is not regularly used. Meanwhile, the Prosecutor Disposition Aggregate Report generates the distribution of data from the prosecutor’s office on the seven variables.⁵¹ These data are provided at the aggregate level; individual (case level) information cannot be obtained through this report. Finally, agencies can generate a Case Map Report that maps the county names, case positions, caregiver positions, family positions, and offender positions all together or singly.

Table 16
Client Report Variables: Extent of Missing Data (continued)

Variables in Client Report File	N Missing/ Unknown	% Missing
School district	819	93.4
Arrest?	823	93.8
Victim advocate assigned	831	94.8
Indictment	831	94.8
Investigation outcome	825	94.1
Date of arrest	834	95.1
Indictment date	838	95.6
Accepted for prosecution	848	96.7
Court type	860	98.1
Medical exam date	860	98.1
TPO	872	99.4
Forensic evaluation start date	876	99.9
Forensic evaluation end date	876	99.9
Child protective services involved	877	100
CPS Indcs	877	100
CPS Indicn	877	100
CPS Disp	877	100
CPS indicated (for NCA)	877	100
CPS status (for NCA)	877	100
Did CPS open case for services?	877	100
Was a referral to in-home family services?	877	100
Was the child a ward of the state prior to CAC involvement	877	100
Was protective custody taken?	877	100
Was child brought to truancy center?	877	100
Last know date of truancy	877	100
Date child missing/ran away	877	100
Mental health assessment date	877	100
Criminal charge filed	877	100
Preliminary hearing scheduled	877	100
Case was held over for trial	877	100
Prosecution results are in	877	100
Has this case been reviewed?	877	100
Cross reports/referrals	877	100
Date of cross report	877	100

Scope of cases.

The CACTIS data produced from this report were generated from client information files as well as user data files (obtained from the CACTIS administrator) for the years 2006 and 2007. The

data were configured in three different ways. First, an examination of the data for the full data set occurred. The total number of cases in the full data set was 2,047 [$N_{2006} = 842$ (41.1%); $N_{2007} = 1205$]. These cases were comprised of clients who were aged in months to 25 years, predominately African American (82%), and sexual abuse victims (68% of clients). And while 4.3% of the clients had cases where an arrest occurred, 3.7% had cases reported as being indicted, and 3.2% had cases accepted for prosecution. Finally, the data indicated that 13.7% of the clients had missing child or runaway reports filed.

For the purposes of the evaluation, the full data set is not the source of interest, but rather a subset of clients between the ages of 11 and 17; an n of 877 [$n_{2006} = 366$ (41.8%); $n_{2007} = 511$]. This is the typical age range of youth who are at risk for CSE. This key data provides the source for assessing use of CACTIS client files and reports, and is called Client Report Data: Clients Aged 11–17 Years of Age. The data also were narrowed down to the cases identified by notations in the name fields as representing high-priority or high-risk CSEC cases; 50 cases were identified as fitting this criterion across the years 2006–2007. Data were directly coded for all 50 cases to ensure of the most comprehensive CSEC data possible. This data set is called Client DATA: CSEC Cases—Hand Coded.

One method of evaluating the CACTIS database was to examine the data's completeness, which was important to determine the agency's level of commitment. The degree of data that is missing or not indicates whether or not the system is indeed a primary means for agencies to share information on cases. It also indicates the level of agency commitment to the demonstration project, as the creation of CACTIS was a critical aim of the project. An assessment of the two sub-sets of data: Client Report Data Aged 11-17 Years of Age and Client DATA : CSEC Cases – Hand Coded follows.

Client Report Data Aged 11-17 Years of Age

When accessing client reports, users have the opportunity to filter the data on 55 different variables.⁵² Descriptive statistics were generated from the data set on all variables available from the client reports. For 21 (37.5%) of these variables⁵³ data were coded as missing (i.e., no data

⁵² These filters include intake date; ; date of birth; client gender; client ethnicity; language; school district; grade level; domestic violence; community violence; other violence; witnessed sex; prior CPS reports on family; victim of sexual abuse; victim of physical abuse; victim of neglect; witnessed violence; other problem; criminal charges filed; reason no charges filed; orders of protection issued; court; investigation outcome; was CPS involved; did CPS indicate case; CPS indication; CPS disposition; did CPS open case; was a referral to family services made; was the child a ward of the state prior to CAC involvement; was protective custody taken; interpreter needed; preliminary hearing scheduled; trial disposition; CPS indicated (for NCA); CPS status (for NCA); accepted for prosecution; prosecution results in; reviewed; status; interview outcome; cross report/referrals made; date of cross report; was child brought to truancy center; last truancy date; was missing/runaway report filed with police; date child missing/runaway; was offender arrested; date offender arrested; police department receiving; indictment; indictment date; date of mental health assessment; date of interview; date of medical exam; and forensic evaluation date range.

⁵³ The variables for which no data were entered into CACTIS included criminal charge filed, CPS involved, CPS indcs, CPS indicn, CPS disposition, did CPS open case for services was a referral to in-home family services made, was the child a ward of the state prior to CAC involvement, was protective custody taken, preliminary hearing scheduled, CPS indicated (for NCA), CPS status (for NCA), prosecution results are in, case was held over for trial, has this case been reviewed, cross reports/referrals, date of cross report, was

entered into CACTIS), 13 more variables were missing for over 90% of the cases, and 42 of the 56 (75%) variables had data missing for over 50% of the cases.

While a great deal of data is missing, it is not necessarily the fault of the users, but rather may be reflective of the data relevant and available on the case or how the variable is structured. For example, if the child has not run away or been truant, one would not expect information to exist on this variable. If suspects have not been identified, then no arrest or court case occurs. Furthermore, the data reflects what we know about cases that progress through the criminal justice system: the system operates as a funnel, with a large number of crimes committed at the top; a small number of offenders incarcerated at the bottom.

However, two key variables are not even generated in this report: gender of client and presence of CSEC. Gender is present as a filter variable (the client report can be printed for only males or only females), but no output on the number of males and females is available through the client report. The only variable where CSEC is coded within the database is housed within the information on the offender; hence, if an offender has not been identified, this variable is not coded. And again, even when the coding is present in the database, information about the occurrence of CSEC among cases that are present in CACTIS cannot be obtained through any reports.

Client DATA: CSEC Cases – Hand Coded

To more fully examine the information sharing on CSEC cases, and the data provided through CACTIS, CSEC cases identified as high priority or high risk in the name fields were identified and data on those cases was recoded into a separate data base. Across 2006 and 2007, 50 cases were included in the CACTIS database as high-priority or high-risk CSEC cases. Hand-coding variables directly from CACTIS generated 216 variables.⁵⁴ For 128 of the 216 variables identified by hand-coding, none of the 50 cases had data reported. These 128 variables are identified in Table 17.

child brought to truancy center, last known date of truancy, date child missing/ran away, and mental health assessment date.

⁵⁴ While 288 variables are identified across all of the tabbed pages, some of these are replicates of other variables. For example, there are several spaces for entries of phone contacts, not only by home and cell, but also backup number. For those double entries, within this data, most were devoid of entries, hence they were eliminated from coding.

Table 17
Variables with All Data Missing

UCR number	Other children in household alleged to be victims	Initial reporting person's phone number
Fax	DFCS removal	Cross report received
Other phone	Placement	Cross report/referrals made
Pager	Family violence exposure	Agency making cross report
Email	DFCS case number provided	Agency making cross report name
Removed from the system	DFCS history with victim	Cross report confirmation received
Person removing fom system	DFCS history with offender	Cross report confirmation content
Warrant status	Person taking DFCS report	Is the disposition for cross report complete?
Complaint filed in juvenile court	DFCS reporter phone number	Medical exam purpose/referral information
Date inactive	Date victim taken into DFCS custody	Private physician
Date reopened	Special circumstances	Was exam by medical prof. specializing in child abuse
Date closed	Petition filed in deprivation court	Transported to medical
Evidence supporting allegations	Petition content	Was colposcopic exam conducted
Protective orders filed	Petition allegations	Photographic documentation
Nature of protective orders	DFCS initial hearing date	Photographer
Protected from (date)	DFCS initial hearing judge	Medical history notes
Protected to (date)	Status hearing dates	Cultures
In which court will case be heard	Stipulation	Lab tests
Court location	Stipulation terms	Outcome of cultures
Room number	Deprivation trial date	Adolescent
Date closed in court	Deprivation trial outcome	Pre-pubertal
How long victim/offender lived together	Court orders	Outcome of sexual assault medical exam
Suspect home phone	Initial hearing outcome	Physical findings
Suspect work phone	Indictment initial judge name	Exam consistent with history
Suspect fax	NCA dispositions	Outcome of medical consultation
Suspect pager	Prosecution results in	Additional case/family history/notes
Sex offender status	Date of prosecution outcome	Gonorrhea
Description of incident	Was child brought to truancy center	Chlamydia
Fondling	Name of person who brought child to truancy center	Bacterial vaginosis
Oral sex	Last known date of truancy reported	Pregnancy prevention
Penetration	Total number of days truant	HIV prevention medications
Anal intercourse	Reason reported for truancy	HIV medication used
Vaginal intercourse	Has truancy petition been filed	Date of medical follow-up
Oral breast contact	Date truancy petition was filed	Location of medical follow-up

Table 17
Variables with All Data Missing
(continued)

Open		
Burning	Deprivation history	Start time of medical follow-up
Shaking	Deprivation status history	End time of medical follow-up
Broken bones	Neglect on truancy page	Hospital social worker involvement
Other abuse	Delinquency history	Hospital social worker name
Neglect	Family violence exposure	Hospital social worker phone
Witness to (write-in)	Is this truancy deprivation complete?	Services provided by hospital social worker
Fondling under clothes	School reporting risk	
Masturbation	Date of cross report	
Caregiver reaction to allegation	Initial reporting person for cross report	

A number of variables with all data missing are variables coded as present or absent that capture the nature/attribute of the offense, and are coded only if they have been identified as occurring.⁵⁵ It is somewhat surprising that the sexual activity and exploitation variables have missing information for these 50 cases, given that some of these clients identified as high-priority or high-risk CSEC cases have likely experienced some of these victimizations. It is in the description of the incident that the absence of CSEC is most striking. While Shellman-Borna has indicated the value of incorporating commercial sexual exploitation into CACTIS as an offense/offender-based variable, it would also be useful to have CSEC included in the description of the incident, as it would contextualize the sexual offenses that are included at this point. It also seems appropriate to include it here in this capacity given the fact that the clients experiencing CSEC are seen by agencies as needing specialized treatment. Including this characteristic of an incident, as associated with a client, would assist agencies in identifying these specialized needs.

It is further noted how many variables linked to DFCS are missing all data.⁵⁶ While it is expected that some of the cases would likely have missing data on some of these 10 variables, given the identification of these cases as linked to CSEC in some form, it is remarkable that there are no records in the system to indicate that DFCS was involved with the cases. Of course, the lack of inclusion in the system does not mean that DFCS was not involved; however, the historical link of CACTIS's development to the need for sharing information across multidisciplinary agencies (particularly given the cases that occurred to and prompted the development of the system) should be addressed through future training efforts with DFCS personnel.

The additional 84 variables included in this data set generated some findings, but a great deal of missing data continues to be present. On 54 of the remaining variables, the frequency of missing (or unknown) in cases is 70% or greater.⁵⁷ Again, while this appears at first glance to be a large amount of missing data, for some variables, this finding is not surprising—not all clients will have numerous phone numbers and suspects may not be available in all cases (and hence suspect and criminal case information will not be present). However, for other variables, this degree of information should be closely examined in the future by CACTIS administrators and trainers. For example, the dummy-coded variables (being seen for sexual abuse, physical abuse, neglect,

⁵⁵ These include fondling, oral sex, penetration, anal intercourse, vaginal intercourse, oral breast contact, open mouth kissing, burning, shaking, broken bones, other abuse, neglect, witness to (write-in), fondling under clothes, masturbation, caregiver reaction to allegation, and other children in household alleged to be victims.

⁵⁶ Such variables include, for example, DFCS removal, placement, family violence exposure, DFCS case number provided, DFCS history with victim, DFCS history with offender, person making DFCS report, DFCS reporter phone number, date victim taken into DFCS custody, and special circumstances.

⁵⁷ These variables include school district, work phone, cell phone, SSN, seen for physical abuse, seen for neglect, seen for witnessing violence, seen for other problems, reported as missing/runaway, missing report filed with police, person entering CGCIC, arrest, date of arrest, case exceptionally cleared, disposition is complete, suspect DOB, suspect ethnicity, suspect gender, how long was this relationship, victim/offender lived together at some time, open description of suspect, location of abuse, exploitation-pornography, date charges were filed, victim in DFCS custody, reason taken into DFCS custody, status of DFCS case, DFCS disposition complete, indictment, indictment date, initial/preliminary hearing date, bond, bond amount, detained date of offender, release date of offender, trial date, trial judge name, trial judge court, trial notes, sentence imposed, accepted for prosecution, date accepted for prosecution, referral information, name of investigator assigned, DFCS interviewer assigned (name), caregiver history, behavioral information, family/environment changes/stressors, medical exam results available at interview time, law enforcement/DFCS history, abuse/exposure to violence history, additional information, post interview team recommendations, date of medical exam, agency who took photos, photos attached in document management, and rape kit administered.

witnessing violence, and other problems) should be more complete for all cases. The coding schematic for these cases allows users to identify each of these as present (yes) or not (no); it should be presumed that data should not be missing or unknown once certain steps have been taken, particularly for high-risk and high-priority CSEC cases.

Conversations with Shellman-Borna indicated that the variable identifying CSEC on the cases in CACTIS is present under the offender. While it is recognized that offenders may not be identified, she noted that even when a suspect is unknown, the presence of exploitation/pornography can still be identified in the suspect page where it is located. The review of the 50 CSEC cases indicates that this likely is not occurring. Specifically, only one case was coded yes on this variable, the rest were identified as missing or unknown. Because the 50 cases were identified as CSEC cases by hand-coding in the name field by users, it is clear that for 49 of these cases, the correct coding of this variable has not been occurring. It appears that users should be more rigorously trained on how to use the system to properly identify these cases, or a new variable should be added to the client/victim file in CACTIS.

These data also indicate that DFCS involvement with these cases is quite low, with only one CSEC client from the CACTIS database identified as being in DFCS custody. Data on the social and family backgrounds of these clients also is sketchy, with data provided on variables such as caregiver history, family/environmental, changes/stressors, law enforcement/DFCS history, and abuse/exposure to violence history for only 15–20% of the cases.

Finally, medical information on these cases also is, to a large degree, missing in CACTIS. For each of the four medically oriented variables in these data (i.e., date of medical exam, agency who took photos, Are photos attached in document management? and Was a rape kit administered?) over 90% of the cases are missing data.

Attention should be given to variables that have a high degree of information present. All 50 CSEC cases had their ethnicity (47 were African American and 3 were White) and gender (all were female) reported. Most of the cases also had their language, need for interpreter, school name and grade, as well as a primary phone number present within the data. Furthermore, 49 of the 50 cases had files printed for CAIT meetings and their reviews were complete.

Only 52% of cases were missing for the variable “being seen for sexual abuse,” a finding expected given the nature of these cases. Given the lack of information present regarding DFCS case management in the CACTIS file for these CSEC cases, it was somewhat surprising that 47 of the 50 cases contained information identifying what county (Fulton) received the DFCS report.

Forensic interview information was generally complete for these data, with between 38% and 32% of cases missing information for 14 variables referencing this interview.⁵⁸

⁵⁸ These variables included forensic interviewer, date of forensic interview, forensic interview location, start of forensic interview, end of forensic interview, length of forensic interview, investigator present for interview, DFCS worker present for interview, guardian present at forensic interview, child’s presentation, and details of disclosure.

Assessment of CACTIS: Its Use by Demonstration Project Agencies (User Data)

In addition to examining the extent of data in CACTIS, we were interested in how the different users approved to access CACTIS were utilizing the database. We received the Administrative User Report logging the use of CACTIS between January 1, 2006, and December 31, 2007, from the CACTIS administrator. Between January 1, 2006, and December 31, 2007, there were 536 users on CACTIS.⁵⁹ Of all of the system users, 392 (73.1 %) were on the system only *once* during this time period. Twenty-nine of the users frequented the system over 100 times; slightly fewer than 500 of these users ($n = 493$), or 92%, used the system less than 50 times. Only 1.12 % of the users ($n = 7$) used the database 500 or more times. Of these, two high-frequency users—one of whom was the system administrator during most of this period—were on the system over 1,000 times during the period.

There also is interest in how the system is being used when people do log in. The user report generates a description of all hits on the system. Table 18 provides a summary of these uses. There are several noteworthy items in this table. First, there were 7,089 logins recorded while only 3,389 logouts were recorded. This is easily explained: the users are not taking the time to log out of CACTIS before exiting on the Internet. The user report also records the times users logged in and out of the system; if the users consistently logged out of the system, we would have been able to assess time of use on CACTIS. Because users inconsistently logged out, we were unable to assess time on system. The most common use description is the creation of client files, with 2,070 entries indicating that client files were created. Only 66 entries were made to case logs once files were created. A large proportion of system uses ($n = 452$) were administrative in form, consisting of creating users and organizations, changing logins, and changing and resetting passwords. Finally, it is significant that 849 of the system descriptions were for failed logins. Thus, when you remove the administrative uses, failed logins, and missing data, it becomes clear that users are not utilizing the system to its full capacity.

⁵⁹ Of these users, three were members of the GSU evaluation team; these members each used the system under 60 times during this period.

Table 18
User Data: CACTIS Uses

Description	Frequency	Percent
Case log entry	66	0.44764
Client charge deleted	35	0.23738
Client deleted	130	0.88171
Contact deactivated	183	1.24118
Created client	2070	14.0396
Created contact	32	0.21704
Created organization	15	0.10174
Created user	114	0.7732
Failed login	849	5.75827
Forensic interview deleted	50	0.33912
Logged in	7089	48.0806
Logged out	3389	22.9856
Login changed	115	0.77998
Mental health assessment deleted	1	0.00678
Password changed	67	0.45442
Password reset	141	0.95632
Missing	398	2.6994
Total	14,744	100

Given that the system has not been in place long, we would expect to see greater balance between client-oriented uses and administrative uses as users become more familiar with the system. We do note as well, that it would be useful if the user report could identify when users are simply logging in to “read” items in the files and when they are writing to the files. In other words, for the 398 missing values on the description variable, it may be that the users are accessing the system in a “read” form, gaining important information from CACTIS for client case processing, but not writing to the database. This would be considered a demonstration that CACTIS is enhancing sharing information; however, the current data do not allow for such an assessment to occur.

We also examined the use of CACTIS by organization (see Table 19). Clearly the CACs are the most frequent users of the database. The Fulton County Children’s Advocacy Center and the Georgia Center for Children, and the newly combined agency, the Georgia Center for Child Advocacy, have the greatest number of contacts with CACTIS: over 1,000 hits per agency, accounting for over 92% of all social service agency hits on CACTIS, and 71% of all contacts with the system. Interviews with professionals provided support for these quantitative reports. An employee of FCCAC (interview, July 30, 2007) indicated that she used CACTIS “on a daily basis, ... I record all of my information from interviews into the system, all of my summaries that I do on my disclosure and nondisclosure interviews. Umm, all my nonoffender, caregiver interviews, I put my information into the system, any recommendations, any high-risk flag information, umm medical information, anything that will help the police pull together, or DFACS pull together their investigations.” GCCA employees mirrored these statements in interviews.

Table 19
User Data: CACTIS Use by Organization¹

Organization	Frequency	Percent
Law enforcement		
Atlanta PD	1003	7.43
Fulton County PD	39	0.29
Union City PD	28	0.21
College Park PD	19	0.14
East Point PD	17	0.13
Roswell PD	10	0.07
Sandy Springs PD	5	0.04
Alpharetta Police Department	5	0.04
Fairburn PD	2	0.01
Hapeville PD	2	0.01
Palmetto PD	1	0.01
Courts		
Fulton County DA—Crimes Against Women & Children Unit	716	5.3
Fulton County DA—Victim/Witness Assistance Program	207	1.53
Fulton County Superior Court	23	0.17
Atlanta Victim Assistance Program	120	0.89
Fulton County Juvenile Court	226	1.67
Special Assistant Attorney Generals	1	0.01
Social services		
Fulton County's Children's Advocacy Center	4519	33.47
Georgia Center for Children	3987	29.53
Georgia Center for Child Advocacy	1123	8.32
Fulton County Division of Family and Children Services	722	5.35
CEASE	62	0.46
Healthcare services		
Children's Healthcare of Atlanta at Hughes Spalding	222	1.64
Fulton County Department of Health and Wellness	206	1.53
Children's Healthcare of Atlanta Child Protection Center	169	1.25
Fulton County Medical Examiner's Office	2	0.01
Schools		
Fulton County Schools	9	0.07
Atlanta Public Schools	4	0.03
Administration		
Network Ninja, Inc.	56	0.41

¹For 1085 entries, no organization was specified; the GSU research team accounted for another 137 entries.

N = 13,505 100%

Of the law enforcement agencies, the APD, by far, is the most likely to access the data contained on CACTIS ($n = 1003$); it accounts for 88.7% of the law enforcement contacts with the system. The APD follows only the CACs in the number of hits, accounting for approximately 7.5% of the contacts on the system. All other law enforcement agencies have fewer than 50 contacts with CACTIS. Perhaps the key to the use of CACTIS by the APD is the buy-in to the system of the Child Exploitation Unit. The officer with this unit (interview, May 15, 2007) indicated that this unit was planning to use CACTIS to track its cases and contacts with other agencies. This officer noted that “we were using it when it first came out” (APD Child Exploitation officer, interview, May 15, 2007) and that “...we’re putting what we can (into the system).” While this officer expressed support for the system, he did note several problems with the unit’s using it at a resource. Specifically, he indicated that staff was reluctant to input the data themselves because of time constraints and the need to put information into two additional APD databases. In addition, while he had other staff inputting data, he noted that the frequent turnover of staff required constant training, and that the staff was overwhelmed as well. It is likely that other police agencies, where staffing and worker morale are low, find it difficult to add an additional job duty to their officer’s plates. The officer interviewed was clearly working to improve the unit’s use of the system, concluding that, “...the key thing is, it is a new database ...and everybody is still trying to work the kinks out.”

The rest of the users approved to access CACTIS do so rarely. Agencies associated with the courts as a group accounted for only 9.5% of the total hits on CACTIS, with the greatest number of these accesses occurring through the Fulton County District Attorney’s Crimes Against Women and Children Unit ($n = 716$; 5.3%). Interviews with professionals associated with the courts indicated judges found no real need to access CACTIS, and one judge did not even know of the system. Healthcare agencies accounted for only about 4.5% of hits on the system; mainly, according to an interview with a Hughes Spalding employee (interview, March 26, 2007), to obtain agendas for the CAIT meetings. Indeed, this employee noted that they did not input information, but rather use the system to get medical information from the interviews recorded by other agencies (Hughes Spalding employee, interview, March 26, 2007). Meanwhile, access by schools made up less than 1%. Interviews with school personnel (Fulton County Public Schools employee, interview, June 19, 2007) indicate that while some employees have been trained to use CACTIS, they were not putting information into the system.

Finally, we examined use of CACTIS by the roles assigned to users (see Table 20). Again, not surprisingly, the most frequent user roles were associated with the CACs ($n = 4118$), and included case managers ($n = 2$), forensic interviewers ($n = 190$), mental health professionals ($n = 880$), and FCCAC agency staff members ($n = 2303$). Other forensic interviewers were also frequent users of CACTIS (forensic interviewer $n = 897$; forensic interviewer—mental health professional ($n = 335$)). Law enforcement also had significant contacts with CACTIS ($n = 1,155$); these contacts, as described above, were primarily through the APD. Roles associated

with the courts⁶⁰ and medical and mental health personnel⁶¹ also were less likely to utilize CACTIS.

⁶⁰ The variables and associated frequencies are as follows: (n_{child advocate attorney} = 154; n_{Judicial office} = 28; n_{Victim Advocate} = 322; n_{Victim Witness Supervisor} = 6; n_{Probation-Runaway} = 8; n_{Prosecution Investigator} = 146; n_{Prosecutor} = 318).

⁶¹ These variables and their frequencies include: (n_{Medical Administrator or Professional} = 269; n_{Mental Health Professional} = 86; n_{Hospital Social Worker} = 217).

Table 20
User Data: Number of Hits by Role

Role¹	<i>f</i>
Administration	1418
CAC	743
CAC case manager	2
CAC forensic interviewer	190
CAC mental health professional	880
CAC staff	2303
CASA	1
CEASE advocate	63
CEASE advocate, JJF staff	7
Child Advocate Attorney	154
DFCS	743
Education, social work	11
Family advocate, victim advocate, intern	247
Family advocate, mental health professional	272
Forensic interviewer	897
Forensic interviewer, mental health professional	335
FI, teen services coordinator	2913
Hospital social worker	217
Judicial officer: Deprivation Court, Juvenile Delinquency Court, Superior Court	28
Law enforcement	1155
Medical administrator or professional	269
Mental health professional	86
Probation, runaway	8
Prosecution investigator	146
Prosecutor	318
Victim advocate	322
Victim witness supervisor	6

¹ A number of hits ($n = 156$) were attached to other roles that were less integral to the collaborative function (research/training/education, SAAG, and test); an additional number of CACTIS contacts were classified as N/A ($n = 847$), most of which were associated with login failures. $N=13,734$

Assessment of CACTIS: Forensic Interview Data

CACTIS was to serve as a central repository for forensic interviews conducted in child abuse cases in Fulton County. However, as presented earlier, the entry of data into CACTIS was limited. In particular, the Georgia Center for Children (in addition to the Fulton County Children’s Advocacy Center) conducted forensic interviews with children, although it did not enter the data into CACTIS. Referrals for forensic interviews typically occurred from CAIT, from the juvenile court (e.g., probation officers, detention intake officers, or prosecution), or from law enforcement. High-priority youth (e.g., those who had contact with the court system or law enforcement due to prostitution or loitering for solicitation) were to be scheduled for forensic interviews within 48 hours.

The posted forensic summaries in CACTIS provided the following information: (1) names of persons present during the interview (e.g., investigator, DFCS worker, and guardian); (2) youth's psychological and behavioral presentation during the interview; and (3) youth history (e.g., caregiver, law enforcement/DFCS, medical exam results, and family/environmental stressors). Forensic interviews with youth may be the only effective means to determine if a youth has experienced CSE.

The CACTIS database query generated 233 completed forensic interviews. A random sample of completed interviews indicated that they ranged from 15 to 60 minutes in length, averaging 42 minutes. Youth may have received a referral to CEASE because they were regarded as at high risk for CSEC, and the purpose of the forensic interview was to gather additional information to confirm CSEC behavior. Overall, the CACTIS database did not provide an effective means to differentiate high-risk and high-priority cases. Further, CACTIS is a database designed to collect information on all child abuse cases, not CSEC cases exclusively. Thus, there is no reliable or consistent mechanism to document evidence of commercial sexual exploitation in the forensic interviews within the database. The research team independently reviewed the 233 completed forensic interviews and identified 120 youth as high risk for CSEC ($n = 84$) and as high priority for CSEC ($n = 36$). However, using data contained wholly in forensic interviews to determine the designation of youth as high priority or high risk had several pitfalls. First, case information was not updated as youth traversed through the various programs. In addition, both DFCS and CEASE experienced major staff changes throughout the course of this evaluation that made data entry inconsistent. It became apparent from the research team's interviews (described more fully further in the report) with high-priority youth that they were more appropriately classified as high-risk youth.

Postscript

The JJF reported in its 2007 Annual Report that the state appropriated \$250,000 to Children's Advocacy Centers of Georgia to expand CACTIS statewide by 2009. In September 2007 the Fulton County Children's Advocacy Center and the Georgia Center for Children merged. The degree to which it will have an impact rests primarily on the degree of resources provided by the new agency, the Georgia Center for Child Advocacy, for training and administration of the database. In addition, CACTIS will be implemented statewide (Layman, 2007). Network Ninja was given the contract to develop this database as well. The full details of the contract were unknown at this time. However, Shellman-Borna (personal communication, June 10, 2008) reported that the counties of Georgia will be given the ability to "tailor" their databases to meet their specific needs, with the foundation of certain variables that are shared across all counties. As such, while a statewide database will exist, counties may have more detailed database information as they request. Given this approach, CACTIS will continue to exist as the database utilized in Atlanta-Fulton County. The benefit to Fulton County is that funding for the maintenance of the database will be picked up by the state in 2009. As Shellman-Borna noted Fulton County will likely be ahead of the other counties, as CACTIS was developed with great attention to the details desired in such data, and reporting from the database was tailored to meet current and potentially future needs. The Techbridge Award to develop an "empty" training

database should enhance training on CACTIS (as recommended). It is unknown whether such components will be accessible on a statewide basis.

Improved Delivery of Care

The perception of CSE children by juvenile justice, child welfare, or mental health agencies may vary, and this difference in perception can affect whether such children receive appropriate treatment. Boxill and Richardson (2007) discuss the difficulty in identifying CSE children because agencies that serve this population each view CSEC through a different lens. They make the analogy that the term “child prostitution” to describe CSE victims, similar to “adult prostitution,” comes with an assumption of complicity (Goddard, De Bortoli, Saunders, & Tucci, (2005; Goddard & Saunders, 2000; Saunders & Goddard, 2001). The perception of children as complicit in this crime, results in arrests for status offenses that might not lead to their treatment or support. If the net result is that children who experience prostitution are viewed as complicit if their experience is labeled as CSEC, but not complicit if their experience is labeled as sexual child abuse may be one factor contributing to the different responses utilized by justice agencies compared to social service or mental health agencies. In essence it is important to recognize the impact of “sexualization,” when “sexuality is inappropriately imposed upon a person” (APA, 2007, p. 1), which should be an explicit assumption in cases of children. Children are not developmentally competent to choose involvement in sexuality when it is not age appropriate. The APA report also cites research on how sexualization negatively impacts girls, including having detrimental effects on their cognitive functioning, physical and mental health, sexuality, and attitudes and beliefs.

Language differences also pervade the community’s response to CSE children and may determine how they address the problem through the child welfare or the juvenile justice system. Finkelhor, Cross, and Cantor (2005), in their analysis of the response to juvenile needs across these two systems, pointed out the differences in the perception of victims and the goals of intervention. They reported that the justice response regarding intervention is not widely recognized or documented because of its fragmentation. In addition, Finkelhor and colleagues noted that police or prosecutors refer children for treatment as part of justice system processing, but the justice system focus is on the offender, not the victim. In addition, there is little systematic documentation about the range and frequency of victim referrals

The intersection of the child welfare system and the juvenile justice system is a critical place for further understanding the nature and scope of CSEC (Finkelhor et al., 2005). The juvenile justice system is comprised of two subsystems: delinquency and dependency. The justice system is concerned primarily with responding to delinquent acts or victims who come to their attention through their own behavior in response to their victimization (i.e., running away, truancy, etc). If a perpetrator of this victimization is identified, then that adult perpetrator (regardless of relationship to the victim) may be arrested, charged, and prosecuted through the justice system. However, within the child protection system, the relationship between the perpetrator and the child does matter. It typically is used to define jurisdiction and guides the decision about appropriate intervention. The child welfare system limits its response to those incidents where a child is harmed or neglected by and individual who occupies a caretaking relationship to the child victim. Given that most CSE is perpetrated by those not in a caretaking role with the child,

this often results in victims of CSE typically being identified and responded to through the juvenile justice system, rather than through child protective services.

It is important to note that communities across the United States are struggling to reach a consensus on how best to address the needs of CSE youth (Barton Child Law and Policy Clinic, 2008). Debate ensues as to which system best serves as the gateway for CSE youth to be identified and provided appropriate services/treatment. At the heart of this issue is how to prevent the detrimental effects of detention on youth and still prevent youth from running away and returning to the streets. San Francisco has developed a model that uses arrest and detention to bring children into the system; however, they offer specialized services to the youth while in detention, in custody, and upon release (Barton Child Law and Policy Clinic, 2008). This appears to be the model developing in Atlanta-Fulton County.

In June 2004 the Fulton County Children's Advocacy Center hired a teen services coordinator to improve delivery of care to sexually assaulted and exploited youth. The teen services coordinator was responsible for the following:

- Conducting case management, support services, and forensic interviews for sexual assault and exploitation victims aged 13–18
- Identifying CEASE cases from CAIT case review meetings
- Providing training and education to professionals and public
- Providing crisis intervention for sexual assault and exploitation victims aged 13–18
- Coordinating medical examinations and treatment for sexual assault and exploitation victims aged 13–18
- Conducting follow-ups and referrals for sexual assault and exploitation victims aged 13–18

In addition to the teen services coordinator, CEASE and Angela's House, both housed under the JJF, provided treatment services to CSE youth. CEASE was the agency primarily responsible for case management/referral and Angela's House was the primary residential treatment facility.

CEASE employed two personnel, a program assistant and project coordinator, who interacted with youth at risk for (high risk) and victims of (high priority) CSE. The coordinator reviewed juvenile court reports and worked with probation officers, judges, and the Department of Juvenile Justice (DJJ) to interview youth who may have experienced CSE and to assist with recommendations for services and placement. The program assistant served as a courtroom advocate for sexually exploited youth, reviewing files and developing recommendations for services, in consultation with the CEASE project coordinator. In addition, the program assistant participated in the biweekly CAIT meetings held at the FCCAC, and she offered a prevention/intervention after-school program to the Warren/Holyfield Boys & Girls Club and the Joseph B. Whitehead Boys & Girls Club. CEASE also was involved in public education and training professionals who provided services to CSE youth, including volunteer mentors and court advocates.

CEASE served as the primary case management resource for youth identified as at risk or sexually exploited (according to the common intake-risk assessment instrument described

previously), had extensive interactions with other agencies, and typically provided follow-up information for such youth in the CACTIS database. CEASE also routinely shared information with FCCAC, DFCS, probation officers, and the police

CEASE often referred high-risk youth to other treatment providers for group, behavior, individual, or family therapy and for residential treatment, including placements at Boys and Girls Town shelters (20–30 days) or group homes (7–10 months). Youth at risk for CSE were also referred for community-oriented interventions at a YMCA or a Boys & Girls Club. Gender-specific treatments were available to youth that entered through the DFCS. In addition, Georgia Regional Hospital's mental health services were available to high-risk youth charged with a delinquent act. The treatment needs of high-risk youth were generally easier to obtain because of the available funding for such youth.

The treatment protocol for high-priority CSE youth was somewhat more restricted. The CEASE high-priority case manager consulted with current and previous social workers, therapists, and psychologists regarding the treatment progress and additional services. High-priority youth on Medicaid could be referred to an Intensive Family Intervention (IFI) agency for three months or more of ongoing treatment. IFI agencies specialize in family interventions and their staff received CEASE training. CSE youth receiving IFI services returned home upon completion of treatment, if appropriate. In addition, they could be referred to either Angela's House or Boys and Girls Town for one to six months.

Starting in 2004 JJF entered into an agreement with Inner Harbour—a local, licensed nonprofit and reputable therapeutic provider—to operate Angela's House as a group home. Girls housed at Angela's House attended school on the campus of a children's psychiatric hospital in Douglasville, Georgia, also operated by Inner Harbour (Miller, 2007). Services offered at Angela's House include outdoor recreational therapy, individual and family therapy, recreational therapy, animal-assisted therapy, a chemical dependency group, and a respect group. Angela's house also utilized services from an outside agency called Assert the Mind, which conducted team-building activities with the residents. The director of Angela's House was interviewed, but did not offer specific guidelines regarding the treatment services offered. Angela's House serves approximately 18 girls annually since its opening in 2001. As of June 30, 2008, more than 125 girls have been served by Angela's House (JJF, 2007).

Angela's House was limited in the degree of information sharing and working together with other agencies. Angela's House operates as a treatment facility for exploited youth and as a consequence, confidentiality of resident information is imperative. Because of these confidentiality issues, Angela's House did not input their resident data into CACTIS; however, they did share information with CEASE and a small number of agencies to which they referred their residents for follow-up care.

As of 2004 Angela's House no longer served as an emergency placement for CSE girls, leaving a void in emergency placement for CSE youth. However, in its 2007 Annual Report, JJF reported successfully securing start-up funding (\$140,000) for a seven-bed regional assessment center and emergency shelter for CSE victims to be operated by the Department of Human Resources (JJF, 2007, p. 11). To date a regional assessment center had not opened.

Child Abuse Investigation Team (CAIT) Case Review

On May 13, 2004, the Fulton County Children's Advocacy Center began preparing, coordinating, and hosting on-site, biweekly MDT reviews of all Fulton County sexual assault cases—for which a forensic interview was conducted at the Georgia Center for Children (and later at the FCCAC), or a medical examination at the Child's Protection Center of Children's Healthcare of Atlanta (CHOA). Referrals for forensic interviews typically originated through one of the local children's hospitals or one of several Atlanta-Fulton County law enforcement jurisdictions. CAIT provided a formal process for exchange of information among professionals on relevant cases. Participating agencies included police departments from 10 municipalities in Fulton County; Fulton County District Attorney's Office Crimes Against Women and Children Unit and Victim Witness Assistance Unit; Fulton County DCFS; Hughes Spalding Children's Hospital; Child's Protection Center of Children's Healthcare of Atlanta; and the Georgia Center for Children. In 2005, the Fulton County Juvenile Court Child Advocate Attorneys and CEASE also joined CAIT.

Between May 13, 2004, and February 17, 2005, CAIT reviewed a total of 498 cases involving 566 children or an average of 19.85 new cases per month (JJF, 2005b). Between January 1, 2006, and June 30, 2006, CAIT reviewed 337 cases. Agendas for the meeting the first three months of 2007 indicated CAIT was on pace to review a similar number of cases in 2007.

Each biweekly meeting was scheduled for four hours and on average 25–35 cases were reviewed, and some cases were revisited to update existing information. Meetings were regularly attended by forensic interviewers from Fulton County Children's Advocacy Center and the Georgia Center for Children and representatives from the Division of Family and Children Services, Fulton County District Attorney's Office, CEASE, Fulton County Department of Health, Victim Witness Program, Fulton County Juvenile Court, Atlanta Public Schools, and Atlanta and Fulton County Police Departments. Depending on the case review calendar, representatives from additional organizations, such as metropolitan law enforcement officers, child advocacy attorneys, and mental health providers, also attended.

At each meeting, CAIT followed a planned process to staff a case. The procedure for each case started with the verbal reading of the following:

- Synopsis of a forensic interview conducted
- Medical exam results, including physical evidence and up-to-date health records (e.g., immunizations, vaccinations)
- Hospital social worker notes
- Report from law enforcement on the status of the perpetrator(s)
- Report from prosecution on status of the perpetrator(s)
- Report from victim witness assistance on status of victim
- Report from social services on status of victim and family
- Status of case in juvenile court
- CEASE notes
- Team recommendations

If information was missing or follow-up was required, the case was rescheduled on the agenda for the subsequent meeting. Reasons for rescheduling included absence of the investigating law enforcement agency with jurisdiction over the case, additional school information or health records needed, assigned caseworker change, and CEASE follow-up.

CSEC Protocol Development

In parallel with the development of the Child Abuse Protocol for Fulton County, efforts were undertaken to develop a protocol to guide agencies on handling CSEC cases. On January 26, 2006, a Summit to End Sexual Exploitation Leadership Meeting was facilitated by FVTC and was convened by JJF and Prevent Child Abuse Georgia, with support by the United Way of Metropolitan Atlanta and OJJDP. The purpose of the summit was to “explore ways that agencies in Atlanta-Fulton County can work together to prevent and respond to child sexual exploitation.” Invited to the two-day event were over 100 representatives from Atlanta area children’s agencies, including approximately 60 top-level administrators.

According to the FVTC Final Report, dated February 2007, the focus of the summit was to review progress made by the community and to make recommendations on the continuum of care to support victims of CSE. At the summit’s conclusion specific recommendations were made to improve prevention and early intervention to: (a) use proven approaches, (b) educate service providers and community as a whole, (c) conduct professional training for service providers, (d) use CACTIS for centralized and coordinated information sharing, (e) create a resource directory for all agencies and organizations, (f) provide earlier and consistent responses to school absenteeism, and (g) increase emphasis on public education and awareness. FVTC also recommended that the Executive Cabinet be reorganized into specific task forces to address needs and recommendations.

Over the course of fall 2006 (September 25–26, 2006; October 30, 2006), FVTC conducted a series of meetings with agencies to develop the protocol for handling CSEC cases. An Executive Cabinet meeting was held on September 26, 2006, at the Fulton County Juvenile Court. Doris Downs (Chief Judge), Paul Howard (District Attorney), C. Holloway (OJJDP), K. McCullough (demonstration project director), and J. Cloud (FVTC) hosted the meeting. Later that same day, representatives from 15 agencies⁶² met to renew their commitment to implementing protocols. At the first meeting each agency was given a homework assignment to complete one week before the next meeting (October 30, 2006). Their assignment was to complete a matrix outlining the ideal procedure when their agency encountered a victim of CSE as well as documenting their actual practices and involvement as they related to prevention, intervention, enforcement, and prosecution. At the second meeting Cloud shared a long-term plan with four objectives for action steps and accountability for the Executive Cabinet as follows: (1) meet with District Attorney Howard and Assistant District Attorney Espy by January 2007 to determine the members and governance structure of the Executive Cabinet; (2) identify an agency representative to complete the protocol, agree on a time line and obtain approval at the Executive

⁶² Atlanta Police Department, Atlanta Public Schools, Children’s Healthcare of Atlanta, Fulton County Children’s Advocacy Center, City of Atlanta Mayor’s Office, Fulton County Court, Fulton County Department of Family and Children’s Services, Fulton County Department of Mental Health, Fulton County District Attorney’s Office, Fulton County Juvenile Court, Fulton County Police Department, Fulton County Public Schools, Fulton County Sheriffs Department, and Georgia Department of Juvenile Justice.

Cabinet meeting in January 2007; (3) develop a 3–5 year strategic plan with the Executive Cabinet to be completed by December 2006; (4) maintain or increase present level of involvement of all participating service partners by November 30, 2006.

At the September 30, 2006, a newly formed, smaller Executive Cabinet met and FVTC facilitated a discussion of the participants. The meeting was attended by most of the 16 agencies redefined as the Executive Cabinet. These agencies and organizations included the following:

1. Fulton County Superior Court
2. Fulton County Juvenile Court
3. Fulton County District Attorney's Office
4. Fulton County Sheriff's Office
5. Fulton County Department of Juvenile Probation
6. Atlanta Public Schools
7. Fulton County Public Schools
8. Atlanta Police Department
9. Fulton County Police Department
10. Fulton County Division of Family and Children Services
11. Fulton County Department of Mental Health, Developmental Disabilities and Addictive Disease (Fulton County MHDDAD)
12. Department of Juvenile Justice
13. Fulton County Children's Advocacy Center
14. Children's Healthcare of Atlanta/Hughes Spalding/Scottish Rite/Egleston/Scottish Rite/Egleston
15. Juvenile Justice Fund /Center to End Adolescent Sexual Exploitation
16. Georgia Center for Children

It is important to note that at this meeting Juvenile Court Judge Jones, Superior Court Judge Downs, and District Attorney Howard were in attendance and highly supportive of the process. At this meeting it was agreed that a new memorandum of understanding, supported by a cooperatively developed set of protocols for addressing the needs of commercially sexually exploited children would be devised and implemented. The following month agencies submitted detailed descriptions of their processes to FVTC (see Appendix G for completed matrix), which FVTC collated and organized. This information was presented at an all-day meeting on the CSEC protocol, which included two separate reporting periods: 8:00 a.m.–2:00 p.m. for agency representatives and 2:00–4:00 p.m. for Executive Cabinet members. The Executive Cabinet agreed to move forward with the development of the protocols.

Four subcommittees were created on the areas of prevention, intervention, treatment, and prosecution to devise and implement a set of protocols to accomplish the mission and to achieve the objectives within each of these areas. The subcommittees then named lead agencies to develop specific protocols for each area, as outlined below.

Prevention: Interagency responses to children who present with any of the risk factors for CSE, but who have not yet been commercially sexually exploited. These risk factors include but are not limited to the following:

1. Children who have been sexually abused or suspected of having been sexually abused
2. Children who are chronically truant or receive ongoing school suspensions or discipline action
3. Children who have history with the juvenile court of status offenses or delinquent behavior

Lead Agency: Center to End the Sexual Exploitation of Children (CEASE)

Intervention: Interagency responses to children who are

1. referred or reported as known victims of commercial sexual exploitation;
2. referred, reported, or apprehended for prostitution or solicitation; or
3. referred, reported, or apprehended for offenses known to be highly correlated with exposure to commercial sexual exploitation, including running away, loitering, chronic truancy, reported missing, and delinquency and a history of chronic offending (e.g., three or more referrals or arrests within a 12-month period).

Lead Agencies: Fulton County Children's Advocacy Center, Fulton County Juvenile Court, Fulton County Probation Department

Treatment: Interagency responses to children who are confirmed victims of commercial sexual exploitation in which both immediate or crisis treatment services are provided as well as ongoing treatment that may include protective out-of-home placements.

Lead Agencies: Fulton County MRDD, Children's Hospitals

Prosecution: Interagency legal responses to identified perpetrators of commercial sexual exploitation (e.g., "pimp" or "panderer") involving one or more specific children with the aims of: (a) securing a conviction in a court of law against the individual(s), and (b) when possible, establishing a sufficient fact pattern by which an organized enterprise of commercial sexual exploitation may be destroyed.

Lead Agency: Fulton County District Attorney's Office

On February 15, 2007, another CSEC protocol meeting was held. By July 2, 2007, all agency officials had officially endorsed (via signature) the CSEC protocol (see Appendix H).

Assessment of the Accomplishments of the Atlanta-Fulton County OJJDP Demonstration Project

Our process evaluation started after the OJJDP demonstration project had been operating for two years. Based upon review of historical records and interviews with formative members, a description of the demonstration project's early activities and its progress toward goal accomplishment appear earlier in this report. Beginning in January 2007, relying upon the use of interviews, observations, and surveys, the research team captured data on the demonstration project's efforts within its primary goals: raising awareness of CSEC, training professionals, improving delivery of services CSE youth, and improving data and information sharing across agencies that serve CSE youth.

From the outset, given the number of agencies and individuals involved in the CSEC issue in Atlanta-Fulton County, it was difficult to define clear boundaries on the project/initiative/service directly funded by the OJJDP demonstration project, and which should be the focus of the evaluation. This was further complicated by the fact that OJJDP awarded funding to JJF, an organization that already had a long history of involvement with high-risk and high-priority CSE youth. For example, CEASE, Angela's House, and CAIT are critical to the primary goals, yet all are funded independently of OJJDP and were operational prior to the OJJDP funding award. Therefore, the research team took a more practical approach. The principal investigator obtained monthly updates from the OJJDP project director, Kaffie McCullough,⁶³ and the research team focused its attention on tasks/projects/issues related to CSEC identified by the project director. At this stage, much of the project director's effort was directed at completing the CSEC protocol and obtaining signatures of agency officials on the final version. In addition, she participated in continuing efforts to procure funding resources for the regional assessment center for CSEC youth.

In addition to monthly updates, the research team observed any ongoing and scheduled meetings of the Executive Cabinet, CSEC protocol committee, Child Abuse Protocol, and CAIT. The team also interviewed members of the CAIT and other professionals on the "front lines" of the CSEC issue mainly to discuss their perspectives on the nature and extent of CSEC as seen by their agencies, including their direct contact with CSE youth, involvement in development of the CSEC protocol, use of CACTIS, and participation and perception of CAIT. In other words, we sought to identify the police officers, prosecutors, judges, probation officers, child advocates, social caseworkers, mental health professionals, and teachers, who interacted with youth at-risk for or victimized by CSE. To provide additional insight on the impact of treatment/services, the team also interviewed a sample of HP/HR CSE youth and their guardians either identified in CACTIS or in CEASE's caseload. A focus group was also held with two girls from Angela's House. As appropriate, details on the methods by which samples were obtained, interviews and surveys conducted, and data analyzed are described within each section.

⁶³ It is also important to note that during the first six months of our evaluation, the project director also served as the acting director of the Juvenile Justice Fund.

Overall Analysis of the Functioning of the Demonstration Project: A Tale of Two Collaborations

Under the auspices of OJJDP, the demonstration project's mission was to end the commercial sexual exploitation of children. The project defined CSEC as "sexual abuse of a child by an adult involving remuneration in cash or kind to the child or a third person; involving treatment of the child as a sexual and commercial object in activities such as prostitution, pornography, and other forms of transactional sex where a child engages in sexual activities." It devised four project areas: community awareness, training of professionals, sharing of data and information, and improved service delivery. The effort to reduce CSEC employed a two-pronged approach to collaboration: the policy level of administration, which became encapsulated within the Executive Cabinet, and the operational level, which became known as the Child Abuse Intervention Team, or CAIT.

The Executive Cabinet varied in its core membership over the course of the demonstration project's operation. Initially, it was comprised of over 30 government and nonprofit agencies and included the city of Atlanta, Fulton County, and DeKalb County. At the close of the project this number had narrowed to less than 20. The demonstration project also changed in terms of its key leadership. From the beginning, Fulton County Juvenile Court Judge Hickson served as the major champion of the effort. The nature and abruptness of her departure was identified in interviews with FVTC and the formative members of the demonstration project as a major blow and resulted in a leadership vacuum for a period of time. In addition, many of the formative members hoped that another public official might step in and assume leadership, but this never occurred. Periodically, and fortunately for the community, various leaders would spearhead a particular effort to address CSEC within the scope of their responsibilities, but no single city or county government official emerged to singularly champion the cause of CSE youth.

Based upon the research team's observations of the Executive Cabinet meetings at the policy level, the lead agencies appeared to be cooperative and genuinely interested in making the demonstration project functional. In an October 17, 2005, report, FVTC noted that this level there were several "champions" of the effort emerging. However, FVTC also noted that the role of the Executive Cabinet was not clearly defined and its potential as a governing body had not been realized. FVTC ultimately recommended that the Executive Cabinet be reconsidered and in its final stages, four subcommittees—prevention, intervention, treatment, prosecution—became the preferred governance structure.

The assessment of the final product, the Atlanta-Fulton County CSEC protocol, is consistent with a final assessment of the policy and operational levels of the collaboration. At the operational level, the protocol is an excellent blueprint for inter-organizational cooperation and collaboration. Within each of the four areas, very clear and manageable actions on the part of the relevant agencies are delineated. Each action contains appropriate time lines and responsibilities. It is direct evidence of the success of the demonstration project at the operational level (i.e., the people and agencies that have ongoing contact with the individuals, families, and communities affected by CSEC).

On the other hand, at the policy level, investment in the protocol did not seem as urgent or as much of a priority. While there was interest in the development of the initial MOU, the subsequent actions detracted from that commitment. Once the protocol was drafted, it took several months for the final document to be approved by all the participating agencies. Further, even in this approval, some essential aspects of the protocol were not universally accepted (e.g., entering agency data into CACTIS). Moreover, after the protocols were signed and the MOU was complete, there was no final coming together of the parties, no plan for ongoing meetings with top agency administrators, and no plan for developing of protocol training of social service, education, justice, or health care professional. Granted the Executive Cabinet members were very busy administrators; however, it is fair to say that at the policy level (among members of the Executive Cabinet) continued collaboration around the CSEC issue was not observed.

Assessment of Data Information and Sharing Efforts

Child Abuse Intervention Team (CAIT)

The primary tool for assessing the implementation of measures to achieve the objectives in the areas of prevention and intervention was the functioning of the Child Abuse Intervention Team. It is important to note that the protocol, which was developed and approved by the 16 agencies in the revised Executive Cabinet, institutionalized the functioning of CAIT; however, most of the processes captured in the protocol emanated from the experiences of CAIT and its members that had been ongoing since 2002.

CAIT is comprised of representatives from participating government and nonprofit agencies operating in Fulton County, who are charged with the review, discussion, and sharing of information related to cases involving allegations of child sexual abuse brought to the attention of the Georgia Center of Child Advocacy. As noted in the CSEC protocol, the referrals to GCCA originate through the two local children's hospitals or any of the five Atlanta-Fulton County law enforcement jurisdictions.

Every member of the research team attended at least one CAIT meeting, except for one member. The following observations regarding the substance and process of the meetings were noted. First, the members of the CAIT team were a dedicated, hard working group of human service, health care, and law enforcement professionals. Members came to the meetings prepared to make contributions toward understanding the full breadth of the case as delineated in the CAIT procedures. Less than 10% of the cases on the CAIT meeting agenda fit the criteria for "high priority" and were thus appropriate for a CEASE referral. The overwhelming majority of cases were child sexual abuse cases involving children under the age of 12. Municipal law enforcement agencies in Fulton County, other than the Atlanta and Fulton County Police Departments, did not attend the CAIT meetings, which was problematic when one of the cases fell within their jurisdiction. The CAIT process was being adversely affected by critical personnel issues (i.e., investigator shortages in the Child Protection Unit) in the Fulton County DFCS.

Other data supports the observation that the CAIT collaboration was a highly successful partnership. In March 2007 CAIT members were surveyed using the Wilder Collaboration

Factors Inventory (Mattessich, et al., 2001). This inventory assesses the functioning of an existing collaboration. The inventory is comprised of 40 statements rated on a 5-point Likert Scale, from strongly disagree to strongly agree, regarding respondent's perceptions of the collaboration and its functioning on such issues as leadership, vision, resources, history, and benefits. At that point in time, the participants who completed the inventory were highly supportive of CAIT's functioning. The participants shared a vision of the demonstration project's purpose and strongly believed it enabled them to better meet the objectives of their agencies, than they could have independently. They also reported that the communication within CAIT improved interagency cooperation. However, because of turnover and turmoil within several of the agencies at the time, particularly DFCS, the participants were somewhat hindered in their goals.

Based upon the data collected through observations of CAIT, findings from the Wilder Collaboration Factors Inventory, and extensive personal interviews with relevant law enforcement, social service, public schools, and health agencies involved in prevention and intervention there was agreement that CAIT served its intent well. The regularly scheduled meetings and subsequent follow-up on cases fostered important interagency collaboration. Agency representatives reported that this collaboration existed prior to the formally approved protocol, but that it was strengthened with the protocol. Testimony to this strong consensus was a survey conducted with CAIT participants approximately a year after the protocol was signed that positively rated the protocol's effectiveness.

However, an interesting trend was revealed through the interviews and manifested during the biweekly CAIT meetings that directly related to the issues of prevention and intervention. In all of the interviews with demonstration project participants, from law enforcement to social services, it was acknowledged that commercial sexual exploitation of girls through prostitution was a problem, but that their particular agencies did not see many girls who were being commercially sexually exploited as such. In other words, they acknowledged interacting with many girls who were high risk (e.g., runaways and truants) as opposed to high priority (e.g., soliciting and prostituting). They also saw many young girls, under the age of 10, who were experiencing sexual abuse by relatives and friends, fathers, stepfathers, uncles, grandfathers, which fit the profile of girls who would be high risk as they aged because of the trauma of earlier sexual abuse. However, the actual numbers of girls who had been commercially sexually exploited were not being identified and provided legal or social services by the system. These observations were supported during the biweekly CAIT meetings. It was rare for any of the 25–30 cases under review to be classified as high risk and referred to CEASE (prevention). It was unusual for a case to be considered high priority where the victim had actually been involved in commercial sexual exploitation, to be referred to CEASE (intervention).

Some professionals interviewed believed that many of the girls were being inappropriately placed in the Metro Youth Detention Center; hence, being viewed as “criminals,” when they were actually victims. However, an extensive interview with a detention center official denied that a significant number of girls were being housed at the detention center simply due to their sexual exploitation, either for their protection or because there was nowhere else to place them. The detention center official also acknowledged that while they had been doing intake assessment interviews for identification of youth who may be at risk for or who had experienced

commercial sexual exploitation, the practice had stopped several months earlier. In general, there was agreement regarding the onerous nature of CSEC, even though few CSE girls were being identified within the juvenile justice system.

Child Abuse Case Tracking Information System (CACTIS)

CACTIS was proposed to serve as the primary tool for collecting data on CSEC cases; therefore, its implementation and use, and the quality of the data within the database were assessed. CACTIS was developed with great care and consideration of the needs of the different agencies that would be using it. The database is quite user friendly, dispersing data entry across agencies and reducing the need for any one agency to be wholly responsible for inclusion of relevant data. This dispersion of responsibility across the agencies also allows for a more comprehensive spread of information on victims and thereby enhances the knowledge of single agencies. As a result, it provides a cornerstone for the demonstration project, encouraging interaction between agency members on cases to improve case outcomes.

Our analyses indicate that overall access to CACTIS varied by role and by agency.⁶⁴ While CACTIS was developed with key players from different agencies who signed the protocol, indicating that their employees would participate in CACTIS by inputting relevant data into the system, this was not occurring. The fact that some agencies, such as DFCS, were not inputting data frustrated other agency members, who cited the lack of data in the system as problematic. For example, an Atlanta police officer indicated that DFCS “has more information than anybody on these families because they deal with them regularly....Whereas DFCS may get called in on some minor things or something that may not rise to the level of law enforcement involvement, it would still be helpful to know about it.”

The agencies with the greatest commitment to the system were child advocacy centers, CEASE, and law enforcement. Interviews with professionals working in these agencies demonstrated the acceptance of CACTIS and their desire to use the database for the benefit of the victims and case resolution. For example, a CAC employee (FCCAC employee, interview, July 30, 2007) indicated that she used the CACTIS database on a daily basis, recording information from interviews, recommendations, flagging high-risk cases, medical information, and so on. This advocate saw her role as “pretty neutral, umm as an interviewer, but my job would be to assist them to put together their investigation” (FCCAC employee, interview, July 30, 2007). A JJF employee (personal communication, June 16, 2007) strongly supported CACTIS, stating that the CEASE and Angela’s House cases were included in CACTIS. Notably, this individual indicated that the sexual abuse cases were not put in until 2007, leaving a substantial hole for the data collected in 2006. An officer with the APD Child Exploitation Unit (personal communication, May 15, 2007) also supported the database, and stated that all of the relevant cases generated by this unit were being input into CACTIS.

⁶⁴ From our analyses we were not able to determine the length of time being spent by users on the system. Nor were we able to determine whether users were logging on to enter data or to read data to enhance their own client files. While user data indicated that there were likely few users logging on solely to read data, it would be interesting to ascertain whether those users who have been enabled to access the system for read-only functions are using it for this purpose, and if so, what specific areas of the database they are accessing. It is through such user data that true understanding of the extent to which CACTIS is facilitating collaborative efforts to improve victim treatments will be more fully understood.

However, it is important that most of the agency personnel recognized the sheer enormity of CACTIS and defined the system as just getting its start. As one FCCAC employee (interview July 30, 2007) shared, “What I have discovered is actually, it’s a baby system so far. So anything new takes some time and there’s no doubt about that, but what I am discovering, which has been a very pleasant surprise, is that more and more people, as they find out, are now tapping into it for one reason or the other.” If this continues, and other challenges facing the system are met, the system as created can be quite useful, with most of the agency personnel finding the data fields adequate to meet their needs for information.

An overarching challenge facing CACTIS is user commitment to the database. The division of labor for data input across agencies was intended to reduce problems associated with increased manpower needs. By spreading out the responsibility, it was assumed that users would be more diligent about entering data to enhance collaboration with other agencies. “For the first time on our county, all of the responsible agencies will be able to share information about children who are victims of some form of abuse,” says Judge Jones. “Before the Fulton County Children’s Advocacy Center implemented CACTIS, we were at best able only to speculate as to what each agency was doing, which cases existed, and the status of these urgent investigations” (State-of-the-Art Case-Tracking Software, 2005).

Judge Jones not only highlighted the need for sharing across agencies, he also indicated that one benefit of CACTIS is the ability to determine the degree various agencies are involved in certain cases. Observation of the data indicated that agencies are not equally committed to the CACTIS endeavor. Specifically, it appeared that the CACs were the most committed to data sharing, as they input the bulk of data within CACTIS. Law enforcement (i.e., the APD) and prosecution agencies were also somewhat involved with the database. The Division of Family and Children Services was even less involved, which was surprising considering the media portrayed them as an answer to the failure of social services to respond to child abuse cases. Although, this should not be interpreted as DFCS not being invested in their cases, but rather that they are not necessarily using CACTIS as a part of that effort.

Interviews conducted with professionals most actively involved in the demonstration project support the conclusions on the use of CACTIS. To date the Fulton County Children’s Advocacy Center and the Georgia Center for Children made the most extensive use of CACTIS. The FCCAC entered most of the data, including summaries of the forensic interviews. And, while the two agencies made somewhat different use of CACTIS for downloading report information, they both used CACTIS to share information with the participants at the CAIT meetings. Atlanta Victim Assistance has been trained in CACTIS, but they reported not inputting or accessing data. Hospital staff reported use of CACTIS to pull down the agendas for the CAIT meetings, which were viewed as useful. Sometimes physicians wanted to know if a forensic interview has been completed and CACTIS was searched to obtain this information. Hospital staff believed that it would be helpful to enter medical information into CACTIS; however, to date they were restricted by hospital policy from doing so. Both public school systems (Atlanta and Fulton County) were trained in CACTIS and used information from it, although neither system enters data into CACTIS. The Office of the Child Advocate did not utilize CACTIS. DFCS used CACTIS to get information on forensic interviews; however, they did not enter any of their own

data in CACTIS. As well, training DFCS personnel was difficult given their high turnover rate of caseworkers.

One clear outcome of the review of CACTIS was the role user turnover played. Agencies with the highest levels of personnel turnover across 2006–2007 also had the lowest use of the system. Turnover at agencies required additional training to get new employees up to speed, not only in their jobs duties, but also in the use of CACTIS, which takes time and resources. The protocol agreement should hold agencies accountable for their employees' use of the system. However, the degree to which the system is used will also hinge on the availability of resources to maintain, and ultimately enhance, training of users. High levels of turnover only increase the need for additional resources.

It appears that enhanced training of CACTIS users may be useful, particularly for agencies whose users are not currently entering data. In addition, providing more resources to the database administrator may help in better examining the use of the database by the demonstration project agencies. Armed with such information, the administrator could be the key to motivating use of CACTIS. The database can only be successful if the agencies and users are committed to its use. While CACTIS serves as a communication mechanism for demonstration project members on the case level, it cannot be assumed it serves as the backbone for keeping the demonstration project functional.

Assessment of Demonstration Project (Treatment)

The CSEC protocol provides a set of guidelines that would establish effective treatment planning and the consistent delivery of services to youth at risk or having experienced CSE. The protocol calls for a centralized interagency case staffing process overseen by the Fulton County Department of Mental Health, Developmental Disabilities and Addictive Disease (MHDDAD) in order to eliminate fragmentation of treatment planning. The staff contacted at the MHDDAD did not respond to our request for an interview nor did they acknowledge the existence of the demonstration project.

Our research team also gathered information on level of treatment services provided by contacting both designated mental health service providers, guardians, and children who had received services from CEASE. We discussed first information gleaned from interviews with service providers and then detailed the findings from our interviews with parents and guardians.

Mental Health Service Providers

The mental health service providers were contacted by phone from a list used by the demonstration project agencies, entitled 2005 Metro Region MHDDAD Providers. An effort was made to limit our interviews to professionals who received referrals and delivered services to sexually exploited youth, or made or received referrals of such youth from other key agencies⁶⁵ under the CSEC protocol. The research team contacted 42 mental health agencies

⁶⁵ Other key agencies included Juvenile Court, Department of Probation, DFCS, Department of Juvenile Justice, Fulton County Public Schools, Atlanta Public Schools, Center to End Adolescent Sexual Exploration (CEASE), Fulton County Children's Advocacy Center, and the Georgia Center for Children.

across several counties. Fifteen agencies reported that they were not involved with the demonstration project; 14 agencies were no longer in existence or inaccurate contact information was listed in the directory; 10 agencies reported they encountered CSE youth, of which three agencies agreed to be interviewed. Two of the three agencies reported receiving referrals from the demonstration project (herein referred to as affiliated agencies).

Primary services offered by affiliated agencies included psychological and psychiatric assessments, diagnosis, treatment planning, individual and family therapy, as well as providing referrals to other community agencies as needed. Depression, substance abuse, self-esteem, and adjustment issues were also treated. Affiliated agencies presented their services as having a holistic approach to treatment, utilizing psycho-bio-social assessments, screening and treatment of substance abuse, actively involving family members in treatment, and having reintegration into school and family systems a stated objective for treatment. Another characteristic shared was their mobility; counselors and other members of the treatment team traveled to the client's home, or placement, if needed.

One affiliated agency reported getting referrals from CEASE starting in August 2007. CEASE was not their sole source of referrals: some referrals for children that were either sexually abused or exploited came from the DFCS and DJJ. This agency reported that approximately half of their CSE clients were placed in foster and group homes before being referred to their site. The agency strived to prevent out-of-home placement if possible, and actively worked toward family unification for clients in placements. The State of Georgia required this agency to provide psychiatric and psychosocial/psychosexual evaluations as part of their contract.

The nonaffiliated agency primarily received referrals from Fulton County DFCS starting in 2002. The nonaffiliated agency reported that most of their CSE clients were either Caucasian or African American and were not attending school, as many were expelled due to truancy or behavioral problems. Most of their clients were also not living at home; some had temporary residence or were homeless, and were in need of residential placement. It worked in collaboration with shelters in Fulton County or the metro Atlanta area to obtain placement for their CSE clients. Treatment planning included a 70th day case review to consider whether an additional 12 weeks of treatment/services was appropriate. The nonaffiliated agency utilized a team approach to managing CSE cases, including specialists for sex offenders and juvenile sex offenders who work with both perpetrators and victims of sexual abuse. The agency recognized a need for more specialized training to work with CSE clients, and admitted to not being fully aware of the types of training experiences that were available. The nonaffiliated agency identified funding as a consistent and major challenge in working with the CSEC population. Although it provided extended services, and had provided some pro bono work, lack of funding was common. Families often did not have insurance to cover cost of treatment, and services to CSE youth had been stopped at times due to a lack of funding.

Each set of agencies expressed the common difficulty of being able to provide the client protection from their perpetrator(s). The nonaffiliated agency addressed this directly in the interview because their referrals *are not screened* to determine "known" CSE experiences. From its experiences, this agency recognized that perpetrators were often family members; sexual

abuse often occurred in the home; and clients related to their “pimps” like they were their “fathers.” The director of this agency stated: “This makes it difficult to identify the perpetrator, and allows that person to continue to exert control over the client even while in treatment. These scenarios make the relationship between perpetrator and victim much more complicated, and make it more difficult to secure clients’ “safety.”

The affiliated agencies differed slightly from the nonaffiliated agency in terms of how many CSE youth each encountered over a 6- to 9-month period. One CEASE- affiliated agency reporting 5–6 CSE clients, and over 20 high-risk clients, the nonaffiliated agency reporting approximately 10 CSE clients, and 25–30 high-risk clients. Both affiliated and nonaffiliated agencies shared the major goal of family unification, and family treatment through a holistic, MDT approach. The age of the population served for all three agencies was 12–17 years old. Assessment breadth and content and the availability and use of concurrent services, treatment duration, and typical diagnoses also appeared similar among the sites. Funding appears to have played a role in staff training for the agencies, as the affiliated agency was provided with specialized training for working with the CSE population. The nonaffiliated agency, on the other hand, while recognizing the benefits of specialized CSE training, was unaware of training resources. In light of difficulties in funding services, it might also be difficult for agencies to obtain funding for training their staff, even if training needs are identified. None of the agencies interviewed had been trained to use CACTIS, thus information on their CSE clients was not reported in the database and none of the agencies’ service providers attended any CAIT meetings.

Clients of the Demonstration Project

Our evaluation included gathering information from interviews with youth who had been designated either as high priority or high risk and their guardians. The purpose of the interviews was gather information on the experiences of high-priority and high-risk youth with four primary agencies (e.g., social service, law enforcement, health care, and/or juvenile court) within the demonstration project. Our protocol required that we first contact guardians/parents of high-priority or high-risk youth and confirm that they had contact with one of the primary agencies. If granted permission by guardians/parents, high-priority/high-risk youth were then interviewed to gather information on their experiences from the initial referral to CEASE through the intervention stage. High-priority youth may have contact with the following services: CEASE case manager, forensic interviewer, medical examination, and referral for counseling. If high-priority youth confirmed their experiences within the demonstration project guidelines, we discussed their awareness of the process and their perception of the services received. High-risk youth may have contact with the following services: CEASE referral and case management, intervention/counseling services, educational/vocational services, substance abuse treatment, out of home placement, juvenile court, and DFCS. If high-risk youth confirmed their experiences were within the demonstration project guidelines, we discussed their awareness of the process as they went through it, and their perception of the services received.

Interviews were developed to cover the following overarching questions: (1) Are youth and their guardians aware that there is a demonstration project? (2) Have youth received services as outlined in the protocol? (3) What has the quality of the services been? (4) What has their experience of the services been? Researchers were careful to concentrate their questions and the

subsequent interviews on the participants' experiences with the services themselves and not on their traumatic or exploitation/abuse experiences. A list of potential participants was compiled relying upon the CACTIS database and CEASE case managers.⁶⁶ Researchers attempted at least three times to contact each guardian and youth by telephone. The team contacted 22 guardians and youth from the high-priority list; 14 interviews were attempted; 7 interviews were completed. The team received the contact information on six high-risk cases directly from the CEASE case manager. The team was only able to secure and complete one interview from two guardians of high-risk youth successfully contacted.

The clinical psychologist and three graduate students were assigned the primary tasks of gathering the lists of prospective interviewees, conducting the interviews with youth and their families, record keeping, and all other responsibilities associated with the interview process. As such, interviewers were equipped with cell phones so that they could easily be reached by participants or prospective participants, without compromising safety. They were also given business cards with their name, grant cell phone number, office number, and both a mailing and physical address for the project. These cards were to be used in case a participant or prospective participant needed to contact the interviewer. If granted permission by the participant, interviews were digitally recorded.

Prior to conducting these interviews, the clinical psychologist on the team trained the interviewing members and the entire team in a single training session.⁶⁷ The interview team also made use of a telephone recruitment script for calling the prospective participants. This script gave a clear description of the study. As the majority of the prospective participants were legally classified as minors (under the age of 18), interviewers first contacted the parents/guardians and through them, asked preliminary permission to interview their youth. All participants were informed that the caller was a member of a university team that had been assembled to assess how well agencies responded to and dealt with children who had been asked to have sex for money, or who had been at risk of being asked to have sex for money. The caller then confirmed that the prospective youth actually received services as either high-risk or high-priority youth from one of the demonstration project agencies. Following this confirmation, the prospective participant was informed that the team was interested in learning about the participant and guardian's experience(s) with services that they had received, and that no questions would be asked about the youth's victimization experiences. This was often an

⁶⁶ Originally, CACTIS was used to obtain a list of youth and their families who could be contacted by the research team for the purpose of interviewing. However, the team discovered inaccuracies in record keeping and inconsistencies within the system as to whom and how youth were flagged for either of these categories. Hence, CEASE HR/HP case managers were contacted to obtain a more complete and up to date list of names and contact information for a small sample of both HP and HR cases. Once a list had been gathered from names pulled from CACTIS and a list from CEASE, attempts were made to contact the youth and their guardians.

⁶⁷ The purpose of the training was manifold: to equip the team with an understanding of the high-risk and high-priority CSEC population they were to encounter, to provide them with proper communication and listening skills, to develop culturally informed interviewing, and to orient the team of interviewers to the practice of clinical interviewing with children. The interviewing training included the topics of intentionality, cultural intentionality, attending skills, questioning skills, observation skills, and active listening. Additional resources were provided for the following: basic prostitution vocabulary (Parker, 2004), working with PTSD and child abuse survivors (Parker, 1993), Stockholm Syndrome (Parker, 2000), and various kinds of brain injury that could result from abuse while under exploitation (Parker, 1993, 1997). Following the training, team members were expected to have a relatively comprehensive understanding of how to approach the predominantly African American female youth that would be interviewed for this program evaluation. Resources were available to all team members and the clinical psychologist was available for consultation at any point following the training.

important point to stress, as many families were reluctant to discuss these issues as they were painful, conflict-ridden, and further discussion would be hindering their attempts at recovery. Callers were assured that the information they shared would be kept confidential and that their responses could be valuable in improving services to other youth who received services from the demonstration project. Also, interviews were conducted in a location selected by the participant; all interviews were conducted in participants' homes and digitally recorded. Interviews generally lasted 30–45 minutes. Following the interview, the parent/guardian was given \$25 and the youth was given a movie card of the same value.

The parents/guardians interviewed were the biological mother, stepmother, or a great grandmother. Counseling was the main service provided from social service agencies to both populations. Virtually no parent/guardian reported that CEASE referred them to a counselor or to a particular agency. Only one of the parents was able to connect the counselors with a specific agency. Most youth saw on average, one to three counselors, two to —three times per week, for about six months. No mention was made of counseling that dealt specifically with trauma or abuse. The majority of youth received medical exams at some point; mostly related to sexually transmitted diseases (STDs). If youths were placed outside the home, the placements included Girls and Boys Town, Girls & Boys Club, Macon Group Home for Girls, or Angela's House. One mother credited the consistency and strength of the program at Boys and Girls Town, for example, as a factor in her daughter's faith in the program and subsequent improvement. In the case of Angela's House, parents/guardians reported they were not allowed or encouraged to be involved with their youth while placed there. There was also no mention of parent/guardian participation in treatment planning. In sum, counseling services were viewed as helpful; however, most parents/guardians conveyed that these experiences were not enough to keep their children from engaging in harmful behaviors.

Parents and guardians of high-risk and high-priority youth both reported at least most of the process of dealing with the courts (including the probation officer) and law enforcement to be helpful. They seemed to appreciate that they could call upon the police to pick up their children and that they could count on probation officers to help keep their children in line. Subsequently, many expressed the wish that the police could intervene earlier or that the kids could be detained at an earlier point in their disruptive behavior. Parents/guardians did not see the necessity of waiting until youth had committed a certain number of unlawful behaviors, or until youth had committed serious crimes, before legal intervention could occur. Parents/guardians seemed to see these mechanisms, arrest and detention, as ways for them to keep their children safe, to discipline them, to teach them a lesson and in some cases, to allow them access to resources.

Another prevailing experience among parents/guardians and their youth was that of misinformation or confusion. Guardians and youth were not aware that they were traveling through a larger process or network of services. Guardians could not always clearly outline the hows and whys of their youth's journey through various processes. There also did not seem to be any kind of collaborative relationship between the guardians and any of those who intervened with the child. Some guardians may have heard of a case manager at CEASE, but may not have familiarity with the organization. Guardians did know more about CEASE however, than youth.

The youth varied in their description of their experiences in journeying through various services and agencies. No youth had any sense that they were traveling through a network of services and the vast majority had never heard of CEASE. Most did not know agency names, unless they had been placed there or threatened with placement there, such as Angela's House. Some youth found those experiences that were meant to be punitive, that is, detention centers to be places that were "no big deal," or places that they did not mind being, whereas others vowed never to return there. Youth varied in their levels of understanding about court proceedings and the factors involved in subsequent placements. Some expressed defiance and anger for being sent to a group home or being threatened with the possibility. Others spoke of the experience more nonchalantly. There was similar variation across youths with regard to their counseling experiences; some youth appreciated the attention and relationship with someone who listened to and helped them, while others found the counselors to be intrusive, pushy, and unnecessary. Thus, some youth were satisfied with counseling and wanted more; some youth were just satisfied, and some youth felt that they could have done without the interference. Experiences with probation officers overall were thought to be positive.

All youth reported several periods of detention, several arrests for running away or truancy, and other negative experiences or consequences. No single factor or one time intervention seemed to affect youth enough to change behaviors. Even longer-term interventions, such as counselors or probation officers who continued to follow up with the child through various incarcerations, seemed marginally effective in terms of keeping children home or in school. Children fell into different categories at the time of the interviews in terms of the length of time that they had been either, at home or disengaged from services. Some, but not all expressed determination about turning their lives around and making new and better decisions. In general, there was no clear sense of whether or not youth felt that they had "gotten better" or that they were somehow at the end of a process.

Based upon data collected from interviews with high-risk and high-priority youth and their families and treatment providers (both affiliated and nonaffiliated) with the demonstration project, and our broader survey of treatment professional in the metro Atlanta area, there is significant need for improvement. The majority of the staff contacted from Fulton County MHDDAD did not respond to our request for an interview nor did they acknowledge that they knew of the existence of the demonstration project. Given this agency is identified as the lead agency for treatment of CSE youth, this is disconcerting. Currently, CEASE appears to be the main agency for both the identification and referral of CSEC youth for treatment. However, CEASE is a relatively small agency; it has two professionals who in addition to their work with CSE youth perform other functions for JJF as well. Perhaps a team of professionals from MHDDAD working together with other experts could strengthen the treatment protocol to implement evidenced based and empirically supported treatments for this population of youth.

Our survey data of licensed professionals indicates that, even within Fulton County, there is a lack of training available for service providers and many providers fail to obtain training regarding the specific nature of the CSE youth and their specialized treatment needs. In addition, there are mental health services delivered by those who do not have knowledge of the role/expertise of the demonstration project or CEASE. Data from the interviews with high-priority and high-risk youth and their guardians indicate that services received were helpful and

necessary, but also fragmented and sometimes limited. The lack of research within the profession on effective treatment with this population exacerbates the problem. Current service providers appear to operate on the basic assumption that the extant child abuse treatment literature would be sufficient to develop the necessary treatment modality to work effectively with commercially sexually exploited children. However, there is not ample empirical evidence to determine if this assumption is accurate.

PART III: COORDINATION WITH NEW YORK EVALUATION SITE

The coordination efforts with the New York site consisted of periodic phone conference calls and two coordination meetings; one hosted in Atlanta (June 2007) by our research team and another hosted in New York (September 2007) by its research team. In addition to learning about the operation of the demonstration projects at each site, the teams discussed potential joint products to develop from our coordination and shared experiences. The two teams presented findings at jointly at the annual meeting of the American Society of Criminology conference in St. Louis, Missouri, in November 2008. Our program manager, Karen Bachar, chaired the panel entitled: Commercial Sexual Exploitation in Atlanta and New York City: Evaluation, Estimation, Population Characteristics and Challenges.

LIST OF ACRONYMS

A Future. Not a Past (AFNAP)
Assistant District Attorney (ADA)
Atlanta Journal Constitution (AJC)
Atlanta Police Department (APD)
Atlanta Public Schools (APS)
Center to End Adolescent Sexual Exploitation (CEASE)
Central Intelligence Agency (CIA)
Child Abuse Case Tracking Information System (CACTIS)
Child Abuse Investigation Team (CAIT)
child advocacy center (CAC) (confirm not children's)
Child Protective Services (CPS)
Children's Advocacy Centers of Georgia (CACGA)
commercial sexual exploitation of children (CSEC)
commercially sexually exploited (CSE)
Community Oriented Policing Services (COPS)
Court Appointed Special Advocates (CASA)
Department of Human Resources (DHR)
Department of Juvenile Justice (DJJ)
Department of Mental Health, Developmental Disabilities and Addictive Disease (MHDDAD)
Department of Youth Services (DYS)
Division of Family and Children Services (DFCS)
Family Educational Rights and Privacy Act (FERPA)
Fox Valley Technical College (FVTC)
Fulton County Children's Advocacy Center (FCCAC)
Fulton County Public Schools (FCPS)
Georgia Alliance for the Empowerment of Homeless Youth (GAEHY)
Georgia Bureau of Investigation (GBI)
Georgia Center for Child Advocacy (GCCA)
Georgia State University (GSU)
Health Insurance Portability and Accountability Act (HIPAA)
Institutional Review Board (IRB)
Intensive Family Intervention (IFI)
Internet Crimes Against Children (ICAC)
Juvenile Justice Fund (JJF)
memorandum of understanding (MOU)
Metro Regional Youth Detention Center (MRYDC) (Metro Youth Detention Center)
National Center for Missing & Exploited Children (NCMEC)
National Children's Alliance (NCA)
National Incident-Based Reporting System (NIBRS)
National Institute of Justice (NIJ)
Office of Juvenile Justice and Delinquency Prevention (OJJDP)
Office on Violence Against Women (OVAW)
Prosecution Disposition Aggregate Report
public service announcement (PSA)

RICO (Racketeer Influenced and Corrupt Organizations)
sexually transmitted diseases (STDs)
Standing Against Global Exploitation (SAGE)
War Against Traffickign Alliance (WATA)

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Appendix A

Homeless Youth Interview Protocol

Demographic Information

How old were you when you first left home (to be on your own)? _____

How old are you now? _____

Sex _____

Sexual orientation _____

Ever been married?

If yes, are you still married?

Marital status _____

Ever had any kids?

How many? _____

What are their ages? _____

Where do you currently live?

Living arrangement _____

Do you still go to school?

What grade were you in when you last went to school?

Level of education achieved to date _____

Do you have a job?

How much money do you bring in a week?

Weekly income (modal) _____

How many jobs have you had in the past six months (since before July 4th)?

Currently employed? Yes No

Homelessness

How old were you first left home (to be on your own)? _____

Why did you leave home that first time?

Have you ever spent 1 or more nights on street, in an abandoned building, or in a car?

Yes No

Explain.

Have you ever gone to a shelter to spend the night?

| What does your usual day look like? [For Safe Place youth, specify before coming to Safeplace]

What did you do yesterday? [For Safe Place youth, ask: What did you do during a typical day before coming to Safeplace?]

| Where do you currently spend most of your time? [For Safe Place youth, ask: Where did you spend most of your time before you arrived here?]

When was the last time you were at home?

Why did you leave this last time?

Have there been any people or agencies that have made things easier for you while you have been living on your own?

Prompts: given you money, food, clothes, or helped you when you were sick?

Have there been any individuals or agencies that have made things tougher for you while you have been living on your own?

Prompts: made you move from a place you were staying or standing, made you go somewhere you didn't want to go, made you do something you didn't want to do?

What do you think could make your life better?

What are the things you need to make your life better?

What is the toughest thing about living away from home on your own?

What is the best thing about living away from home on your own?

If you could live in any kind of housing you wanted, what would it be?

Prompts: on my own in an apt; back with my mom or dad; with my kids; with friends

How do you get around the city?

Do you have a car?

Subsistence strategies:

What are some of the things that you do to make it on your own?

Prompts: begged/asked for money or food; took stuff without paying for it; went through trash cans and dumpsters looking for stuff to sell or pawn; offered to clean car window or sidewalk offered to have sex; offered to strip; worked as an escort, stripper, model; had phone sex.

Since you've been on your own, have you ever had a job earning money where you worked for someone doing stuff that was legal because they asked you to?

Since you've been on your own, have you ever had a job where you worked for someone doing stuff that was illegal because they asked you to?

Have you ever traded sex for food? for a safe place to sleep? for money? for drugs or alcohol?

Victimization on street:

Since you've been on your own, has anyone ever hurt you physically?

Prompts: beat you up, hurt you with a weapon, forced you to give up something that belonged to you; forced you to have sex?

How many times in the past six months?

If yes, did you look for help after this happened?

Since you've been on your own, have you ever been threatened by someone else?

Explain.

If yes, did you look for help from anyone after this happened?

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Appendix B

Georgia State University
Commercial Sexual Exploitation of Children, CSEC
Demonstration Project
Department of Criminal Justice, Psychology & Social Work
Funded by National Institute of Justice

Survey of the Nature and Extent of CSEC in the Atlanta/Fulton County

1. Have you ever provided services to anyone under the age of 18 that had experienced commercial sexual exploitation, CSE? *[Note: CSE is defined as sexual abuse of a child by an adult involving remuneration in cash or kind to the child or third person; involving treatment of a child as a sexual or commercial object in activities such as prostitution, pornography, and other forms of transactional sex where the child engages in sexual activities.]*

Yes _____ No _____ *(If your answer is NO you do not need to go further. Please return the survey in the enclosed envelop to prevent receiving reminders to complete the survey.)*
Thank you

2. How would you describe the demographic of the population you treated? *(Please give % of total.)*

Heterosexual: male ___ female ___ Gay/Lesbian/bisexual/transgender: male ___ female ___
 Ethnic/racial identity: African American ___ Asian ___ Caucasian ___ Hispanic/Latina ___

3. If you provided services to this client population, what was the scope of treatment you provided? *(Please check all that apply)*

<input type="checkbox"/> individual	<input type="checkbox"/> assessment/evaluation	<input type="checkbox"/> medication	<input type="checkbox"/> case management
<input type="checkbox"/> group	<input type="checkbox"/> educational assessment	<input type="checkbox"/> alcohol/drug abuse	<input type="checkbox"/> long-term treatment
<input type="checkbox"/> family	<input type="checkbox"/> vocational assessment	<input type="checkbox"/> detoxification	<input type="checkbox"/> brief treatment
	<input type="checkbox"/> vocational counseling	<input type="checkbox"/> residential	<input type="checkbox"/> crisis intervention
	<input type="checkbox"/> prevention programs	<input type="checkbox"/> out-patient	
	<input type="checkbox"/> life skills	<input type="checkbox"/> day treatment	
	<input type="checkbox"/> problem-solving		
	<input type="checkbox"/> empowerment		

4. Please list or describe any other service you provided not listed.

5. How many referrals of this type did you receive, either weekly _____, monthly _____, or yearly? _____

6. What was the average length of treatment you generally provided for this CSE population?
 _____ week's _____ month's _____ year's

7. How was this treatment usually paid for by this population?

8. What other organizations/agencies did you coordinate with to provide treatment?

9. The Center to End Adolescent Sexual Exploitation (CEASE) located in Atlanta, Georgia provides training to professionals who may encounter CSE youth, including teachers, social workers, health care professionals, criminal justice officials, etc.

Are you aware of CEASE training opportunities? _____ yes _____ no
Have you received training from CEASE? _____ yes _____ no

10. Please name any other sources of training you or your staff received specific to working with this CSE population:

11. Please address any additional information you have that may inform our research on this underserved population.

Thank you for completing this survey. Please return this survey by March 21, 2008 in the enclosed envelope.

Date:

To: Licensed Professionals in the State of Georgia:
Clinical Social Workers
Marriage and Family Therapists
Professional Counselors
Psychologists

From: Georgia State University's CSEC Evaluation Project Team
Dr. Mary Finn, Dept. of Criminal Justice
Dr. Brenda Blackwell, Dept. of Criminal Justice
Dr. Leslie Jackson, Department of Psychology
Dr. James Wolk, Department of Social Work

RE: Survey to measure the nature and extent of commercial sexual exploitation of children in Atlanta/Fulton County.

The Georgia State University project team was awarded a grant (July 2006) funded by the National Institute of Justice to carry out a formative process evaluation of OJJDP's Commercial Sexual Exploitation of Children Demonstration Project in Atlanta/Fulton County. One of the aims of this project is to gather data to document the nature and extent of commercial sexual exploitation of children in Atlanta/Fulton County.

Purpose of Research:

The project team is gathering data to accomplish this aim using several strategies to document the sexual exploitation of children that have not had contact with the demonstration project, but may have received services for this victimization. Sexual exploitation is defined as *sexual abuse of a child by an adult involving remuneration in cash or kind to the child or a third person; involving treatment of the child as a sexual and commercial object in activities such as prostitution, pornography, and other forms of transactional sex where a child engages in sexual activity.*

You are receiving this survey because you are a licensed professional that may deliver mental health services to this population. If you have in the past offered, or are currently offering services to anyone under the age of 18 that has been commercially sexually exploited and you voluntarily agree to complete this survey, please continue, and your consent to participate in this research is implied.

Procedure:

If you decide to participate, you will either complete the survey yourself or have the clinical director of your agency (or appropriate person) complete the survey and return

APPROVED

Consent Form Approved by Georgia State University IRB September 24, 2007 - December 12, 2008

it in the self-addressed stamped envelop provided. This brief survey will be a one- time data collection from you or your agency.

Confidentiality:

We will not contact you for an interview and we are not requesting confidential (HIPPA) information about your individual clients. We are only collecting group data that should be easily assessable from your records. We will keep your survey private to the extent allowed by law. We will code all surveys with a study number representing the type of license of the person completing the survey rather than your name. There are no risks or specific benefits to you, but these data may benefit the demonstration project in Atlanta/Fulton County to understand the nature and extent of child prostitution in Georgia.

If you will like additional information or have questions about this study, call the PI on this grant, Dr. Mary Finn, mfinn@gsu.edu, (404) 413-1038 or Dr. Leslie Jackson, ljackson4@gsu.edu, (404) 413-6277.

Thank you for your participation.

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Appendix C

Key Action Elements	Area of Strategic Impact on the Problem of Commercial Child Sexual Exploitation
Strengthening Partnerships (Integrated Case Management and Information-Sharing)	<p style="text-align: center;">Prevention</p> <p>1.0 Establish Professional and Community Education Team (Complete this action by August 2003)</p> <ul style="list-style-type: none"> • Address issues pertaining to victim versus offender classification • Develop profile of CCSE victims (based on thorough case reviews, victim interviews, professional interviews) • Specify prominent risk factors present, protective factors missing, victim needs, victim problems • Profile key factors associated with "pimps" and "johns" <p>2.0 Communicate findings to key programs identified by Child Sexual Exploitation Workshop</p> <p>3.0 Communicate findings to key community constituencies</p> <p>4.0 Develop an initial Commercial Child Sexual Exploitation Resource Inventory (based on programs identified during Workshop)</p> <p>5.0 Conduct mini resource fair involving programs identified by Child Sexual Exploitation Workshop</p> <p>Formally establish a Commercial Child Sexual Exploitation Program Network</p> <p>6.0 Juvenile Probation: Utilize one case of truant or runaway for pilot effort multidisciplinary case review and management with an intake assessment instrument (Complete this action by August 2003)</p> <ul style="list-style-type: none"> • Schools: Do the same with one case of early and persistent oppositional and defiant (By December 2003) • Juvenile Justice & Law Enforcement: Do the same with one case of shoplifting, theft, or person offense (By December 2003) • CPS: Establish an enhanced child sexual abuse protocol (By December 2003) <p>7.0 Based on initial efforts with one case each in action 6.0, develop information-sharing memorandum of understanding that supports coordination among all the agencies (By March 2004)</p>
Improved Utilization of Data	<p>1.0 Establish community baseline data measures of risk factors prioritized by Child Sexual Exploitation Workshop</p> <p>2.0 Establish community baseline data measures of protective factors prioritized by Child Sexual Exploitation Workshop</p> <p>3.0 Establish community baseline data measures of problem/risk behaviors prioritized by Child Sexual Exploitation Workshop</p> <p>4.0 Establish critical CCSE data indicators (e.g., number of cases, locations, age and gender of victims, etc.)</p> <p>5.0 Produce report for professionals and community (By October 2003)</p>
Adoption of Research-Based Effective Program Approaches	<p>1.0 With outside technical assistance, conduct effective prevention practices seminar with programs identified</p> <ul style="list-style-type: none"> • Establish formal CCSE prevention program network <p>2.0 With outside technical assistance, assess and improve CCSE prevention programs</p> <p>3.0 With outside technical assistance develop a locally "validated" assessment/screening instrument to capture all relevant CCSE risk indicators</p>
Establishing and Achieving Measurable Outcomes	<p>1.0 With outside technical assistance establish critical success indicators by which the quality of case management (process evaluation) is measured (e.g., sexual abuse, early oppositional behavior, status offenders, and person offenders)</p> <p>2.0 With outside technical assistance establish critical outcome measures by which program outcomes will be measured (i.e., reduction of risks and increasing protective factors)</p> <p>3.0 With outside technical assistance establish critical long-term impact measures by which the CCSE effort will be judged (i.e., reduced the number of children being sexually exploited)</p>

Key Action Elements	Area of Strategic Impact on the Problem of Commercial Child Sexual Exploitation
Strengthening Partnerships (Integrated Case Management and Information-Sharing)	<p style="text-align: center;">Intervention</p> <p>1.0 Establish a juvenile court-based CCSE Interdisciplinary Case Management Team (that includes law enforcement investigation)</p> <ul style="list-style-type: none"> • Intensive treatment and “wrap-around” services <p>2.0 Develop a protective custody and support arrangement for victims of CCSE</p>
Improved Utilization of Data	<p>1.0 Track and quantify risk factors in each case based on comprehensive intake assessment</p> <p>2.0 Track and quantify prior and co-occurring problem behaviors based on interagency case information sharing</p> <p>3.0 Track and describe prior agency contacts, actions, and outcomes based on interagency case information sharing</p> <p>4.0 Utilize accumulating information to continuously improve systems performance and identify resource needs</p>
Adoption of Research-Based Effective Program Approaches	<p>1.0 With outside technical assistance, conduct effective intervention practices seminar with programs identified</p> <ul style="list-style-type: none"> • Establish formal CCSE prevention program network <p>2.0 With outside technical assistance, assess and improve CCSE intervention programs</p> <p>3.0 With outside technical assistance develop a locally “validated” assessment/screening instrument to capture all relevant CCSE risk indicators</p>
Establishing and Achieving Measurable Outcomes	<p>1.0 With outside technical assistance establish critical success indicators by which the quality of case management (process evaluation) is measured (e.g., sexual abuse, early oppositional behavior, status offenders, and person offenders)</p> <p>2.0 With outside technical assistance establish critical outcome measures by which program outcomes will be measured (i.e., reduction of risks and increasing protective factors)</p> <p>3.0 With outside technical assistance establish critical long-term impact measures by which the CCSE effort will be judged (i.e., reduced the number of children being sexually exploited)</p>

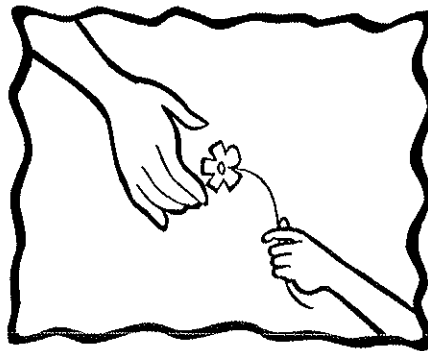
Key Action Elements	Area of Strategic Impact on the Problem of Commercial Child Sexual Exploitation Enforcement
Strengthening Partnerships (Integrated Case Management and Information-Sharing)	<ol style="list-style-type: none"> 1.0 Establish law enforcement and prosecution CCSE Strike Force <ul style="list-style-type: none"> • Address street level CCSE activities of "pimps" and "johns" • Address massage parlor and strip club level CCSE activities of "pimps" and "johns" • Address escort service level CCSE activities of "pimps" and "johns" 2.0 Through community education and awareness efforts, facilitate a "citizens against commercial child sexual exploitation" effort in order to reduce the risk factor of community tolerance of and norms supportive of CCSE
Improved Utilization of Data	<ol style="list-style-type: none"> 1.0 Track and quantify arrests and prosecutions of child sexual abusers 2.0 Track and quantify arrests and prosecutions of "pimps" 3.0 Track and quantify arrests and prosecutions of "johns" 4.0 Track and quantify disruption of organized commercial child sexual exploitation enterprises
Adoption of Research-Based Effective Program Approaches	<ol style="list-style-type: none"> 1.0 With outside technical assistance, conduct effective enforcement practices seminar with programs identified <ul style="list-style-type: none"> • Establish formal CCSE prevention program network 2.0 With outside technical assistance, assess and improve CCSE enforcement programs
Establishing and Achieving Measurable Outcomes	<ol style="list-style-type: none"> 1.0 Establish critical success indicators by which the quality of CCSE offender apprehension and prosecution is measured 2.0 With outside technical assistance establish critical success indicators by which the quality of case management (process evaluation) is measured (e.g., sexual abuse, early oppositional behavior, status offenders, and person offenders) 3.0 With outside technical assistance establish critical outcome measures by which program outcomes will be measured (i.e., reduction of risks and increasing protective factors) 4.0 With outside technical assistance establish critical long-term impact measures by which the CCSE effort will be judged (i.e., reduced the number of children being sexually exploited)

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Appendix D

2003-2004 Edition

Child Sexual Exploitation Resource Directory



DIRECTORY OF RESOURCES SERVING YOUTH FOR
OJJDP / THE JUVENILE JUSTICE PROJECT
395 Pryor Street, Ste. 1026
Atlanta, Georgia 30312 Phone: ~~404-224-4474~~ * Fax: 404-302-8441
404-224-4475

Feedback!

We would like your feedback! Please take about minutes and send us back your thoughts so that we may improve future editions.

What was useful?

Were there any areas needing improvement?

What else would you like to see included?

Please mail your feedback to:

Juvenile Justice Fund
395 Pryor Street, Ste. 1026
Atlanta, GA 30312

or fax us: 404-302-8441

call: 404-224-4476

Thank You

INTRODUCTION

This Resource Directory is one recommendation derived from the Child Exploitation Workshop for Atlanta/Fulton County, Georgia conducted in May, 2003. This workshop was an initiative of the Office of Juvenile Justice and Delinquency Prevention (OJJDP). Due to the community's efforts in addressing child sexual exploitation, Atlanta/Fulton County was chosen as one of three (3) national demonstration projects to further prevent and reduce commercial child sexual exploitation.

There are three components to the overall plan of action. These are; Professional and Community Education Team, Status Offender Case Management Team, and the Data/Evaluation Team. This Directory grows out of the efforts of the Professional and Community Education Team which is responsible for strengthening partnerships, integrating case management and information sharing.

One of the greatest needs for Juvenile Court Judges, Probation Officers, DFCS workers, Law Enforcement, School administration and parents is finding appropriate services for children who are caught in the web of exploitation.

We hope that this Directory will provide a bridge between existing services and those who directly serve our young people most in need of help.

We Wish to Acknowledge.....(let me know if u want to keep this part or if it is all accurate)

....CASET (Coalition Against Sexual Exploitation and Trafficking) which had the foresight to develop a Directory targeting exploited adults and youth and completed its manual early in 2003. Special Thanks goes to intern Lakesha Wilcox who volunteered with CASET and did the bulk of compiling data on the various agencies as well as conducting background checks on each one to establish their legitimacy. Many of the agencies listed in this Directory come from that work.

THE CHILD

Nearly 90 percent of children, both male and female, who are prostituted are victims of incest and sexual abuse. These children generally range in ages 11 to 17, and cross all racial, ethnic, religious, and economic lines.

Many children run away from home to escape emotional, physical and sexual abuse. Others run away from loving homes and families. On the street alone, desperate, without shelter, they become easy prey to pimps, porno operators and drug peddlers. Often it is difficult to protect them from further exploitation at the hands of the older and tougher street squatters, probation/parole violators and mentally ill teens who monopolize the emergency shelters for homeless youth.

Children victimized by prostitution or pornography often are afraid to stay in temporary shelters (particularly well developed young girls) and decide to remain in unhealthy, dangerous or abusive situations. These young people have few places to turn for support. Some remain on the streets or in the control of their pimps, while others live with family members who may be unable or unwilling to protect them. It is important to note in the latter situations, no matter how abusive or irresponsible a parent or relative may be – the child may continue in unwavering allegiance and affection for them. In some of these instances, the child even assumes the role of protector of her abusive or neglectful parent or relative.

Every child has the right to be protected. Unfortunately, many children are the victims of neglect, physical, psychological or sexual abuse, incest, violence or intolerable family conflict. When these children run away or are abandoned, they become trapped in an institutional web of agencies unable to respond to their needs, or they are left to the dangers of life on the streets. *(excerpt from "Representing Sexually Exploited Children," DESIST manual)*

COALITION AGAINST SEXUAL EXPLOITATION AND TRAFFICKING

Fulton County Juvenile Court began the first organized effort to address child sexual exploitation and trafficking in 1999 by convening the Coalition to End Child Prostitution. The Coalition consisted of Juvenile Court staff and Judges, CASA workers, Law Enforcement, U.S. Department of Justice, the District Attorney's Office, several community-based organizations providing services to children, selected politicians and concerned individuals.

Working as a collaborative, the Coalition was able to; convene several community forums to educate and increase public awareness, lobby and pass legislation making prostituting children a felony, successfully prosecute 14 of Atlanta's most notorious pimps under the RICO Act, win \$150,000 from the House Appropriations Committee specifically earmarked for sexually exploited children, and the donation of a shelter for prostituted children: Angela's House—the first of its kind in the southeastern region. Out of this effort, CEASE (Center to End Sexual Exploitation and Trafficking) was birthed. CEASE, one of the founding members of the Coalition grew out of the Victims of Prostitution program—which was initially a part of CASA.

Tapestri (Refugee and Immigrant Coalition Challenging Gender based Oppression) is a coalition of ethnic organizations working on issues of domestic violence, sexual assault and trafficking. Members of Tapestri include Raksha, Women Watch Afrika, Caminar Latino, Refugee Women's Network, Refugee Family Violence Prevention Project, International Women's House, the Center for Pan Asian Community Services, and Shalom Bayit. Tapestri advocates represent over 25 different ethnic communities and have the linguistic and cultural competence, as well as experience in providing direct services to victims.

Tapestri began to work informally on issues of trafficking in 2000. With the assistance of a grant from the U.S. Department of Health and Human Services' Office of Refugee Resettlement, the first formal Trafficking Project was created in 2001, serving over 20 victims in the past 18 months. In January of 2001, Tapestri became a founding member of the "Freedom Network USA," a national network of non-profit organizations committed to ensuring that trafficked persons are able to enforce their legal and human rights, receive justice and have access to linguistically appropriate and culturally sensitive victim-centered social, health, legal and other services. Since that time, Tapestri has developed trafficking brochures in English and Spanish; written and published articles in Spanish, Russian, and Vietnamese; and provided training to over 100 community members.

The Coalition Against Sexual Exploitation and Trafficking (CASET) represents the marriage between those organizations which have been working to end trafficking in the immigrant and refugee community and those working to end sexual exploitation and trafficking of children in metro-Atlanta. Specifically, the Atlanta Women's Foundation and Juvenile Justice Fund were critical to the formation of CASET along with the Fulton County Juvenile Court, Tapestri, and CEASE. This merging took place in early 2002.

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Emergency Shelter/Residential Placement

ALTERNATE LIFE PATHS PROGRAM, INC.

827 Pryor St., SW
Atlanta, GA 30315

P.O. Box 3164
Atlanta, GA 30302

(404) 688-1002 Main Client Number
(404) 688-1043 Fax

Public transportation accessible

HOURS/DAYS: office: 8:00 am to 7:00 pm MON-FRI; shelter: 24 hours a day

ELIGIBILITY: adolescent, young adult females; program participants need a physical exam and a TB test

AREAS SERVED: metro Atlanta, Georgia

SERVICE DESCRIPTION: girls group home (ages 14-17), emergency shelter for girls (ages 13-17), transitional housing for homeless women (ages 17-21)

SERVICES RESTRICTED TO RESIDENTS INCLUDE: coed GED program, career counseling, individual, family, group counseling, sex/substance abuse education

LOCATIONS: Fulton County Juvenile Court

INTAKE: telephone

DOCUMENTS: Medical or psych records

FEES: sliding scale for housing, no fee for other services

MEDICAID: No **MEDICARE:** No

COUNTY: Fulton

ANGELA'S HOUSE

395 Pryor St.
Suite 1025
Atlanta, GA 30312

(404) 224-4475 Main Client Number
(404) 302-8441 Fax

HOURS/DAYS: 8:30 am to 5:00 pm, MON-FRI

ELIGIBILITY: females ages 12-16

AREAS SERVED: State of Georgia

SERVICE DESCRIPTION: 90-day residential treatment program, diagnostic assessments. Life skills services, case management, medical services, substance abuse services, counseling and therapeutic services aftercare component, educational services

INTAKE: Contact Pat Howard

FEES: None

COUNTY: All

CENTER FOR CHILDREN AND YOUNG ADULTS

2221 Austell Rd.
Marietta, GA 30008

(770) 333-9447 Main Client Number
(770) 333-1646 Fax

HOURS/DAYS: 24 hours daily

ELIGIBILITY: children ages birth through 21

AREAS SERVED: Butts, Cherokee, Clayton, Cobb, Coweta, DeKalb, Douglas, Fayette, Fulton, Gwinnett, Henry, Paulding, Rockdale

SERVICE DESCRIPTION: adolescent/youth counseling, family counseling, group counseling, emergency shelter, transitional case management

INTAKE: telephone, referral required from Cobb County DFCS, Dept. of Juvenile Justice, Juvenile Court, or Cobb Co. Mental Health, completion of admission screening

DOCUMENTS: Medical or psych records school records, social history, social security card, birth certificate

FEES: \$90.38/day, paid b referring agency

MEDICAID: Yes **MEDICARE:** No

COUNTY: Cobb

CHRIS HOMES, INC.

3111 Clairmont Rd.

Suite B

Atlanta, GA 30329

(404) 486-9034 Main Client Number

(404) 486-9053 Fax

<http://members.aol.com/chrishomes>

chrishomes@aol.com

HOURS/DAYS: 8:30 am to 4:30 pm MON-FRI

ELIGIBILITY: ages 6-17 for therapeutic group homes, ages 17-21 for independent living program

AREAS SERVED: metro Atlanta, Georgia

SERVICE DESCRIPTION: therapeutic group homes for abused/neglected children and adolescents with behavioral/emotional problems, individual and family counseling, independent living-supervised apartment living, family preservation/family support services, in-home crisis and behavior aid services, health education, summer camp (therapeutic)

INTAKE: telephone, appointment, referral from state and local agencies

DOCUMENTS: Picture ID/driver license, social security card

FEES: straight fee

MEDICAID: Yes **MEDICARE:** No

COUNTY: DeKalb

COVENANT HOUSE GEORGIA

72 Broad St., SW

Suite 87-A

Atlanta, GA 30303

(800) 999-9999 24-Hour Crisis Line

(404) 688-4717 Main Client Number

(404) 589-0163 Administrative

(404) 688-7716 Fax

<http://www.covenanthouse.org>

Public transportation accessible

HOURS/DAYS: 8:00 am to 8:00 pm MON-FRI

ELIGIBILITY: individuals under 21 years of age
AREAS SERVED: Butts, Cherokee, Clayton, Cobb, Coweta, DeKalb, Douglas, Fayette, Fulton, Gwinnett, Henry, Paulding, Rockdale
SERVICE DESCRIPTION: adolescent/youth counseling, emancipation preparation programs, GED instruction, emergency shelter (under 21 years of age), in-person crisis intervention
INTAKE: walk-in
DOCUMENTS: No documents required - call
FEES: None
COUNTY: Fulton

ELKS AIDMORE CHILDREN'S CENTER

2394 Morrison Rd.
Conyers, GA 30094

(770) 483-3535 Main Client Number
(404) 483-5696 Fax

HOURS/DAYS: office: 8:00 am to 5:00 pm MON-FRI, shelter: 24 hours daily
ELIGIBILITY: adolescent females ages 12 to 21 years of age
AREAS SERVED: State of Georgia
SERVICE DESCRIPTION: children's group home for abandoned, neglected, and abused teenage girls
INTAKE: telephone, filled application, accepts referrals from Juvenile Justice system, DFCS or from individuals
DOCUMENTS: No documents required - call
FEES: sliding scale, state per diem
MEDICAID: No **MEDICARE:** No
COUNTY: Rockdale

GENESIS SHELTER, INC.

1615 Peachtree St. NE
Atlanta, GA 30309

(404) 892-6131 Main Client Number
(404) 892-5731 Fax

Public transportation accessible

HOURS/DAYS: 8:00 am to 5:00 pm MON-FRI
ELIGIBILITY: homeless newborns (under 12 weeks) & their families, if in recovery, special requirements apply, call for details
AREAS SERVED: Butts, Cherokee, Clayton, Cobb, Coweta, DeKalb, Douglas, Fayette, Fulton, Gwinnett, Henry, Paulding, Rockdale
SERVICE DESCRIPTION: shelter for homeless newborns and their families (if in recovery, applicant must have successfully completed detox/rehab and been clean for 60 days), 90-day residential program
SERVICES RESTRICTED TO RESIDENTS: childcare, parenting education, abuse/neglect prevention, individual/family counseling, job training and placement, drug abuse counseling, GED and literacy, life skills training, housing counseling
INTAKE: application must be completed and submitted after baby is born; applicants must provide test results for TB, Hepatitis and HIV
DOCUMENTS: Picture ID/driver license, social security card, birth certificate, proof of income, medical or psych records
FEES: none

MEDICAID: Yes **MEDICARE:** No
COUNTY: Fulton

GEORGIA BAPTIST CHILDREN'S HOMES AND FAMILY MINISTRIES, INC.
505 Waterworks Rd.
Palmetto, GA 30268

P.O. Box 329
Palmetto, GA 30268

(888) 545-8299 Main Client Number
(770) 463-3800 Administrative
(770) 463-6415 Fax

<http://www.gbchfm.org>

Public transportation accessible

HOURS/DAYS: 8:30 am to 5:00 pm MON-FRI, residence programs: 24 hours daily
ELIGIBILITY: varies by program
AREAS SERVED: Butts, Cherokee, Clayton, Cobb, Coweta, DeKalb, Douglas, Fayette, Fulton, Gwinnett, Paulding, Henry, Rockdale
SERVICE DESCRIPTION: emergency shelter, crisis nurseries
LANGUAGES: Spanish, Chinese spoken in some locations
INTAKE: telephone
DOCUMENTS: No documents required - call
FEES: sliding scale
COUNTY: Fulton

GWINNETT CHILDREN'S SHELTER, INC.

P.O. Box 527
Buford, GA 30515

(678) 546-8770 Main Client Number
(678) 546-8775 Fax

<http://www.gwinnettchildrenshelter.org>
info@gwinnettchildrenshelter.org

HOURS/DAYS: shelter 24 hours daily; parenting class/support group: call for dates and times
ELIGIBILITY: shelter: males and females 5 to 17 years of age; no age restrictions for counseling services; must meet income eligibility requirements
AREAS SERVED: Butts, Cherokee, Clayton, Cobb, Coweta, DeKalb, Douglas, Fayette, Fulton, Gwinnett, Henry, Paulding, Rockdale
SERVICE DESCRIPTION: provides emergency shelter for youth who have been removed from their homes due to abuse, neglect and abandonment. They also provide outreach services to families in crisis
INTAKE: telephone
DOCUMENTS: No documents required
FEES: shelter: none; counseling: sliding scale
COUNTY: Gwinnett

POSITIVE GROWTH, INC.

4036 East Ponce de Leon Ave.
Clarkston, GA 30021

(404) 292-6420 Main Client Number
(404) 292-2041 Fax

<http://www.positivegrowth.org>
positivegrowth@earthlink.net

Public transportation accessible

HOURS/DAYS: 8:00 am to 6:00 pm MON-FRI

ELIGIBILITY: at risk /homeless males ages 8 to 18 years of age

AREAS SERVED: Butts, Cherokee, Clayton, Cobb, Coweta, DeKalb, Douglas, Fayette, Fulton, Gwinnett, Henry, Paulding, Rockdale

SERVICE DESCRIPTION: offers residential facility for males ages 8 to 18 years of age

INTAKE: must have referral from caseworker

DOCUMENTS: Birth certificate, medical or psych records, picture ID/driver license, proof of residence or lease, social security card

FEES: call for details

COUNTY: DeKalb

TAPESTRY YOUTH MINISTRIES

P.O. Box 87090
College Park, GA 30337

(404) 767-5580 Main Client Number
(404) 767-5581 Fax

Public transportation accessible

HOURS/DAYS: 9:00 am to 5:00 pm MON -FRI

ELIGIBILITY: females ages 14-17 years of age who has a newborn child; both mother and child must be under DFCS custody

AREAS SERVED: Fulton, DeKalb, Clayton

SERVICE DESCRIPTION: Group home providing a safe, nurturing and therapeutic environment for girls with newborns

INTAKE: telephone, appointment

FEES: None

COUNTY: Fulton

TRINITY HOUSE

1105 W. Peachtree St., NE
Atlanta, GA 30304

(404) 853-2872 Main Client Number
(404) 685-0204 Fax

latonya@familiesfirst.org
www.familiesfirst.org

HOURS/DAYS: 9:00 am to 8:30 pm MON -WED; 9:00 am to 5:30 pm THU; 9:00 am to 5:00 pm FRI
ELIGIBILITY: females ages 13-18
AREAS SERVED: State of Georgia
SERVICE DESCRIPTION: Group home providing a safe, nurturing and therapeutic environment for girls who have been previous victims of sexual exploitation.
INTAKE: Contact LaTonya Upshaw
FEES: None
COUNTY: All
MEDICAID: No **MEDICARE:** No

UNITED METHODIST CHILDREN'S HOME

500 S. Columbia Dr.
Decatur, GA 30030
404- 370-3100

After-hours Emergency Line: (678) 641-5630

Financial Assistance: 404- 370-3135

FAX: 404- 370-3107

EMAIL: hubbardumch@mindspring.com

WEBSITE: www.umch.com

HOURS/DAYS: 8:30 am to 5:00 pm MON - FRI; financial assistance: 8:30 am to 9:30 am; other hours vary depending on service

ELIGIBILITY: financial assistance & emergency housing: families w/children under 18 years of age; financial/housing assist. only once

AREAS SERVED: metro Atlanta, northern Georgia

SERVICE DESCRIPTION: emergency housing for families, emergency residential care, children's group home, foster care, financial aid with utilities, rent, food, baby clothes and diapers, individual, group, family counseling, parenting skills classes, flea market - 3rd weekend in Oct. and 3rd weekend in April (open to the public)

LOCATIONS:

United Methodist Children's Home 706/278-4010

Dalton, GA

United Methodist Children's Home 706/722-8669

Augusta, GA

United Methodist Children's Home 706/295-3911

Rome, GA

INTAKE: telephone, walk-in, appointment

FEES: sliding scale; \$40 deposit for emergency housing; \$10/parenting classes

MEDICAID: No **MEDICARE:** No

DIRECTIONS: about 2.5 miles from I-285 off of Memorial Dr.

COUNTY: DeKalb

YOUNG ADULT GUIDANCE CENTER

1214 Hightower Rd., NW
Atlanta, GA 30318

P.O. Box 93361
Atlanta, GA 30318

(404) 792-7616 Main Client Number
(404) 792-2272 Fax

Public transportation accessible

HOURS/DAYS: office: 8:00 am to 4:00 pm MON-FRI; shelter: 24 hours a day

ELIGIBILITY: males ages 13-24

AREAS SERVED: Butts, Cherokee, Clayton, Cobb, Coweta, DeKalb, Douglas, Fayette, Fulton, Gwinnett, Henry, Paulding, Rockdale

SERVICE DESCRIPTION: adolescent/youth counseling, runaway counseling, emergency shelter, transitional housing (ages 17-24)

SERVICES RESTRICTED TO RESIDENTS INCLUDE: coed GED program, career counseling, individual, family, group counseling, sex/substance abuse education

INTAKE: telephone, appointment, referral letter from DFCS, Crossroads, Task Force or any other social service agency

DOCUMENTS: Social Security card

FEES: \$65/week for housing, sliding scale for all other services

COUNTY: Fulton

Runaway/Crisis Hotlines

COVENANT HOUSE GEORGIA

72 Broad St., SW
Suite 87-A
Atlanta, GA 30303

(800) 999-9999 24-Hour Crisis Line
(404) 688-4717 Main Client Number
(404) 589-0163 Administrative
(404) 688-7716 Fax

<http://www.covenanthouse.org>

Public transportation accessible

HOURS/DAYS: 8:00 am to 8:00 pm MON-FRI

ELIGIBILITY: individuals under 21 years of age

AREAS SERVED: Butts, Cherokee, Clayton, Cobb, Coweta, DeKalb, Douglas, Fayette, Fulton, Gwinnett, Henry, Paulding, Rockdale

SERVICE DESCRIPTION: adolescent/youth counseling, emancipation preparation programs, GED instruction, emergency shelter (under 21 years of age), in-person crisis intervention

INTAKE: walk-in

DOCUMENTS: No documents required - call

FEES: None

COUNTY: Fulton

NATIONAL RUNAWAY SWITCHBOARD

3080 N. Lincoln Ave.
Chicago, IL 60657

(800) 621-4000 Main Client Number
(800) 621-0394 TDD
(773) 929-5150 Fax

HOURS/DAYS: 24 hours daily

ELIGIBILITY: runaway adolescents or those considering running away, families of runaways

AREAS SERVED: metro Atlanta, Georgia

SERVICE DESCRIPTION: long distance transportation, return to point of origin, runaway hotline

LANGUAGES: translation available through AT&T language line

INTAKE: telephone

DOCUMENTS: No documents required - call

FEES: none

PLANNED PARENTHOOD – FIRST LINE

100 Edgewood Avenue
Suite 1604
Atlanta, GA 30303

(404) 659-4357 (7-11 pm) First Line Confidential information & referral
(404) 688-9300 Main Client Number
(404) 659-HELP After Hours
(404) 688-0621 Fax

<http://www.ppga.org>

Ireis@ppga.org

Public transportation accessible

HOURS/DAYS: 7:00 pm to 11:00pm daily

ELIGIBILITY: no restrictions; runaway adolescents or those considering running away, families of runaways; sexuality education for males and females, medical services for women, exam & S.T.D. treatment for males

AREAS SERVED: Butts, Cherokee, Clayton, Cobb, Coweta, DeKalb, Douglas, Fayette, Fulton, Gwinnett, Henry, Paulding, Rockdale

LANGUAGES: Health Talk: 24 hour taped info line in Spanish

INTAKE: telephone, walk-in, appointment

DOCUMENTS: Proof of income

FEES: straight fee

GEORGIA NETWORK TO END SEXUAL ASSUALT

100 Edgewood Ave., NE

Suite 102

Atlanta, GA 30303

(678) 701-2700 Main Client Number

(678) 701-2709 Fax

gnesa@msn.com

Public transportation accessible

HOURS/DAYS: 9:00 am to 5:00 pm MON-FRI

ELIGIBILITY: no restrictions

SERVICE DESCRIPTION: accompaniment services, helpline counseling, sexual assault counseling

INTAKE: telephone

DOCUMENTS: No documents required - call

FEES: membership fee

RAKSHA, INC.

P.O. Box 12337

Atlanta, GA 30355

(404) 842-0725 Main Client Number

(404) 878-4525 Fax

<http://www.geocities.com/wellesley/5732>

raksha@mindspring.com

HOURS/DAYS: 24 hour voice mail for emergencies

ELIGIBILITY: people from South Asia (Bangladesh, Bhutan, India, Nepal, Pakistan, Nepal, and Sri Lanka)

AREAS SERVED: Butts, Cherokee, Clayton, Cobb, Coweta, DeKalb, Douglas, Fayette, Fulton, Gwinnett, Henry, Paulding, Rockdale

SERVICE DESCRIPTION: telephone crisis intervention, helpline counseling

INTAKE: telephone

DOCUMENTS: No documentation required - call

LANGUAGES: Hindi, Urdu, Gujarati, Bengali, Punjabi and other dialects of South Asia

FEES: None
COUNTY: Fulton

TRAVELERS AID OF METROPOLITAN ATLANTA, INC.

60 Walton St.
Suite 200
Atlanta, GA 30308

(404) 817-7070 Main Client Number
(404) 817-9922 Fax

Powers-etp@leveller.org

Public transportation accessible

TRAVEL INSTRUCTIONS: From Five Points Marta Station, walk 2 blocks north, left on Walton St.

HOURS/DAYS: 8:30 am to 5:00 pm MON-FRI; hours vary by location; call for appointment

ELIGIBILITY: people in the area 30 days or less including travelers, newcomers, transient mentally ill, runaways, resettling homeless

AREAS SERVED: Butts, Cherokee, Clayton, Cobb, Coweta, DeKalb, Douglas, Fayette, Fulton, Gwinnett, Henry, Paulding, Rockdale

SERVICE DESCRIPTION: runaway counseling, crisis intervention, return to point of origin

INTAKE: telephone, walk-in, appointment

DOCUMENTS: Picture ID/driver license, social security card

LANGUAGES: Russian, literature available in Spanish

FEES: None

COUNTY: Fulton

UNITED WAY OF METROPOLITAN ATLANTA, INC. – UNITED WAY 211

Dial 211

(404) 614-1027 Rotary Calls
(404) 614-1000 Main Client Number
(404) 614-1048 TDD
(404) 614-1049 Fax

<http://www.unitedwayatlanta.org>

HOURS/DAYS: 24 hours daily

AREAS SERVED: metro Atlanta, Georgia

LANGUAGES: Spanish

INTAKE: telephone

DOCUMENTS: No documents required - call

FEES: none

Outreach

STANDUP FOR KIDS ATLANTA

P.O. Box 3345
Alpharetta, GA 30023

(404) 787-4543 Main Client Number
(800) 365-4543 National Number
(888) 534-1647 Fax

<http://www.standupforkids.org/standupforkids/local/Atlanta@standupforkids.org>

Public transportation accessible

ADMINISTRATIVE HOURS: 1:30 pm to 9:30 pm MON-SUN

HOURS/DAYS: 6:00 pm to 9:00 pm TUE THU

ELIGIBILITY: homeless youth 21 years of age and below

AREAS SERVED: Butts, Cherokee, Clayton, Cobb, Coweta, DeKalb, Douglas, Fayette, Fulton, Gwinnett, Henry, Paulding, Rockdale

SERVICE DESCRIPTION: provides on the street outreach to find, stabilize and assist homeless and street kids, ages 21 and under. Counselors assist kids in obtaining emergency items such as food, shelter, clothing, and hygiene products. Through a consistent presence the goal is to develop ongoing relationships and facilitate kids ultimately getting off the street.

INTAKE: telephone, walk-in, appointment

DOCUMENTS: No documents required

FEES: None

COUNTY: Fulton

STREET NET, INC.

404 Carrie Dr.
Dallas, GA 30157

P.O. Box 810
Hiram, GA 30141

(678) 300-8574 Main Client Number

Public transportation accessible

HOURS/DAYS: 24 hours daily

ELIGIBILITY: drug addicts, runaways, prostitutes and the homeless

AREAS SERVED: Butts, Cherokee, Clayton, Cobb, Coweta, DeKalb, Douglas, Fayette, Fulton, Gwinnett, Henry, Paulding, Rockdale

SERVICE DESCRIPTION: provides food, blankets, and water to the homeless. They also travel to the homeless/prostitutes needing help

INTAKE: telephone

DOCUMENTS: No documents required

FEES: None

LANGUAGES: Sign

YOUTH PRIDE, INC.

302 E. Howard Ave.

Decatur, GA 30030

P.O. Box 15448
Atlanta, GA 30333

(404) 378-6620 Main Client Number
(404) 378-7722 Administrative
(404) 378-6405 Fax

<http://www.youthpride.org>
info@youthpride.org

Public transportation accessible

HOURS/DAYS: drop-in center 4:40 pm to 10:00 pm TUE WED; 4:30 pm to midnight FRI; call for group times

ELIGIBILITY: adolescents and young adults 13 to 24 years of age who identify as gay, lesbian, bisexual or are experiencing confusion

AREAS SERVED: Butts, Cherokee, Clayton, Cobb, Coweta, DeKalb, Douglas, Fayette, Fulton, Gwinnett, Henry, Paulding, Rockdale

SERVICE DESCRIPTION: adolescent/youth counseling, in-person crisis intervention

INTAKE: telephone, walk-in

DOCUMENTS: No documents required

FEES: None

COUNTY: DeKalb

Mental Health

ANIZ, INC.

233 Mitchell St.
Suite 200
Atlanta, GA 30303

(404) 758-1450 Main Client Number
(404) 521-2410 Administrative
(404) 521-2499 Fax

<http://www.aniz.org>
infoaniz@aol.com

Public transportation accessible

HOURS/DAYS: 9:00am to 5:00pm MON TUE THU; 9:00am to 8:00pm WED FRI
ELIGIBILITY: adults, teens, or children infected or affected by AIDS/HIV; AIDS/HIV infected homeless mothers and children for housing
AREAS SERVED: Butts, Cherokee, Clayton, Cobb, Coweta, DeKalb, Douglas, Fayette, Fulton, Gwinnett, Henry, Paulding, Rockdale
SERVICE DESCRIPTION: provides professional support and therapeutic intervention to empower children and adults
INTAKE: telephone, walk-in, appointment
FEES: none
COUNTY: Fulton

FULTON CO. DEPT. OF MH/MR/SA -S. FULTON MENTAL HEALTH CENTER
1636 Connally Dr.
East Point, GA 30344

(404) 762-4042 Main Client Number

Grady Psychiatric Emergency Clinic: 404-616-4762, Emergency Mental Health: 404-730-1600, FAX: 404-762-3114
HOURS/DAYS: 8:30 am to 5:00 pm MON -FRI
ELIGIBILITY: no restrictions
AREAS SERVED: South Fulton County, SW Atlanta, Palmetto, Hapeville, East Point, College Park, Red Oak, and Union City
SERVICE DESCRIPTION: day treatment, crisis intervention, case management, individual, group, family therapy, medications and medication monitoring, supportive living/residential services, diagnostic evaluation, consultation, referral to psychiatric hospitals, aid in adjusting to community life after psychiatric hospitalization, community education
INTAKE: telephone, walk-in, appointment, a minor not accompanied by parents must show guardianship papers
FEES: sliding scale
MEDICAID: Yes, **MEDICARE:** Yes
LANGUAGES: translators provided when needed
COUNTY: Fulton

NORTHSIDE HEALTH CENTER
5825 Glenridge Dr., Bldg. 4
Atlanta, GA 30328-5544

(404) 851-8960

(404) 851-8950

(404) 252-7804 Fax

HOURS/DAYS: 8:00 am to 5:00 pm MON -FRI

ELIGIBILITY: no restrictions

AREAS SERVED: metro Atlanta

SERVICE DESCRIPTION: outpatient/day treatment psychiatric services, psychological testing case management, medication monitoring, outpatient substance abuse treatment, individual, family, group counseling, crisis services

INTAKE: telephone, walk-in, appointment

FEES: sliding scale for Fulton Co. residents; straight fee for any other county resident

MEDICAID: Yes **MEDICARE:** Yes

LANGUAGES: Spanish-speaking volunteers available

COUNTY: Fulton

MST (MULTI SYSTEMIC THERAPY)

395 Pryor Street

Atlanta, GA 30312

404-224-4439

Contact: Debra Haywood

HOURS/DAYS: 8:30 am to 5:00 pm MON-FRI

ELGIBILITY: Males/Females up to age 16, who are on probation/supervision, multiple family issues, Failure in other programs

AREAS SERVED: Fulton County

SERVICE DESCRIPTION: 3 to 6 months in home intensive therapeutic program, addresses multiple determinants of antisocial behavior, comprehensive services, total care, Individualized services, family & child centered, collaboration with family, family-focused

INTAKE: Mental Health Department

FEES: None

MEDICAID: No **MEDICARE:** No

COUNTY: Fulton

FAMILY RECOVERY COUNSELING CENTER

2470 Windy Hill RD.

Ste. 300

Marietta, GA 30067

770-618-3058

FAX: 770-618-3058

HOURS/DAYS: 9:00 am to 6:00 pm TUE -SAT

ELIGIBILITY: Ages 16 and up

AREAS SERVED: Metro Atlanta

SERVICE DESCRIPTION: Individual counseling, family counseling, anger management, outpatient substance abusive services, domestic violence classes, grief issues

INTAKE: Telephone, walk-in, appointment

FEES: Clients pay up front based on cost effective set fees; forms for insurance reimbursement provided; sliding scale or payment plans in some cases

MEDICAID: Yes **MEDICARE:** Yes

COUNTY: Cobb

FAMILIES FIRST INC.

Central Office

1105 W. Peachtree St., NE

Atlanta, GA 30304

404-853-2844

Marty Atherton, Volunteer Coordinator: 404-853-2857

Family Development Center: 404-762-1231

FAX: 404-685-0203

HOURS/DAYS: 9:00 am to 8:30 pm MON -WED; 9:00 am to 5:30 pm THU; 9:00 am to 5:00 pm FRI

ELIGIBILITY: no restrictions

AREAS SERVED: metro Atlanta

SERVICE DESCRIPTION: family/individual counseling, chemical dependency/substance abuse counseling, pregnancy/adoption services, foster care/group homes, employee assistance programs, drug-free workplace consultation and training, community education/prevention services, abstinence education materials, Family Development Center -transitional housing for young single homeless mothers (one child only, must be under age 1; mother must be under age 26)

LOCATIONS: Cobb Office 770-988-1260 /1640 Powers Ferry Rd., Bldg. 3, Ste. 100 / Marietta, GA 30067 12:30 pm to 8:30 pm MON -WED; 9:00 am to 8:30 pm THU; 9:00 am to 5:00 pm FRI

Decatur Office 404-298-2160

4298 Memorial Dr., Ste. A&B / Decatur, GA 30032

12:30 PM to 8:30 pm MON -WED; 9:00 am to 5:30 pm THU; 9:00 am to 5:00 pm FRI

Douglasville Office 770-949-5200

6279 Fairburn Rd. / Douglasville, GA 30134

Gwinnett Office 770-822-2370

318 West Pike St., Ste. 450 / Lawrenceville, GA 30245

Rockdale Office 770-922-7396

474 Scott St. / Conyers, GA 30207

South Fulton-Clayton Office 404-767-7777

5538 Old National Hwy., Bldg. M, Ste. 150/100C / College Park, GA 30349

CP/: Harris-Johnston Center 404-756-2100 25 Newcastle St., SW / Atlanta, GA 30314

INTAKE: telephone

FEES: sliding scale

MEDICAID: No **MEDICARE:** No

GEORGIA REGIONAL HOSPITAL AT ATLANTA

3073 Panthersville Rd.

P.O. Box 370407

Decatur, GA 30034-3828

404-243-2216

Main Information Line: 404-243-2100, FAX: () -

HOURS/DAYS: 24 hours daily

ELIGIBILITY: children, adolescents, adults, seniors

AREAS SERVED: 21 counties including Clayton, Cobb, DeKalb, Douglas, Fulton, Gwinnett, and Rockdale; call for further details

SERVICE DESCRIPTION: adult psychiatric care, children's mental health services, outpatient community programs, Mobile Crisis Intervention (FCCSS), adolescent psychiatric unit, intermediate care facility, skilled nursing facility, developmental learning center for developmentally disabled, psychiatric case management, assessment/evaluation/testing, forensic services, day treatment program for substance abuse (Atlanta West)

INTAKE: telephone

FEES: sliding scale

MEDICAID: No **MEDICARE:** Yes

LANGUAGES: Spanish interpreter as needed

COUNTY: Dekalb

GRADY CHILD AND ADOLESCENT PSYCHIATRY CLINIC

80 Jessie Hill Jr. Dr. SE
PO Box 26064
Piedmont Hall Building 3rd Floor
Atlanta, GA 30335
404-616-2081

HOURS/DAYS: 8:30 am to 5:00 pm MON_FRI

ELIGIBILITY: Children and Adolescent

AREAS SERVED: Fulton County

SERVICE DESCRIPTION: Individual and Family Therapy, psychiatric services, medication supervision and

Consultation, psychological services, evaluation/assessments, support groups

INTAKE: telephone for an appointment

FEES: Medicaid, peach care and private insurance: Must have a Grady card

MEDICAID: Yes **MEDICARE:** No

INSTITUTE FOR FAMILY CENTERED SERVICES

2024 Powers Ferry Road
Suite 215
Atlanta, GA 30339
770-952-9018

FAX: 770-952-8849

HOURS/DAYS: Mon-Fri 9-5 offices hours; Family Service Coordinators on call 24 hrs a day

ELIGIBILITY: Families

SERVICE DESCRIPTION: Intensive in-home therapy, Crisis Intervention Stabilization, Comprehensive Assessments. In-home services for Adults, Substance Abuse, Sexual Offender and survivors treatment, school intervention specialist.

INTAKE: referrals

FEES: Sliding Scale

MEDICAID: Yes **Medicare:** No

AREAS SERVE: Metro Atlanta

Residential Mental Health Treatment

THE BRIDGE

1559 Johnson Rd., NW
Atlanta, GA 30318

(404) 792-0070 Main Client Number
(404) 794-0444 Fax

Public transportation accessible

HOURS/DAYS: 8:00 am to 5:00 pm MON-FRI; residential treatment 24 hours daily

ELIGIBILITY: youth ages 12-17

AREAS SERVED: State of Georgia

SERVICE DESCRIPTION: residential treatment for troubled teens (ages 12-17)

SERVICES RESTRICTED TO RESIDENTS: recreational activities, alternative school services, counseling

SEASONAL: Christmas Adopt-a-Kid: gifts and party for clients

INTAKE: telephone

DOCUMENTS: No documents required – call

MEDICAID: No **MEDICARE:** No

FEES: None

COUNTY: Fulton

HILLSIDE HOSPITAL

690 Courtenay Dr., NE
Atlanta, GA 30306

(404) 875-5059 Main Client Number
(404) 724-2536 Therapeutic Foster Care
(404) 875-4551 Administrative Office
(404) 875-1394 Fax

tstoker@hside.org

HOURS/DAYS: 8:00 am to 5:00 pm MON-FRI; emergency care 24 hours daily

ELIGIBILITY: ages 8-17

AREAS SERVED: metro Atlanta

SERVICE DESCRIPTION: residential psychiatric treatment, therapeutic foster care

SERVICES RESTRICTED TO RESIDENTS: individual and group counseling, diagnostic/evaluation services, educational program, family preservation services

INTAKE: referral, contact admissions office

FEES: sliding scale

MEDICAID: Yes **MEDICARE:** No

LANGUAGE: Spanish

COUNTY: Fulton

Health Care

FULTON CO. DEPT. OF HEALTH & WELLNESS

Administrative Office

99 Butler St., SE

Atlanta, GA 30303

404-730-1211

Environmental Health: 404-730-1301

TDD: 404-730-1578

HOURS/DAYS: 8:30 am to 5:00 pm MON -FRI

ELIGIBILITY: Fulton County residents

AREAS SERVED: Fulton County

SERVICE DESCRIPTION: child health/Health Check exams, follow-up of infants & children, lead poisoning and metabolic (PKU) screening, child immunizations and immunization certificates, children's vision, hearing, dental screening, infant vitality, Women, Infants, Children (WIC) -supplemental food program, dental services, blood pressure screening, premarital blood tests, sexually transmitted disease screening and treatment, HIV testing, tuberculosis clinic and treatment, health education, promotion of preventive health initiatives: smoking cessation classes, safe kids, car seat programs and self help guides, environmental health: sanitation, zoning, food complaints, engineering, birth/death certificates, refugee health services, technical assistance, interpreter service,

INTAKE: walk-in

FEES: sliding scale

MEDICAID: Yes **MEDICARE:** Yes

LANGUAGES: Spanish, SE Asian; interpreters available for other languages

COUNTY: Fulton

FEMINIST WOMEN'S HEALTH CENTER

580 14th St., NW

Atlanta, GA 30318

404-874-7551

Administrative Number: 404-248-5445

Toll-Free Number: 800-877-6013

FAX: 404-417-0878

EMAIL: janelley@atlfwbc.org

HOURS/DAYS: 9:00 am to 5:30 pm MON -SAT

ELIGIBILITY: no restrictions

AREAS SERVED: metro Atlanta

SERVICE DESCRIPTION: pregnancy testing/counseling, STD/AIDS testing, gynecological care, health information phone lines, donor services (artificial insemination)

INTAKE: telephone, walk-in, appointment

FEES: sliding scale

MEDICAID: Yes **MEDICARE:** No

LANGUAGES: Spanish, Russian

COUNTY: Fulton

CRAWFORD LONG HOSPITAL of EMORY UNIVERSITY

550 Peachtree St., NE

Atlanta, GA 30308-2225

404-686-4411

Health Connection: 404-778-7777

TDD: 404-686-2559

HOURS/DAYS: 24 hours daily

ELIGIBILITY: no restrictions

AREAS SERVED: Georgia

SERVICE DESCRIPTION: emergency medical care, health screenings, diagnostic and support services, reproductive medicine, women's health, cardiology, orthopedics, plastic/reconstructive surgery, Gastrointestinal disease treatment, community outreach -health fairs, first aid, support groups, educational seminars, Health Connection Line -general health information and list of hospital programs, smoking cessation classes, prostate cancer treatment

INTAKE: telephone, walk-in (emergency only), appointment

FEES: none

MEDICAID: Yes **MEDICARE:** Yes

COUNTY: Fulton

CHILDREN'S HEALTHCARE of ATLANTA

1405 Clifton Rd., NE

Atlanta, GA 30322

404) 325-6000

Nurse Advice Line: 404-250-5437

TDD: 800-969-3323

WEBSITE: www.choa.org

HOURS/DAYS: 24 hours daily

ELIGIBILITY: children 0-21 years of age

AREAS SERVED: metro Atlanta, Southeastern U.S.

SERVICE DESCRIPTION: inpatient: orthopedics, adolescent medicine, endocrine, surgical, hematology/oncology, GI, pulmonary, comprehensive rehab, neurosciences, intensive care, surgical newborn, craniofacial/plastics, general medicine, ambulatory lab, radiology, physical therapy, occupational therapy, speech therapy, orthotics, sports medicine, neurophysiology, day-surgery, emergency trauma, audiology, primary care, dentistry and orthodontics, immediate care (main campus and eight satellites), specialty care (main campus and seven satellites), psychosocial support: child life, social work, chaplainry, community outreach: foundation, education, speaker bureau, health fairs, school outreach

LOCATIONS: Children's Healthcare of Atlanta at Scottish Rite: 404-256-5252

1001 Johnson Ferry Rd., NE / Atlanta, GA 30342

Plus 16 Satellite Offices throughout metro Atlanta (call for details)

INTAKE: walk-in, physician referral

FEES: sliding scale

MEDICAID: Yes **MEDICARE:** No

LANGUAGES: interpreters available; AT&T language line (140 languages)

COUNTY: Fulton

GEORGIA DIVISION OF PUBLIC HEALTH -Administrative Office

2 Peachtree St., Room 11-217

Atlanta, GA 30303-3142

404-657-4855

FAX: 404-657-2715

HOURS/DAYS: 8:00 am to 5:00 pm MON -FRI

ELIGIBILITY: no restrictions

AREAS SERVED: Georgia

SERVICE DESCRIPTION: Public Health Catchments Areas, Children's Medical Services District
Statewide

INTAKE: telephone, walk-in, appointment

FEES: sliding scale

MEDICAID: Yes **MEDICARE:** No

COUNTY: Fulton

PEACHCARE FOR KIDS

P.O. Box 2583

Atlanta, GA 30301-2583

877-427-3224

HOURS/DAYS: 7:30 am to 7:30 pm MON -FRI

ELIGIBILITY: children ages birth to 18 who are not eligible for Medicaid and whose families meet the income guidelines

AREAS SERVED: Georgia

SERVICE DESCRIPTION: health insurance for children of low-income families

INTAKE: telephone (application will be mailed)

FEES: \$7.50 per month for 1 child (with a maximum fee of \$15.00/month) over the age of 6, ages 0-5 there is no premium

MEDICAID: No **MEDICARE:** No

LANGUAGES: Spanish-speaking staff available

COUNTY: Fulton

GRADY HEALTH SYSTEM-1st Steps to Healthy Families

80 Butler St. SE

Atlanta, GA 30335-3801

404-616-6264

FAX: 404-616-3357

HOURS/DAYS: 8:00 am to 4:30 pm MON -FRI

ELIGIBILITY: first-time mothers who deliver at Grady Hospital

AREAS SERVED: DeKalb & Fulton counties

SERVICE DESCRIPTION: support services/outreach to first-time mothers, parenting education, medical/community resource linkage

FEES: none

MEDICAID: No **MEDICARE:** No

LANGUAGES: some Spanish available

COUNTY: Fulton

GEORGIA DIVISION of PUBLIC HEALTH -Georgia Refugee Health Program

2600 Skyland Dr., NE

Upper Level

Atlanta, GA 30319-3640

404-679-4916

FAX: 404-679-4909

EMAIL: aclong@gdph.state.GA.us

HOURS/DAYS: 7:00 am to 4:30 pm MON -FRI

ELIGIBILITY: anyone with refugee status

AREAS SERVED: Georgia

SERVICE DESCRIPTION: TB/hepatitis/STD/parasite screenings for newly arrived refugees, immunizations for newly arrived refugees, health care referrals and education, translation/interpretation

LOCATIONS: DeKalb County Health Dept. 404-294-3714

Any other counties: 404-657-2563

INTAKE: telephone, must present overseas medical records if available

FEES: none

MEDICAID: No **MEDICARE:** No

LANGUAGES: Amharic, Arabic, Armenian, Bosnian, Chinese, French, Khmer (Cambodian), Kurdish, Ormo, Russian, Somali, Swahili, Vietnamese

COUNTY: Fulton

GOOD SAMARITAN HEALTH CENTER

239 Alexander St., NW

Atlanta, GA 30313

404-523-6571

FAX: 404-523-6574

HOURS/DAYS: 8:30 am to 5:00 pm MON -THU; 8:30 am to noon FRI (closed for lunch noon to 1:00 pm)

ELIGIBILITY: no restrictions

AREAS SERVED: metro Atlanta

SERVICE DESCRIPTION: pediatric and adult medical care (checkups/sick visits), dental care, health education, individual counseling for children and adults, play therapy, pastoral counseling, medical laboratory, hearing and vision screening, pharmaceutical, hospital referral, vaccinations

INTAKE: appointment

FEES: sliding scale

MEDICAID: Yes **MEDICARE:** Yes

GEORGIA BAPTIST HEALTHCARE SYSTEM-Counseling Svc. Atlanta

100 Tenth St., NW

8th Floor

Atlanta, GA 30309

404-253-3253

HOURS/DAYS: 8:00 am to 5:00 pm MON -FRI; evenings by appointment

ELIGIBILITY: no restrictions

AREAS SERVED: Georgia

SERVICE DESCRIPTION: individual, marital, family counseling and psychotherapy, group and pastoral counseling, child/adolescent counseling, sexual abuse, domestic violence counseling alcohol and drug abuse counseling, divorce recovery

LOCATIONS: Atlanta-Buckhead/Second Ponce de Leon Couns. Ctr.

770-265-4456

2715 Peachtree Rd., NE / Atlanta, GA 30305

Atlanta-Downtown 404-265-4865

Highland and Boulevard, NE / Atlanta, GA 30312

Atlanta-Wieuca Counseling Center 404-814-4477

3706 Peachtree-Dunwoody Rd., NE / Atlanta, GA 30342

Alpharetta -First Baptist Church 770-915-2537

44 Academy St. / Alpharetta, GA 30004

Fairburn Counseling Center 770-964-1431

23 Malone St. / Fairburn, GA 30213

Roswell Counseling Center 770-915-2537

710 Mimosa Boulevard / Roswell, GA 30075

INTAKE: telephone, appointment

FEES: sliding scale

MEDICAID: No **MEDICARE:** Yes

COUNTY: Fulton

HEALTHY MOTHERS, HEALTHY COALITION of GEORGIA, Inc.

2800 Shallowford Rd.

Ste. 250

Atlanta, GA 30341

770-451-5501

Coalition Administration: 770-451-0020

Powerline: 800-822-2539

FAX: 770-451-2466

HOURS/DAYS: 8:00 am to 8:00 pm MON -FRI; 8:00 am to 5:00 pm SAT

ELIGIBILITY: pregnant women; women and children; assist male callers & providers in finding resources for indigent clients

AREAS SERVED: Georgia

SERVICE DESCRIPTION: Powerline -toll free information line for those with difficulty in accessing health care services, referrals to prenatal and child health care programs, education/outreach/follow up programs, WIC information line

INTAKE: telephone

FEES: none

MEDICAID: No **MEDICARE:** No

LANGUAGES: full-time Spanish-speaking staff available

COUNTY: Fulton

HUGHES SPALDING HOSPITAL

80 Jessie Hill Dr. SE

Atlanta, GA 30303

Karem Jordan: 404-616-5759 (Male Victims)

Nicola Bone: 404-616-3364 (Female Victims)

HOURS/DAYS: 24 hours service

ELIGIBILITY: Children under 18 who are not pregnant

AREAS SERVED: Fulton County, Metro Atlanta

SERVICE DESCRIPTION: Address concerns of all affected sexual assault, support and group counseling, hospital, police courtroom accompaniment, community and prevention programs

INTAKE: Telephone, appointment

FEES: None

MEDICAID: No **MEDICARE:** No

COUNTY: Fulton

Sexual Assault Counseling

EMORY CLINIC TRAUMA & ANXIETY PROGRAM

Department of Psychiatry

1365 Clifton Rd.

Suite B6100

Atlanta, GA 30322

404-778-2206

404-778-3875,

FAX: 404-778-4655

EMAIL: mastin@emory.edu

HOURS/DAYS: 9:00 am to 6:00 pm MON -FRI

ELIGIBILITY: female rape survivors, male and female survivors of any other trauma

AREAS SERVED: metro Atlanta

SERVICE DESCRIPTION: treatment for adult female rape victims with PTSD (post traumatic stress disorder), treatment for male and female adults who have experienced traumatic events and have PTSD, study of methods of treatment using psychotherapy

INTAKE: telephone, appointment

FEES: none

MEDICAID: No **MEDICARE:** No

COUNTY: Fulton

DEKALB RAPE CRISIS CENTER, Inc.

101 East Court Square

Ste. B-4

Decatur, GA 30030

404 377-1428

Spanish Volunteer Line: 404-851-7764

FAX: 404-377-5644

HOURS/DAYS: 24 hours daily; Spanish-speaking line: 8:30 am to 4:30 pm MON -FRI

ELIGIBILITY: anyone living and/or assaulted in DeKalb County; will serve other counties

AREAS SERVED: DeKalb County

SERVICE DESCRIPTION: crisis line, support groups, in-person individual counseling, court and hospital companions, speakers bureau/prevention and education programs, emergency room services, Latina outreach program

INTAKE: telephone

FEES: none

MEDICAID: No **MEDICARE:** No

LANGUAGES: Spanish-speaking volunteers available

COUNTY: Dekalb

GRADY HEALTH SYSTEM -Rape Crisis Center

80 Butler St., SE

Atlanta, GA 30335

404-616-4861

FAX: 404-616-5882

HOURS/DAYS: 24 hours daily

ELIGIBILITY: 18 years of age and above; younger ages go to Hughes Spalding Hospital

AREAS SERVED: metro Atlanta

SERVICE DESCRIPTION: rape crisis hotline, medical treatment -victims and family are accompanied by counselors during the exam, police and court liaison, will accompany victim to all levels of court process, sexual assault counseling for individuals, groups, and families

INTAKE: telephone, walk-in, appointment

FEES: none

MEDICAID: No **MEDICARE:** No
LANGUAGES: Spanish available through interpretive service
COUNTY: Fulton

GEORGIA NETWORK to END SEXUAL ASSAULT

659 Auburn Ave.

Ste. 139

Atlanta, GA 30312

404-659-6482

FAX: 404-659-6383

EMAIL: gnesa@msn.com

HOURS/DAYS: 9:00 am to 5:00 pm MON -FRI

ELIGIBILITY: no restrictions

AREAS SERVED: Georgia

SERVICE DESCRIPTION: network of organizations and individuals to address concerns of all persons affected by sexual assault, 24-hour rape crisis hotline, hospital, police, courtroom accompaniment, community education and prevention programs, SANE -statewide Sexual Assault Nurse Examiner training program, support groups and professional counseling, self-defense instruction, information and referral

INTAKE: telephone

FEES: membership fee

MEDICAID: No **MEDICARE:** No

COUNTY: Fulton

Child Abuse

GEORGIA CENTER for CHILDREN, Inc.

818 Pollard Boulevard
Suite 301
Atlanta, GA 30315
678-904-2880

202 Nelson Ferry Rd
Decatur, GA 30030
404-378-6100

HOURS/DAYS: 9:00 am to 5:00 pm MON -FRI

ELIGIBILITY: sexually-abused children under age 18 who reside in or were abused in DeKalb/Fulton

AREAS SERVED: DeKalb and Fulton counties

SERVICE DESCRIPTION: psychotherapy for sexually abused children, coordination of videotaped forensic interview, case management in coordination with police, DFACS, district attorney's office

INTAKE: telephone, appointment

FEES: none

MEDICAID: No **MEDICARE:** No

COUNTY: Fulton

PREVENT CHILD ABUSE GEORGIA-Atlanta Outreach Center

1720 Peachtree St.
Ste. 600

Atlanta, GA 30309
404-870-6565

FAX: 404-870-6541

HOURS/DAYS: 8:30 am to 5:00 pm MON -FRI

ELIGIBILITY: families with children under the age of 12 for home-based services, other requirements vary by program, call for details

AREAS SERVED: Clayton, Cobb, DeKalb, Fulton and Gwinnett counties

SERVICE DESCRIPTION: home and community-based parent support services, information and referrals, educational programs on personal safety and child abuse prevention,

INTAKE: telephone

FEES: none

MEDICAID: No **MEDICARE:** No

COUNTY: Fulton

GEORGIA COURT APPOINTED SPECIAL ADVOCATES/GEORGIA CASA

395 Pryor Street
Suite 4112

Atlanta, GA 30312
404-224-4722

Toll-Free Number: (800) 251-4012

FAX: 404-874-2889

EMAIL: gacasa@gacasa.org

WEBSITE: www.gacasa.org

HOURS/DAYS: 8:30 am to 4:30 pm MON -FRI

ELIGIBILITY: volunteers must complete 40 hours of training and consent to a criminal background check and fingerprinting

AREAS SERVED: Georgia

SERVICE DESCRIPTION: volunteers advocate for the best interests of abused and neglected children involved in juvenile court deprivation proceedings

INTAKE: telephone

FEES: none

MEDICAID: No **MEDICARE:** No
COUNTY: Fulton

CEASE (CENTER TO END ADOLESCENT SEXUAL EXPLOITATION)

395 Pryor Street

suite 1025

Atlanta, GA 30312

404-224-4549

FAX: 404-302-8441

CONTACT: Alesia Adams

HOURS/DAYS: 9:00 am to 5:00 pm MON-FRI

ELIGIBILITY: Females under age 18 involve in the juvenile court with allegations of prostitution, substance abuse, sexual abuse, and little family support

AREAS SERVED: Fulton County

SERVICES DESCRIPTION: Provide case management and referrals for residential placement

INTAKE: Juvenile court referral

FEES: None

MEDICAID: No **MEDICARE:** No

Substance Abuse

FULTON CO. DEPT. OF MH/MR/SA -ALCOHOL/DRUG TREATMENT CENTER

265 Boulevard, NE

Atlanta, GA 30312

404-730-1617

FAX: 404-730-1697

HOURS/DAYS: intake: 8:00 am to 5:00 pm MON -FR

ELIGIBILITY: no restrictions

AREAS SERVED: Fulton County

SERVICE DESCRIPTION: residential detox: alcohol and opiate detoxification, residential rehab: meals, laundry, group therapy, case management, outpatient IOP: prevocational opportunities, education, therapy, outpatient rehab, group therapy, individual/family counseling, support groups (Alcoholics Anonymous, Narcotics Anonymous), HIV testing/counseling, family program

INTAKE: walk-in

FEES: sliding scale

MEDICAID: Yes **MEDICARE:** Yes

COUNTY: Fulton

ODYSSEY FAMILY COUNSELING CENTER

3578 S. Fulton Ave.

Hapeville, GA 30354

404-669-3462

FAX: 404-669-3957

EMAIL: lrnew@odysseycounseling.org

HOURS/DAYS: 8:00 am to 8:00 pm MON -THU; 8:00 am to 4:00 pm FRI

ELIGIBILITY: no restrictions

AREAS SERVED: metro Atlanta

SERVICE DESCRIPTION: adult/adolescent substance abuse treatment, substance abuse prevention and education, family therapy, marriage counseling, child abuse/sexual abuse/incest counseling, domestic violence counseling, support groups -women and domestic violence, children who witness domestic violence, children whose parents have committed suicide, stress management, school problems, training, workshops, public presentations, individual counseling, homicide survivor group for family members who have lost a member to homicide

INTAKE: telephone

FEES: sliding scale

MEDICAID: No **MEDICARE:** No

DIRECTIONS: bus #77 from East Point Marta station

COUNTY: Fulton

DEKALB COMMUNITY SERVICES BOARD -SUBSTANCE ABUSE SERVICES

445 Winn Way

Decatur, GA 30030

404-294-3834

Crisis Line, Central Access Intake: 404-892-4646

WEBSITE: www.dekcsb.org

HOURS/DAYS: 8:15 am to 5:00 pm MON -FRI; Crisis intervention: 24 hours daily

ELIGIBILITY: adults and seniors

AREAS SERVED: DeKalb County

SERVICE DESCRIPTION: outpatient drug, alcohol, substance abuse services, family, group, couples, counseling, substance abuse education/prevention, detoxification, HIV/AIDS information and counseling crisis intervention, mobile crisis unit, jail services, women's program with childcare

LOCATIONS:

Cifton Springs Substance Abuse Clinic 404-244-2222

3110 Clifton Springs Rd. / Decatur, GA 30034

Crisis Intervention Services 404-294-0499

450 Winn Way / Decatur, GA 30030

DeKalb Addiction Clinic 404-508-6430

455 Winn Way / Decatur, GA 30030

DeKalb Court Services/Risk Reduction Program 404-894-2422

1260 Briarcliff Rd., NE / Atlanta, GA 30306

Jail Services 404-298-8330

4425 Memorial Dr. / Decatur, GA 30032

Kirkwood Substance Abuse Clinic 404-370-7474

23 Warren St., SE / Atlanta, GA 30317

New Vision Women's Program 404-370-7430

1815 Memorial Dr. / Atlanta, GA 30317

INTAKE: telephone, walk-in, appointment, call Central Access Unit 404-892-4646 for intake

FEES: sliding scale

MEDICAID: Yes, **MEDICARE:** Yes

COUNTY: Dekalb

Juvenile Delinquency Diversion/Prevention

ATLANA PROJECT FOR CHILDREN AT RISK

3788 Chattahoochee Dr.
Douglasville, GA 30135

(770) 827-3755 Main Client Number
(404) 881-1902 Fax

<http://www.apcar.com>
alancaster@ngumc.net

HOURS/DAYS: 8:00 am to 3:00 pm MON-SUN

ELIGIBILITY: all services are for children 5 to 18 years of age

AREAS SERVED: Butts, Cherokee, Clayton, Cobb, Coweta, DeKalb, Douglas, Fayette, Fulton, Gwinnett, Henry, Paulding, Rockdale

SERVICE DESCRIPTION: provides adult/child mentoring programs and behavioral learning therapy

INTAKE: telephone, walk-in, appointment

DOCUMENTS: No documents required

FEES: sliding scale

COUNTY: Douglas

CHILDREN AND YOUTH COORDINATING COUNCIL

10 Park Pl. South
Suite 410
Atlanta, GA 30303

(404) 656-1725 Main Client Number
(404) 651-9354 Fax

<http://www.cycc.state.ga.us>

HOURS/DAYS: 8:00 am to 5:00 pm MON-FRI

ELIGIBILITY: limited to Georgia programs with 501(c) 3 status or group exemption status

SERVICE DESCRIPTION: assists local communities in preventing juvenile delinquency through the provision of state and federal grants, technical assistance, training of service providers and juvenile justice law projects

INTAKE: telephone

DOCUMENTS: No documents required

FEES: none

COUNTY: Fulton

CHILDREN DESERVE 2 WIN

100 Wendell Ct.
Suite 195
Atlanta, GA 30336

3999 Austell Rd.
#213
Austell, GA 30106

(404) 505-9940 Main Client Number

(404) 505-9943 Fax

cd2w@yahoo.com

Public transportation accessible

HOURS/DAYS: 8:00 am to 6:00 pm MON-FRI

ELIGIBILITY: at risk children between 6 to 17 years of age

AREAS SERVED: Cobb, Fulton

SERVICE DESCRIPTION: behavior modification for at-risk youth

INTAKE: referral required from DFCS, Public Schools, Parents

DOCUMENTS: Picture ID/driver license

FEES: varies

LANGUAGES: Spanish

COUNTY: Cobb

COMMUNITIES IN SCHOOLS OF ATLANTA, INC.

615 Peachtree St.

Suite 505

Atlanta, GA 30308

(404) 897-2390 Main Client Number

(404) 877-1938 Fax

<http://www.cisatlanta.org>

ppflum@cisga.org

Public transportation accessible

HOURS/DAYS: 8:30 am to 5:00 pm MON-FRI

ELIGIBILITY: families of children in grades K through 12 who are enrolled in the listed schools systems

AREAS SERVED: Atlanta Schools, DeKalb County Schools

SERVICE DESCRIPTION: program provides youth enrichment, subject tutoring, dropout prevention and adult/child mentoring program for children in the public school systems

INTAKE: telephone, must be referred by school staff

DOCUMENTS: No documents required

FEES: none

LANGUAGES: Spanish

COUNTY: Fulton

DEKALB REGIONAL YOUTH DETENTION CENTER

2946 Clifton Springs Rd.

Decatur, GA 30034

(404) 244-2183 Main Client Number

(404) 244-5779 Fax

lindacofer@bjj.state.ga.us

Public transportation accessible

HOURS/DAYS: 24 hours daily
ELIGIBILITY: children, adolescents
AREAS SERVED: DeKalb County/other counties if space is available
INTAKE: referral from DeKalb County Juvenile Court
LANGUAGES: Spanish
FEES: none
COUNTY: DeKalb

**EAST POINT POLICE DEPARTMENT – YOUTH
ALTERNATIVE INTERVENTION PROGRAM**

2727 East Point St.
East Point, GA 30344

(404) 765-1118 Main Client Number
(404) 765-1078 Fax

Public transportation accessible

HOURS/DAYS: 8:00 am to 4:00 pm SAT; session 12 weeks
ELIGIBILITY: East Point residents: adolescents 10 to 16 years of age that have behavioral problems and have not been charged with a felony or drug offense; non-residents: must be referred or mandated by court
AREAS SERVED: Fulton
SERVICE DESCRIPTION: provides youth services including peer counseling, adolescent counseling, mentoring, and behavior modification in addition to their “Scared Straight” program
INTAKE: telephone, appointment
DOCUMENTS: Application form, referral letter
FEES: none
LANGUAGES: Spanish
COUNTY: Fulton

NEW MILLENIUM GENERATION & YOUTH OUTREACH

2900 Landrum Dr., SW
Apt. 2
Atlanta, GA 30311

P.O. Box 16504
Atlanta, GA 30321

(404) 316-7104 Main Client Number

Public transportation accessible

HOURS/DAYS: 9:00 am to 6:00 pm MON-SAT
ELIGIBILITY: males and females 7 to 17 year of age
AREAS SERVED: Clayton, DeKalb Fulton

SERVICE DESCRIPTION: mission of this faith-based program is to stop the onset of drugs, gangs, and violence among youth. The project provides alternative activities to violence and other self-destructive behaviors

INTAKE: telephone, appointment

DOCUMENTS: picture ID/driver license, birth certificate, social security card, proof of residence or lease

FEES: conflict resolution: sliding scale; none for other services

LANGUAGES: literature available in Spanish

COUNTY: Fulton

STRAIGHT AHEAD MINISTRIES

P.O. Box 360271

Decatur, GA 30036

(404) 243-6219 Main Client Number

(404) 808-7371 Fax

<http://www.straightahead.org>

national@straightahead.org

HOURS/DAYS: hours vary, call for details

ELIGIBILITY: youth 10 to 17 years of age in juvenile detention centers and their families

AREAS SERVED: Butts, Cherokee, Clayton, Cobb, Coweta, DeKalb, Douglas, Fayette, Fulton, Gwinnett, Henry, Paulding, Rockdale

SERVICE DESCRIPTION: offers outreach to youth in juvenile detention centers and assist them in transitioning back into society

INTAKE: telephone

DOCUMENTS: No documents required

FEES: none

COUNTY: DeKalb

Additional Resources

AID ATLANTA INC.

1438 W. Peachtree St., NW

Ste. 100

Atlanta, GA 30309

404-872-0600

Toll-Free Number: (800) 551-2728

TTY/TDD: 404-876-9950

HOURS/DAYS: Info line: 9:00 am to 9:00 pm MON -THU; 9:00 am to 7:00 pm FRI; 9:00 am to 5:00 pm SAT

ELIGIBILITY: HIV positive

AREAS SERVED: metro Atlanta

SERVICE DESCRIPTION: case management, early intervention clinic, anonymous and free HIV testing, emergency financial assistance for HIV positive people, transitional housing, medical supplies, nutritional supplements, personal care items, toys, furniture, holiday gifts, housing, substance abuse, day treatment program and life skills for homeless HIV clients, buddy program, practical support, therapeutic massage, phone support, programs and services for women, speakers bureau, seminars/workshops, newsletter, program for Hispanics affected by HIV, information line, library

LOCATIONS: Fulton County Health Department 404-730-1422 -99 Butler St. / Atlanta, GA 30303

Grady Infectious Disease Clinic: 404-616-2440/ 35 Butler St. / Atlanta, GA 30303

Southside Health Clinic: 404-688-1350/ 1039 Ridge Ave. / Atlanta, GA 30315

INTAKE: telephone, appointment

FEES: none

MEDICAID: No **MEDICARE:** No

LANGUAGES: Spanish, Sign

COUNTY: Fulton

FULTON COUNTY DEPARTMENT OF FAMILY AND CHILDREN SERVICES - Central City

North Area Office

84 Walton St., NW

Atlanta, GA 30303

404- 657-8000

Adult/Child Abuse Reporting: 404- 699-4399

HOURS/DAYS: 8:00 am to 5:00 pm MON - FRI

ELIGIBILITY: no restrictions

AREAS SERVED: Fulton County

SERVICE DESCRIPTION: Temporary Assistance to Needy Families (TANF), food stamps and program to help recipients locate employment, Medicaid, refugee resettlement, indigent burials, general assistance, adult/child protective services, transportation to medical appointments, public guardianship, adoption, foster care, family management/support services

SEASONAL: Thanksgiving and Christmas baskets, program for foster children and other agency clients

INTAKE: telephone, walk-in, appointment

FEES: none

MEDICAID: No **MEDICARE:** No

LANGUAGES: Spanish, Cambodian, German, Russian, French, Korean

COUNTY: Fulton

CENTRAL PRESBYTERIAN CHURCH OUTREACH CENTER INC.

Administrative Office

201 Washington St., SW

Atlanta, GA 30303

404-659-7119

Church: 404-659-0274

FAX: 404-221-3690

EMAIL: central_outreach@central-presbyterian.org

HOURS/DAYS: 9:00 am to 12:30 pm MON -FRI

ELIGIBILITY: prescription assistance for homeless or people living in shelters, no restrictions for other services

AREAS SERVED: metro Atlanta

SERVICE DESCRIPTION: food pantry, clothing and furniture referrals, referral to drug and alcohol treatment programs, transitional case management, prescription assistance, reading/prescription glasses assistance, MARTA tokens/cards (LIMITED) for employment, job interviews, and medical appointments, Georgia ID assistance, birth certificate assistance from Georgia and other states, limited long distance transportation assistance restricted to individuals needing to return to their city of origin or for family emergencies

INTAKE: telephone, walk-in (mornings only), telephone referrals from other agencies for food

FEES: none

MEDICAID: No **MEDICARE:** No

LANGUAGES: Spanish, interpreter available through Health Center

DIRECTIONS: directly across the street from the Georgia State Capitol building

COUNTY: Fulton

FEED THE HUNGRY FOUNDATION INC.

1700 Enterprise Way

Ste. 109

Marietta, GA 30067

770-980-1550

FAX: 770-980-1584

HOURS/DAYS: 9:30 am to 12:30 pm MON -THU; deliveries are made on SAT; Job Bank Hours: 9:00 am to 1:00 pm MON -FRI

ELIGIBILITY: no restrictions

AREAS SERVED: metro Atlanta

SERVICE DESCRIPTION: agency delivers up to one week's supply of basic staple groceries, Job Bank -interview applicants and match with jobs listed by employers, spiritual outreach/support,

SEASONAL: Christmas food boxes

INTAKE: telephone, request must be in by Thursday for Saturday delivery

FEES: none

MEDICAID: No **MEDICARE:** No

COUNTY: Cobb

SALVATION ARMY

Administrative Office

675 Seminole Ave., NE

Atlanta, GA 30307

404-873-3101

Car Donations/Adult Rehab Center: 404-873-3105,

Family Emergency Service (Fulton): 404-352-3597

HOURS/DAYS: 8:30 am to 4:30 pm MON -FRI; intake 4:00 pm daily

ELIGIBILITY: no restrictions

AREAS SERVED: metro Atlanta

SERVICE DESCRIPTION: administers social services programs, shelters, financial assistance, substance abuse rehabilitation programs, camps, missing-persons services

SEASONAL: Summer camp; Christmas food vouchers and toys

INTAKE: telephone

FEES: varies by program

MEDICAID: No **MEDICARE:** No

LANGUAGES: full-time Spanish-speaking staff, ask for Sgt. Parra; Korean staff, ask for Lt. Chang

COUNTY: DeKalb

ST. VINCENT DE PAUL SOCIETY INC.

Confidential Address

Atlanta, GA 30340

770- 458-9607

Furniture Donations: 770- 457-9798

Spanish Intake: 770- 451-4850

WEBSITE: www.svdpatl.org

HOURS/DAYS: 8:15 am to 12:30 pm, 1:30 pm to 5:00 pm MON - FRI; donation line: voice mail available 24 hrs.

ELIGIBILITY: no restrictions

AREAS SERVED: metro Atlanta

SERVICE DESCRIPTION: financial aid for utilities, rent/mortgage, medical, prescriptions, burial, cremation assistance, cemetery plots, emergency food, limited MARTA tokens for verifiable job and medical appointments, clothing/furniture/household items available at thrift stores at low cost or with referral from authorized agency

INTAKE: telephone main office only for financial assistance, no financial assistance available through the thrift stores

FEES: none

MEDICAID: No **MEDICARE:** No

LANGUAGES: Spanish

COUNTY: Fulton

GEORGIA FIRST RESPONDERS (JARS OF CLAY)

575 University Ave. SW

Atlanta, GA 30310

404-752-9779

Shelter: 404-586-9794

FAX: 404-752-7744

HOURS/DAYS: vary

ELIGIBILITY: Males and Females

AREAS SERVED: Metro Atlanta

SERVICE DESCRIPTION: Food, Utility, Transitional housing, GED preparation, Computer training (14 & up), Job training, (16 & up), Shelter for women and children

LOCATION: Service Location: 404-586-9793/ 937 Sims St./ Atlanta, GA 30310

INTAKE: telephone, appointment, some medical walk-ins

FEES: None

COUNTY: Fulton

Quick Reference

Fulton County Juvenile Court Program Development

395 Pryor Street
Suite 1026
Atlanta, GA 30312
404-224-4547

United Way 211

United Way Call for help: 404-614-1000

Prevent Child Abuse Georgia

1720 Peachtree Street, NW
Suite 600
Atlanta, GA 30309
Phone: 404-870-6565 in metro Atlanta; 1-800-CHILDREN throughout Georgia
Fax: 404-870-6541

DeKalb Medical Center

2701 North Decatur Road
Decatur, Georgia 30033
404-501-1000 or 404-297-5400
<http://www.drhs.org/about.asp>

Agbara Foundation

Locations at Georgia Hill Building and in South Fulton County
770-998-4980 or 404-526-9040

The CLEO project is a gender-specific personal development program that provides healing sessions for sexually violated girls. Requires juvenile court referral but can be flexible under special circumstances.

Advice Nurse: 404-616-0600

AIDS Info Line: 404-876-9944

Georgia AIDS Info Line: 1-800-551-2728

Alcoholics Anonymous: 404-525-3178

Center for Disease Control: 404-639-3311

Child Protective Services (Fulton): 404-699-4399 **(DeKalb)** 404-370-5066

DeKalb County Health Department: 404-294-3700

DeKalb County Mental Health 24-hour hotline: 404-892-4646

Fulton County Health Department 24 Hour hotline: 404-730-1600

Fulton County Emergency Mental Health: 404-730-1600

Georgia Council on Child Abuse Support Groups: 404-870-6565 or 1-800-532-3208

Grady Health Systems: 404-616-4307

Grady Infectious Disease Clinics: Adult-404-616-2440 Pediatrics-404-616-4997

Hand-In-hand Counseling Services: 404-768-3225

Planned Parenthood: 404-688-9300

Tapestri: 404-299-2185

Women's Resource Center to End Domestic Violence: 404-688-9436

Internet References

Amnesty International: www.amnesty.org

East-West Women's Network, Washington DC: www.neww.org

Global Alliance Against Trafficking in Women: www.inet.co.th/orgigaatw

Prevent Child Abuse Georgia: www.preventchildabusega.org

National Coalition Against Domestic Violence: <http://www.ncadv.org/>

Coalition Against Trafficking Women: <http://www.catwinternational.org/>

Appendix I. National Organizations

CHILDREN OF THE NIGHT

1-800-551-1300 24-hour hotline

www.childrenofthenight.org

Founded in 1979, Children of the Night is a private, non-profit organization that assists and provides shelter, food, treatment, education, life skills, family environment and assistance with post-program plans (college, vocational training and independent living) on a voluntary basis to prostituted children. This program is located in Los Angeles, CA but admits children nationwide and from many parts of the world.

THE PAUL & LISA PROGRAM, INC.

Westbrook, Connecticut

<http://www.paulandlisa.org/>

Paul and Lisa program is a non-profit organization established to address the growing crisis of children, youth and young adults at risk for sexual exploitation, including juvenile prostitution and pornography, by providing education, professional training, crisis counseling, street outreach, court based rehabilitation, and the development and distribution of prevention information, in order to dispel the myths and provide alternate lifestyle choices.

END CHILD PROSTITUTION AND TRAFFICKING

157 Montague Street

Brooklyn, NY 11201

Phone: (718) 935-9192

Fax: (718) 935-9173

Email: info@ecpatusa.org

ECPAT is a network of organizations and individuals working together for the elimination of child prostitution, child pornography and trafficking of children for sexual purposes.

It seeks to encourage the world community to ensure that children everywhere enjoy their fundamental rights free from all forms of commercial sexual exploitation.

ECPAT-USA, Inc. is a non-profit organization with 501(c)(3) status.

ECPAT-USA

THE US CAMPAIGN AGAINST THE COMMERCIAL SEXUAL EXPLOITATION OF CHILDREN

Youth Advocate Program International

4545 42nd Street NW

Suite 209

Washington, DC 20016

The US Campaign Against CSEC is comprised of organizations dedicated to the prevention and intervention of commercial sexual exploitation of children.

BREAKING FREE

St. Paul, Minnesota, USA

(1) 612 645 6557

Breaking Free was established in St. Paul in October 1996 to serve women and girls involved in prostitution and other battered women who have been involved in the criminal justice system. to escape

from violence in their lives. We provide advocacy services and educational support groups that women may examine the experience of violence in their lives. We seek to empower women to speak and act for their own freedom.

THE COALITION AGAINST TRAFFICKING WOMEN

Cecilia Blewer

Coalition Against Trafficking in Women Representative to the United Nations - New York

New York, NY, USA

+1 212 873 8962 (phone)

cblewer@classic.msn.com

(CATW) is a non-governmental organization that promotes women's human rights. It works internationally to combat sexual exploitation in all its forms.

LAYSS (Los Angeles Youth Supportive Services, Inc.)

8549 Santa Monica Blvd.

West Hollywood, CA 90038

(310) 360-6236

Professional support, guidance, life-skills and education for endangered youth and youth living on the streets of Los Angeles. Participants are homeless gay, bisexual, transsexual and transgender males, 13 to 24 years old, who engage in survival sex.

SAGE (Standing Against Global Exploitation)

www.sageprojectinc.org

Founded in 1993, SAGE is a San Francisco-based nonprofit human rights organization that offers peer education, job training, support services, trauma and drug counseling, holistic and traditional healthcare, and a mentorship program to victims of trafficking, sexual exploitation and violence, and individuals involved in the sex trade and those thinking of or having left prostitution.

SHARED HOPE INTERNATIONAL

P.O. Box 65337

Vancouver, WA 98665

1-360-693-8100

www.sharedhope.org

Shared Hope International is a 501 (c)(3) non-profit organization, which exists to rescue and restore women and children in crisis. We are leaders in a worldwide effort to prevent and eradicate sex trafficking and slavery through education and public awareness.

THE HELP INDIVIDUAL PROSTITUTES SURVIVE (HIPS) PROGRAM

www.hips.org

611 Pennsylvania Avenue, SE
Washington, DC 20003-4303
1-800-676-HIPS
202-543-5426 Fax

Seeks to end the tragic cycle abuse of children on the streets by providing teenagers with methods and skills to improve their lives. The HIPS Program provides shelter referrals, education and training, counseling, legal assistance, and health care.

THE NATIONAL CENTER ON CHILD ABUSE AND NEGLECT

www.calib.com/nccanch

P.O. Box 1182
Washington, DC 20013-1182
703-285-7565
703-385-3206 Fax
1-800-FYI-3366

The National Center on Child Abuse and Neglect is a national resource center for professionals and the general public seeking information on child maltreatment. The clearinghouse collects, stores, organizes, and disseminates information on such topics as policy and legislation, identification and investigation, treatment, prevention, research, public awareness, training and education, and public and private programs. Their website is an online database search of all clearinghouse information, a treatment directory, and a prevention database.

THE NATIONAL CENTER FOR THE PROSECUTION OF CHILD ABUSE

American Prosecutors Research Institute
Suite 510
99 Canal Center Plaza
Alexandria, VA 22314
703-739-0321

The National Center for the Prosecution of Child Abuse, a project of the American Prosecutors Research Institute, works to improve the handling of child abuse cases by providing (1) expert training and technical assistance through conferences, site visits, state-specific training programs, and approximately 2,800 telephone consultations each year; (2) a comprehensive collection of child abuse case law, statutory initiatives, court reforms, and trial strategies; and (3) authoritative publications including a manual on the investigation and prosecution of child abuse, a monthly newsletter, and monographs examining special issues.

THE NATIONAL VICTIMS CENTER

2111 Wilson Boulevard
Suite 300
Arlington, VA 22201
703-276-2880
703-276-2889 Fax
1-800-FYI-CALL

The National Victims Center is a nonprofit organization advocating for any victims of crime. They educate child victims about their rights and the recent provisions that have been established to protect them. The National Victim Center has a toll-free number that acts as a referral service for children who have been exploited.

THE PROTECTION PROJECT

John Hopkins University-SAIS
1717 Massachusetts Avenue, NW
Suite 515
Washington, DC 20036
(202) 663-5896
(202) 663-5899 Fax

Protection_Project@jhu.edu
www.protectionproject.org

The Protection Project is a legal human rights research institute committed to eradicating the global problem of trafficking in persons, especially women and children. The project documents and disseminates information about the scope of the problem of trafficking in persons through education, public awareness, advocacy, policy analysis and research, with a focus on national and international laws, case law, and implications of trafficking on United States and international foreign policy. The project's database features a wide range of resources on trafficking both in the United States and overseas including international conventions, US and foreign laws, comparative legal charts, maps of trafficking routes, survivor stories, and daily news updates on trafficking from around the world.

Appendix II Reading Resources

CATW "The Factbook on Global Sexual Exploitation"

The Factbook on Global Sexual Exploitation was compiled from media, non-governmental organization and government reports. It is an initial effort to collect facts, statistics and known cases on global sexual exploitation. Information is organized into four categories:

- Trafficking,
- Prostitution,
- Pornography, and
- Organized and Institutionalized Sexual Exploitation and Violence

A Comparative Study of Women Trafficked in the Migration Process

Publication date: 5 Mar 02

Author(s): Janice G. Raymond, Jean D'Cunha, Siti Ruhaini Dzuhayatin, H, Patricia Hynes, Zoraida Ramirez Rodriguez, Aida Santos

This study describes the patterns, profiles and health consequences of sexual exploitation in five countries: Indonesia, the Philippines, Thailand, Venezuela and the United States.

Pimps and Predators on the Internet: Globalizing the Sexual Exploitation of Women and Children

Publication date: N/A

Author(s): Donna M. Hughes

This report will examine how men are using the Internet to engage in and promote the global sexual exploitation of women and children. As a non-commercial communication medium the Internet is used by predators and amateur pimps to exchange information on where to do go buy women and girls in prostitution, exchange pornographic images and videos, and even, broadcast in real time the sexual abuse of children. Predators use the Internet to contact victims and display their abuse of women and children.

Report of the Second World Congress against Commercial Sexual Exploitation of Children

Yokohama, Japan: 17-20 December 2001

General Rapporteur: Professor Vitit Muntarbhorn

World Congress against Commercial Sexual Exploitation of Children

Stockholm, Sweden, 27-31 August 1996

Final Report

The Commercial Sexual Exploitation of Children in the U. S., Canada and Mexico

University of Pennsylvania

School of Social Work

Center for the Study of Youth Policy

Dr. Richard Estes and Dr. Neil A. Weiner

"The Commercial Sexual Exploitation of Children in the U.S., Canada, and Mexico," was researched for three years and funded by the Department of Justice, the W.T. Grant Foundation, the Fund for Nonviolence, and Penn's Research Foundation.

This document is a research report submitted to the U.S. Department of Justice. This report has not been published by the Department. Opinions or points of view expressed are those of the author(s) and do not necessarily reflect the official position or policies of the U.S. Department of Justice.

Appendix E

IDENTIFICATION AND CASE MANAGEMENT PHASE I FOR CSEC YOUTH

rev. 4/12/06

"Red Flag Charges"

- Criminal trespassing
- Shoplifting
- Giving false name
- Runaway
- Violation of Probation/Violation of Supervision
- Financial Transaction charges
- **** Juvenile Court Intake screens all "copy cases" and refers youth to CEASE that have a history of running away, chronic truancy, Open DFACS cases and/or substance abuse.

Metro Intake reviews Detention Assessment Instrument and generates CSEC alert to the Detention Unit Counselor on all youth with "red flag charges" AND a history of 3 or more formal court hearings. Within 24-48 hours of contact

Detention Unit Counselor completes and forwards CEASE referral on all "red flags". (Note: Detention Unit Counselor double checks for red flags for all youth coming in the unit and requests DAI information for referral if not received. Within 24

CEASE completes secondary screen in CACOTIS and other sources to verify history of the following factors

- School problems
- Runaway
- Substance abuse
- Open DFACS case

within 48-72 hours of contact

CEASE identifies and flags as "High Priority"? (Note: High Priority = Youth actively or likely involved in exploitation). Assign to "High Priority" (HP) Case Manager. (Within 72-96 hours of contact)

CEASE identifies and flags as "Immediate High Risk"? (Immediate "High Risk" = Those youth that are persisting with red flags; however, exploitation not clearly evident). Assign to "High Risk" (HR) Case Manager. Within 72-96 hours

Police Contact/Arrest for

- Loitering for Solicitation
- Prostitution

Police Immediate Referral to CEASE 24 hours of contact

Police Refer for forensic interview to generate referral to CAIT/MDT 24-48 hours of contact

Identification, Flagging and Case Management Process For CSEC Youth - Phase I

CEASE HR Case Manager:

- Follows up with law enforcement to ensure completed.
- Forensic interview has been completed.
- Sends notification to CAIT members to bring files or existing information they have on flagged CSEC youth.
- Initiate contact with youth to assess and arrange for immediate interventions
- Flag juvenile court for specialized Probation Officer (Within 72-96 hours of contact)

CEASE HR Case Manager Forward request for information to CAIT for cases that have no ...

Refer youth out for services

At CAIT meeting, CEASE identifies agencies with existing information on youth and schedules a follow-up contact with agencies as necessary to obtain additional information (within 2 weeks of contact)

CEASE schedules and facilitates meeting to development intervention plan for juvenile with CSEC Team (CEASE High Priority and/or High Risk Case Manager, DA's Office Child Advocate, CEASE Specialized probation Officer, Detention Unit Counselor as needed) (within 2 weeks of contact)

CSEC Team reviews and updates intervention plan on an as needed basis

High Priority (HP) Case?

CEASE "HP" Case is reviewed during CAIT meeting to gather pertinent updates. Reviews occur in regular intervals on a rotation basis, during time allotted

Case Management

NO

NO

Yes

Yes

Yes

NO

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Appendix F

**Center to End Adolescent Sexual Exploitation (CEASE)
Commercial Sexual Exploitation of Children (CSEC)
Flag and Referral Sheet**

Date: _____

Referral Agency:

- Metro Detention Center Intake**
- Juvenile Court Intake**
- Truancy Center**
- Law Enforcement**
- CAC**
- Other** _____

Court Ordered? yes ___ no ___

Agency Contact: _____ **Phone #** _____

Child's name: _____ **Phone:** _____

DOB: _____ **Social Security No:** _____

Address: _____ **Zip:** _____

Child's school: _____ **Grade:** _____

Child lives with: _____

Name of Parent/Guardian: _____

Address: _____

Home Phone () _____ - _____ **Work Phone** () _____ - _____

Please check all that apply:

- Loitering for Solicitation
- Prostitution

Other "Red Flag" Charges:

- Criminal Trespassing
- Shoplifting
- Giving False Name
- Runaway
- Violation of Probation

- History of 3 or more formal Court Hearings

Please provide the following information if known and available:

- School Problems (Truancy)
- Runaway
- Substance Abuse
- Open DFAC Case

Does Family receive Medicaid? Yes () No- need to apply ()

Medicaid No: _____

Is child on medications? No () Yes () If yes, please list: _____

Please fax the CEASE referral to 404- 601-9765

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Appendix G

**Atlanta-Fulton County Commercial Sexual Exploitation of Children Initiative
Interagency Protocols Development Matrix**

Area of System	Child's Contact with Your Agency	Goals for Protocol	Agencies for Achieving Goals
Intervention	<p>Child referred for running away. Child referred for chronic truancy. Child referred for serious offenses.</p>	<p>Assessment to 1) provide services to lessen vulnerability to CSEC; or 2) identify current or prior CSEC involvement and provide an appropriate array of services (see treatment).</p>	<p>Juvenile Court, Department of Probation, Fulton County Schools, Atlanta Public Schools, DFACS, GA Dept. of Juvenile Justice (Intake/Detention), JJ Fund, Truancy Intervention</p>
Enforcement	<p>Child reported missing or abducted and recovered by police. Runaway child recovered by police. Truant child "picked up" by police.</p>	<p>Assessment and/or monitoring to determine if child has been exposed to commercial sexual exploitation. Delivery of services if such is indicated.</p>	<p>Fulton County Police, Fulton County Sheriff, City of Atlanta Police, DFACS, Fulton County and Atlanta Schools, Juvenile Court, JJ Fund, GA Dept. of Juvenile Justice (Intake/Detention)</p>
	<p>Child picked up by police for loitering, wandering, or otherwise "on the streets."</p>	<p>Assessment and/or monitoring to determine if child has been exposed to commercial sexual exploitation. Delivery of services if such is indicated.</p>	<p>Fulton County Police, Fulton County Sheriff, City of Atlanta Police, DFACS, Fulton County and Atlanta Schools, Juvenile Court, JJ Fund, GA Dept. of Juvenile Justice, CAC, (Intake/Detention), Dept. of Probation</p>
	<p>Child arrested by police for engaging in prostitution. "Pimp" and/or "john" arrested.</p>	<p>Forensic interviewing and assessment to provide appropriate services as well as secure information needed by prosecutors.</p>	<p>Children's Healthcare of Atlanta, Fulton County Police, Fulton County Sheriff, City of Atlanta Police, DFACS, Fulton County and Atlanta Schools, GA Dept. of Juvenile Justice (Intake/Detention), JJ Fund, CAC</p>
Assessment & Treatment	<p>Runaway, truant, or serious offending child identified as current or previous CSE victim. Child arrested or referred for prostitution.</p>	<p>Forensic interviewing and assessment to provide appropriate services as well as secure information needed by prosecutors.</p>	<p>Children's Healthcare of Atlanta, Fulton County Police, Fulton County Sheriff, City of Atlanta Police, DFACS, Fulton County and Atlanta Schools, GA Dept. of Juvenile Justice (Intake/Detention), JJ Fund, Mental Health, CAC, Juvenile Court</p>
Prosecution	<p>Child referred or arrested for prostitution. Perpetrator ("John") identified or arrested. Pimp identified or arrested</p>	<p>Investigation to establish fact pattern and effect arrest of "Pimp" or "John" if either is not already arrested. Try the case and secure a sentence.</p>	<p>Fulton County District Attorney, Fulton County Court, Dept. of JJ, Police/Sheriff Depts., Children's Healthcare of Atlanta</p>

**CHILDREN'S
HEALTHCARE OF
ATLANTA**

Name of Agency Children's Healthcare of Atlanta ✓
 Area of system Enforcement

CSEC Protocols Development Facilitation Matrix

Child's Contact with Our Agency	Our Current Response	Our Ideal Response	Gaps or Weaknesses
May be brought to HS ED, and rarely brought to Eggleston or SR ED, or CPC	Physical exam in ED (without colposcope), test for STDs and provide prophylaxis	See children at the CPC for: forensic interview, colposcopic exam with testing for STDs and treatment, referral to Adolescent Health Clinic for follow up	Thorough interview regarding possible prior abuse Colposcopic exam Ongoing f/u

Name of Agency Children's Healthcare of Atlanta
 Area of system Assessment and Treatment

CSEC Protocols Development Facilitation Matrix

Child's Contact with Our Agency	Our Current Response	Our Ideal Response	Gaps or Weaknesses
Child may be seen in ED or at CPC	We probably don't see many of these kids (probably many are seen at HS), but when we do see them, we offer a medical exam with STD testing, and forensic interview	Videotaped forensic interview Colposcopic exam with pregnancy and STD testing Help plug child into ongoing Adolescent Health clinic	We probably miss many of these kids. Many may not get an exam and/or interview.

Name of Agency Children's Healthcare of Atlanta
 Area of system Prosecution

CSEC Protocols Development Facilitation Matrix

Child's Contact with Our Agency	Our Current Response	Our Ideal Response	Gaps or Weaknesses
Child may be seen in ED or at CPC	We probably don't see many of these kids (probably many are seen at HS), but when we do see them, we offer a medical exam with STD testing, and forensic interview	Videotaped forensic interview Colposcopic exam with pregnancy and STD testing Help plug child into ongoing Adolescent Health clinic	We probably miss many of these kids. Many may not get an exam and/or interview.

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DFCS

Name of Agency Department of Family and Children's Services
 Area of system Intervention

CSEC Protocols Development Facilitation Matrix

Child's Contact with Our Agency	Our Current Response	Our Ideal Response	Gaps or Weaknesses
<p>Child referred for running away, chronic truancy or serious offenses.</p> <p>Child referred for parental substance abuse, neglect, inadequate supervision.</p>	<p>This is considered "Juvenile Delinquency" if the report doesn't contain a separate allegation of child maltreatment and therefore will be "Screened-Out".</p> <p>All reports, including "Screened-Out" reports are referred to Law Enforcement</p> <p>If report indicates child maltreatment, an investigation is completed within 30 calendar days of the date the report is received. The investigation will determine the validity of the complaint by interviewing, observing, and gathering information. A decision will be made regarding the level of risk of future maltreatment to the child, the degree of safety and the need for continued involvement of the agency until protection of the child is ensured.</p> <p>If the investigation is substantiated, agency will either provide services to the child & family while child remains in parental custody or petition Juvenile Courts to obtain</p>	<p>During the investigation, if it is determined that child may be a victim of sexual exploitation, a follow up regarding the report with Law Enforcement will occur and a referral will be made to the Center to End Adolescent Sexual Exploitation (CEASE) and Fulton Advocacy Center.</p>	<p>If the report or investigation doesn't indicate child maltreatment or negligence on the part of the parent/primary/secondary caregiver the agency is not able to provide services.</p> <p>Law Enforcement receives all reports but there is no follow up between the agencies unless the report involves child sexual abuse or serious criminal charges/offenses.</p> <p>Confidentiality- CEASE will only have access to whether an investigation was completed or ongoing and the case determination. Exception: if CEASE is the reporter of the allegation and has an ongoing relationship with the child, the organization will be privy to confidential information.</p>

<p>Child referred for victim of sexual abuse, sexual exploitation and/or statutory rape.</p>	<p>temporary custody of child.</p> <p>Child is referred to Fulton Child Advocacy Center for forensic interviewing & Law Enforcement. An investigation is completed within 30 calendar days of the date the report is received. The investigation will determine the validity of the complaint be interviewing, observing, and gathering information. A decision will be made regarding the level of risk of future maltreatment to the child, the degree of safety and the need for continued involvement of the agency until protection of the child is ensured.</p> <p>If the investigation is substantiated, agency will either provide services to the child & family while child remains in parental custody or petition Juvenile Courts to obtain temporary custody of the child.</p>	<p>If case is substantiated, a referral will be made to the Center to End Adolescent Sexual Exploitation (CEASE).</p>	
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Name of Agency Department of Family and Children's Services
Area of system Enforcement

CSEC Protocols Development Facilitation Matrix

Child's Contact with Our Agency	Our Current Response	Our Ideal Response	Gaps or Weaknesses
<p>Referral received regarding a runaway, missing, truant or delinquent child or a child recovered by police for engaging in prostitution.</p>	<p>This is considered "Juvenile Delinquency" if the report doesn't contain a separate allegation of child maltreatment and therefore will be "Screened-Out".</p> <p>If Law Enforcement removes the child, agency takes report but does not assume placement responsibility w/o court approval.</p> <p>If child is without parental supervision or abandoned, and agency has exhausted relative search, agency files deprivation complaint with Juvenile Courts to request temporary custody.</p> <p>If report indicates child maltreatment, an investigation is completed within 30 calendar days of the date the report is received. The investigation will determine the validity of the complaint be interviewing, observing, and gathering information. A decision will be made regarding the level of risk of future maltreatment to the child, the degree of safety and the need for continued involvement of the</p>	<p>Report will be screened through CACTIS database to determine other agencies in which child has been involved in and to determine if child is at risk for sexual exploitation. If child is at-risk but there is no parental maltreatment, case will be "Screened-Out" and referred to CEASE. If there is parental maltreatment, report will be investigated.</p>	<p>Staff's education on identifying risk factors.</p>

	agency until protection of the child is ensured.		
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Name of Agency Department of Family and Children's Services
Area of system Assessment and Treatment

CSEC Protocols Development Facilitation Matrix

Child's Contact with Our Agency	Our Current Response	Our Ideal Response	Gaps or Weaknesses
<p>Child in which agency is providing services for through "Placement" or "Family Preservation" is identified as current or previous victim of child sexual exploitation, sexual abuse/molestation or statutory rape.</p>	<p>Case Plan is developed and child and/or parents/primary/secondary caretakers are referred to private/state agency to provide services.</p> <p>Case Manager monitors the provision of services by the provider and monitors case activities until the goals outlined in the case plan has been attained, risks of future maltreatment has significantly reduced and there is no evidence that the child is unsafe or unprotected.</p>	<p>Refer child to CEASE and work cooperatively with CEASE case manager to provide services for the child.</p>	<p>Agency does not have the staff to provide treatment and cannot monitor a case without some evidence of child abuse and/or negligence on the part of the parent/primary/secondary caregiver.</p> <p>Agency cannot mandate family to cooperate with CEASE w/o court approval.</p>

**FULTON COUNTY
CHILDREN'S ADVOCACY
CENTER**

Name of Agency Fulton County Children's Advocacy Center
 Area of system Enforcement

CSEC Protocols Development Facilitation Matrix

Child's Contact with Our Agency	Our Current Response	Our Ideal Response	Gaps or Weaknesses
<p>Our 1st contact occurs when police and DFCS request a Forensic Interview or Forensic Evaluation with the child.</p>	<p>Conduct FI or FE when called</p>	<p>Provide Crisis counseling as well as immediate FI and FE</p>	<p>A Disconnect occurs when the child is taken to Metro. APD and FC Units do not know who to call.. Vice or Crime Against Children. If the call is made to Crime Against Children then the FC CAC is called and we are involved. If call is made to Vice we do not get called to assist. We find a problem with some of our smaller jurisdictions with this also. Children are not coming through our system.</p> <p>FC CAC needs to expand counseling services to include individual and group counseling in and outside of CAC location to serve children.</p>

Name of Agency Fulton County Children's Advocacy Center
 Area of system Assessment and Treatment

CSEC Protocols Development Facilitation Matrix

Child's Contact with Our Agency	Our Current Response	Our Ideal Response	Gaps or Weaknesses
<p>Our 1st contact occurs when police or DFCS request a Forensic Interview with the child.</p>	<p>Conduct FI</p>	<p>After conducting the FI we would have available clinical and medical services on site</p>	<p>FC CAC needs to provide clinical and groupwork services to these children in safe & secure settings.</p>

FULTON COUNTY POLICE DEPARTMENT

Name of Agency: Fulton County Police Dept.
 Area of system: Enforcement

CSEC Protocols Development Facilitation Matrix
 Page 1 of 2

Child's Contact with Our Agency	Our Current Response	Our Ideal Response	Gaps or Weaknesses
<p>Child Reported Missing or Abducted and Recovered by Police</p>	<p>1) Check immediate welfare of the child and seek any medical attention if needed through EMS, Hugh Spalding, or Scottish Rite/CHOA; 2) Forensic interview to determine if the child has been exposed to commercial sexual exploitation and to determine any information needed for the prosecution of the offender(s) involved as determined by the agency.</p>	<p>See our current response</p>	<p>None</p>
<p>Runaway Child Recovered by Police</p>	<p>Secure any information needed by the Juvenile Court for prosecution of unruly juvenile</p>	<p>Forensic interview to determine if the child has been exposed to commercial sexual exploitation and to determine any information needed for the prosecution of the offender(s) involved as determined by the agency</p>	<p>More assessment could be done with the child to determine if the child has been exposed to commercial sexual exploitation.</p>
<p>Truant Child Picked up by Police</p>	<p>Referral to Fulton County School Police or Fulton County School Administration where the child is truant from</p>	<p>See our current response</p>	<p>None</p>

<p>Child Picked up by Police for Loitering, Wandering, or Otherwise "on the streets"</p>	<p>1) Check immediate welfare of the child and seek any medical attention if needed through EMS, Hugh Spalding, or Scottish Rite/CHOA; 2) Secure any information needed by the Juvenile Court for prosecution; 3) Locate caregiver(s); 4) Refer to DFACS if caregiver(s) cannot be located</p>	<p>See our current response</p>	<p>None</p>
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Name of Agency: Fulton County Police Dept.
 Area of system: Enforcement

CSEC Protocols Development Facilitation Matrix
 Page 2 of 2

<p>Child Arrested by Police for Engaging in prostitution.</p>	<p>1) Referred to Juvenile Court; and 2) Obtain and provide information needed by prosecutors</p>	<p>In addition to our current response, Forensic interview and medical examination at Scottish Rite/CHOA CAC as determined by the agency. See current response</p>	<p>More assessment could be done with the child to determine if the child has been exposed to commercial sexual exploitation. None</p>
<p>"Pimp" and/or "John" Arrested</p>	<p>1) Interrogation of suspect; 2) Provide information needed for prosecution; and 3) Seek for any potential victims of commercial sexual exploitation</p>	<p>See current response</p>	<p>None</p>

Name of Agency: Fulton County Police Dept.
 Area of system: Assessment & Treatment

CSEC Protocols Development Facilitation Matrix

Child's Contact with Our Agency	Our Current Response	Our Ideal Response	Gaps or Weaknesses
Runaway Juvenile	1) Secure any information needed by the Juvenile Court for prosecution of unruly juvenile; 2) Check immediate welfare of the child and seek any medical attention if needed through EMS, Hugh Spalding, or Scottish Rite; & 3) Referral when appropriate to Fulton County DFACS	In addition to our current response, Assessment through a forensic interview to determine if the child has been exposed to commercial sexual exploitation as determined by any of the agencies involved in the investigation.	Many times the child is not recovered by our agency, and information is lost because the recovering agency returns the child to the caretaker. Because most assessment and treatment is coordinated through DFACS, the information that the child has been recovered and is in need of a home visit from DFACS to check the child's welfare is not passed on to them.
Truant Child	1) Check immediate welfare of the child and seek any medical attention if needed through EMS, Hugh Spalding, or Scottish Rite; & 2) Referral to Fulton County School Police or Fulton County School Administration where the child is truant from	See our current response	None
Serious Offending Child Identified as a Current or Previous CSE Victim	1) Forensic Interview at either the Georgia Center for Children or Scottish Rite/CHOA CAC; 2) Referral to DFACS; and 3) Obtain and provide information needed by prosecutors	See our current response	None
Child Arrested or Referred for Prostitution	1) Referred to Juvenile Court; and 2) Obtain and provide information needed by prosecutors	In addition to our current response, Forensic interview and medical examination at Scottish Rite/CHOA CAC	More assessment could be done with the child to determine if the child has been exposed to commercial sexual exploitation.

Name of Agency: Fulton County Police Dept.
 Area of system: Prosecution

CSEC Protocols Development Facilitation Matrix

Child's Contact with Our Agency	Our Current Response	Our Ideal Response	Gaps or Weaknesses
Child Referred or Arrested for Prostitution	1) Provide information to prosecutors needed to secure a conviction; and 2) Testify in court proceedings	See our current response	None
Perpetrator ("John") Identified or Arrested	1) Provide information to prosecutors needed to secure a conviction; and 2) Testify in court proceedings	See our current response	None
Pimp Identified or Arrested	1) Provide information to prosecutors needed to secure a conviction; and 2) Testify in court proceedings	See our current response	None

PROBATION DEPARTMENT

Name of Agency Fulton County Juvenile Court - Probation Dept.
 Area of system Intervention

CSEC Protocols Development Facilitation Matrix

Child's Contact with Our Agency	Our Current Response	Our Ideal Response	Gaps or Weaknesses
Intake—screening for risk factors(ie repeat runaways, Curfew violations ,giving false info, status complaints, Charges of PROSTITUTION and LOITERING for SOLICITATION Probation Officers, Judges	Intake complete referral to CEASE CEASE receives referral and case packet +Court order (where appropriate) and begins assessment Referral to CEASE /Angela's House	Create caseload for CEASE in JCATS(Juvenile Court Automated Tracking System)regarding Court hearings with notification to CEASE case manager Note future hearing dates (if known) on all CEASE referrals Identify Probation Officers in each Quadrant to handle targeted caseload	Intake, Probation Officers (court based and Field base) does not forward?"Hard copy?" referral to CEASE on a consistent basis. CEASE receives large number of phone calls regarding ref. Inconsistent receipt of Court Order referring youth to CEASE Lack of clarity regarding CEASE/Angela's House relationship Lack of training regarding Sexual Exploitation Lack of Training to clarify referral processes

Name of Agency Fulton County Juvenile Court- Probation Dept.
 Area of system Enforcement

CSEC Protocols Development Facilitation Matrix

Child's Contact with Our Agency	Our Current Response	Our Ideal Response	Gaps or Weaknesses
<p>Law enforcement contacts Intake Dept (Juvenile Court –staffed 24hr 7 days a week) Intake determines detain/release based on Detention Assessment Instrument (DAI) score Intake may override if pick-up order, Warrant open on child OR risk factors of repeat runaway, Curfew violations ,giving false info, charges of Prostitution/Loitering for Solicitation PU</p>	<p>Intake completes referral to CEASE If child IS Detained-Intake schedules hearing with in mandated legal time limits.</p>	<p>Improved coordination and information sharing between law enforcement and court</p>	<p>Lack of communication between law enforcement and court regarding missing persons reports involving youth. Law enforcement receives multiple missing persons reports on same youth. Later court gets multiple runaway pick-up orders on same youth Unclear regarding law enforcement current practice regarding sexually exploited youth.</p>

Name of Agency Fulton County Juvenile Court – Probation Dept.
 Area of system Assessment and Treatment

CSEC Protocols Development Facilitation Matrix

Child's Contact with Our Agency	Our Current Response	Our Ideal Response	Gaps or Weaknesses
<p>Referral to CEASE from Intake, Probation Officers, Judges</p> <p>Risk/Needs assessment / YISI done by Probation Officer /Social History Information gathered(PDIX) Per Probation Division Policies and procedures</p> <p>Referrals for Angela's House via CEASE case manager</p>	<p>CEASE conducts assessment Provides recommendation to Probation Officer, DFAACS, Law Enforcement, Child Advocacy Center, Judges/Court</p> <p>CEASE case manager makes ref. to Angela House- Psychological required Family/legal custodian completed Admission packet Probation Officer responsible for Medical and Supply list Program Manager of Angel's House advises of Admission date Probation Officer request transport Order 72 hrs before admission date (if child is detained) Case manager with CEASE attends treatment Team Meetings at Angela's House twice per month –Probation Officer to attend</p> <p>After Care plan/Strategies provided by designated provider –currently Underdue Social Services</p>	<p>Add to existing protocol regular staffings with referring Probation Officers and all involved parties</p>	<p>Inconsistent communication of status of cases to all involved parties</p> <p>Operates in crisis mode</p> <p>Lacks clarity regarding closure expectations</p> <p>SAFETY Issue!!!!</p> <p>Address for Angela's House listed in JCATS(remedy-Use Inner Harbour address in Court's system)</p> <p>Lack of clarity regarding external agencies role and their 'fit' in process (Forensic Interviews as an example)</p> <p>Lack of uniformity regarding referral process and information regarding child's status</p>

ATLANTA POLICE DEPARTMENT

Law Enforcement Response

Police officers and detectives play a crucial role in overcoming the psychological hurdles which confront a child and then obtaining the child's cooperation in the commercial sexual exploitation of children (CSEC) investigation. Since a child's ability to cope with the crime and its aftermath may prove critical to the ultimate success of criminal prosecution, it is imperative that law enforcement agencies always treat the child of CSEC with the utmost compassion while skillfully guiding the child's potentially uncomfortable journey through the criminal justice system.

Investigators must always remain sensitive to the individuality of each child and the massive impact a CSEC may have upon the child and the child's family and friends. An investigator should take into account not only the particular CSEC suffered by each child, but the child's age, culture, socio-economic status, and sexual orientation.

Complaint Reporting Procedures

The first report of a commercial sexual exploitation of a child is usually made by law enforcement as a result of surveillance, intelligence, tips, or during the investigation of other crimes. Officers should remain calm, understanding and non-judgmental while speaking with child.

The Responding Law Enforcement Officer

The first law enforcement officer to reach a CSEC child may be a uniformed officer. This officer, as with others who investigate the case, should quickly develop a good rapport with the child, notify the appropriate investigating unit of the policing agency and preserve the integrity of any evidence that may be related to the case.

- A. Immediate Response
 1. (Insert info related to safety)
 2. The responding officer should address the child's *physical and medical* needs. Emergency first aid should be offered, while awaiting an emergency medical response unit, if necessary. If the child has no obvious physical injury, after acquiring sufficient information to process the crime scene, the police department will ensure that the child is transported to Children's Healthcare of Atlanta for a CSEC examination.
 3. The responding officer shall ask the child some basic questions about the sexual encounter. Questioning should be conducted with the greatest privacy available, should be limited in scope to crucial information immediately needed by law enforcement:
 - Name or physical description of perpetrator,
 - Unusual physical characteristics of perpetrator,
 - Clothing of perpetrator,
 - Method of transportation,

- Whether the perpetrator is in the immediate area and whether s/he is armed, and
 - Location of pimp, location of child, where the child was kept.
 - (There is a billing issue with CHOWA?)
4. The responding officer must also address the *emotional* needs of the child by remaining calm, sympathetic and understanding, while being aware that the child may not perceive themselves as a victim.
 5. The officer should also ensure that the child to refrain from washing, showering, brushing teeth, using a mouthwash, smoking, eating, drinking, douching, or urinating to prevent the loss of potential physical evidence. Even if a child has already bathed or douched, the officer should nevertheless proceed to transport the child to the appropriate medical facility.
- B. If the crime scene is known, then either the responding officer or the investigator will ensure that the crime scene is properly processed (to include, whenever possible, fingerprints, photos, videotape and collection of other physical evidence).
- C. The responding officer or an investigator should proceed to the medical facility where the child is taken and the officer/investigator should:
1. Confer with the treating physician about the child's medical condition;
 2. Coordinate with other agencies including DFACS, Hughes Spalding, Juvenile Court, Fulton County Child Advocacy Center/Georgia Center for Children or any other groups to ensure that the child is properly accompanied throughout the examination, safely placed, correctly identified, an immediate forensic interview obtained, and to ensure that the child receives appropriate services. (In the DFACS section of the protocol, address DFACS commitment to responding to these situations.)
 3. Determine whether photographs of the child should be taken;
 4. Secure any property which may include cars, clothing, cell phones and any other relevant items;
 5. (If possible, obtain the cell phone numbers and cell service carriers of any cell phones in possession of victims, witnesses and defendants);
 6. Interview any other potential witnesses who may be at the hospital;
 7. Coordinate with other agencies.

Delayed Reporting

Regardless of the delay in reporting, all children of CSEC should have a sexual assault examination.

Crime Scene (Insert CWACS checklist here)

The Incident Report

It is imperative that the responding officer provide an accurate and *complete* report detailing the officer's activity. In cases of CSEC, obtain, where possible:

1. The child's personal information including phone numbers and addresses for home;
2. The names, phone numbers and addresses of other persons who know the child and who could be contacted if the child could not be contacted;
3. Any school officials who are familiar with the child;
4. A description of any injuries to the child, of the clothing of the child, and any damage to the child's clothing or personal possessions.
5. A careful description of the child's *emotional* state.
6. Actions taken on behalf of the child
7. Actions taken to preserve the crime scene.
8. Information learned about the CSEC, including: (put bullet points here?)

The Investigator's Role in CSEC Cases

The chief investigator in a CSEC case has the critical role in the successful prosecution of the case. The importance of obtaining an eventual criminal conviction, however, must be balanced against the necessity of protecting the child's physical and emotional health

A. The Investigator's Response

An investigator will usually be summoned to the medical facility where the child has been taken.

1. The investigator should respond immediately to the facility.
2. The investigator should obtain a thorough briefing from the responding officer(s). This briefing, as in all discussions of the case, should be conducted quietly and discretely.
3. Detailed, written report on the case should be completed in accordance with their departmental policies.
4. In cases where a victim or perpetrator provides a statement, the reviewing officer or investigator should carefully review it and be prepared to ask further questions in order to clarify such written statements.
5. Where a suspect is detained, the officer should attempt to secure a

- statement after the appropriate Miranda warning has been given and waived.
6. The investigator should conduct a thorough interview with the child and should either write up the interview or audio tape it. During the initial contact, the investigator should:
 - Clearly identify himself/herself to the child;
 - Verify the information obtained by the dispatcher and/or responding officer which may help the police locate the suspect;
 - Make certain that the child understands what is being done on the his/her behalf, however, the investigator should not make any promises or guarantees to the child;
 - Carefully note the emotional status and physical injuries of the child for later inclusion in the case report; and
 - Inform the child that a more detailed, thorough interview will be conducted at a later time.
 7. The investigator should confirm that:
 - Action is being taken by other officers to locate and detain the suspect;
 - The crime scene, if known, is being protected and thoroughly processed by the forensics unit;
 - Known witnesses are being interviewed;
 - Chain of custody is maintained and photographs obtained or arranged for if needed;
 - All evidence available at the medical facility, including the clothing of the child.
 8. The investigator should notify DFACS to arrange for the child's transportation to a safe location.
 9. The investigator should verify that all the evidence obtained at the medical facility is correctly inventoried and prepared for timely transfer to the crime lab, in accordance with departmental procedures.
 10. IF any suspects are located/detained and questioned, it is imperative that the individual be given a Miranda warning, particularly if they wish to make a statement.
 11. Each department should comply with their respective department's victim notification procedures.
 12. (Mention Victim's Bill or Rights somewhere else?)
 13. After the interview has been concluded, the detective should obtain any additional physical evidence, such as photos, needed from the child. The possible need of additional steps in the investigation, including but not limited to those procedures delineated in the checklist attached to this document. (APD will provide a checklist here.)

B. Child-Victim Follow-up

During the investigation of the CSEC, and after the arrest of an assailant, the chief investigator or detective has a continuing responsibility to interact with the child by:

1. Informing the child when an assailant has been arrested.
2. Informing the child of future investigative and prosecutorial activities on the case, including those which might require the child's involvement.
3. Maintaining contact with the child to ensure that appropriate support services are available.
4. Working with prosecutors and child advocacy agencies to develop the case and familiarize the child with court practices and procedures.

Case Management Review and the Fulton County Child Advocacy Center

CACTUS System (Need something here on CACTUS)

Need to a clause that relates to collaboration with other federal agencies to use the Internet to target Johns!!!!

Checklist: Law Enforcement

(Major O'Brien and Police to add suggestions here?)

- A. The Responding Officer At the Scene:
 - Reach child as quickly as possible.
 - Determine child's physical/medical needs.
 - Request emergency care if needed.
 - Calm and reassure child.
 - Inform child of actions being taken.
 - Prevent destruction of evidence by child and others.
 - Make arrangements for transportation of child to medical facility.
 - Contact family or friend.
 - Contact child or rape crisis advocate.
 - Arrange change of clothing for child.
 - If appropriate, question child about suspect's identity or description, clothing, method of transportation and direction of flight.
 - Confirm that medical facility is notified.
 - Request presence of detectives at medical facility.

Request presence of Forensic/ID unit.
Preserve integrity of entire crime scene.
Preserve child's clothing and effects for Forensic/ID unit
Start crime scene access log.
Brief arriving Forensic/ID unit officers.

B. At Medical Facility

Remain at facility until detectives arrive.
Brief responding detectives on known facts of the case.

C. Incident Report

Date and time of dispatch, arrival at and exit from scene.
Nature of dispatch.
Describe location and condition of the scene.
Identify information on child.
Injuries/emotional state of child.
Requests for additional assistance, including officers.
Actions taken for the child.
Actions taken to preserve crime scene.
All information learned about CSEC from child.
All other information learned about case.

D. Victim's Bill of Rights

Provide child with written information about the Georgia Crime Victims' Bill of Rights. OCGA § 17-17-1. (See Appendix, pg. 78).

E. Case Report Checklist

Primary officer's incident report.
Reports filed by other officers.
Crime scene access log.
Written statement of the child.
Copy of recorded statement of the child.
Statements of witnesses.
Copies of recorded statements of witnesses.
Chief investigator's case activity log.
Chief investigator's case summary.
Wanted poster/composite drawings.
Photographic line ups; admonitions.
Reports of anonymous crime information from sources such as Silent Witness and Crime Stoppers.
Statements of assailant: non-custodial.
Statements of assailant to arresting officers.
Statements of assailant to civilians.

Constitutional Rights; Miranda Law.
All of assailant's custodial statements to law enforcement.
Copies of all recorded assailant statements.
Diagram of crime scene.
Photos of child or childs
Photos of crime scene.
Property and evidence forms.
List of property in police custody.
List of property sent to crime lab.
NCIC criminal history.
Local agency's criminal history.
Juvenile history data.
Probation/parole data.
Booking photo of assailant.
Reports on police calls to assailant's address.
Reports on police calls in assailant's name.
911 calls on CSEC case.
Transcript of 911 calls.
Computer printout of address and phone number of 911 caller. Written report from Forensic/ID Unit.
Weapon follow-up (NCIC/IATF).
Crime lab reports.
EMS reports.
Medical facility reports.
Copies of news stories.
Copies of affidavits for search warrant, warrants and returns. Copies of consent to search forms.
Copies of other judicial orders.
Copy of arrest warrant
Arrest and booking report
Arraignment sheet.

**FULTON COUNTY
DISTRICT
ATTORNEY**

Prosecutor's Response

Once a CSEC crime is reported, the Complaint Room should notify the CAWAC duty attorney, who should work with law enforcement to decide whether to make an arrest, or obtain an arrest warrant. In addition, the CAWAC duty attorney should be ready and willing to be called to the crime scene. The duty attorney should provide legal advice and be available to assist in the drafting of search warrants upon request.

Child's Welfare and Safety –

- Work with other organizations such as DFACS to ensure the child is in a safe, secure place. (Both long- and short-term housing.)
- Ensure that a Victim Witness Advocate is assigned to the child and child's family.
- Address any healthcare (physical and mental) needs by maintaining contact with medical professionals.
- In order to minimize stress and trauma to the child-victim, child-victims should not be required to testify at pre-trial proceedings unless commanded by the court.
- Always ask the court to deny bond for all CSEC defendants.
- If court grants bond, promptly notify CSEC victim of defendant's release.
- If court grants bond, ask court to include protective orders for victims.
- Prosecutors should charge and pursue to the fullest extent of the law defendants who harass, threaten, injure or otherwise attempt to intimidate or retaliate against victims or witnesses.

Prosecutor's Checklist –

- Except where it is appropriate to do so, CAWAC should always maintain a no-drop policy for CSEC cases.
- State will request that all CSEC defendants, once convicted, be treated as sexual predators and be required to register as such.
- State will also request that all convicted CSEC defendants submit to testing for sexually transmitted diseases, pursuant to § 16-6-13.1.
- All plea recommendations should include a request for jail time.
- Obtain copies of forensic interviews and 9-1-1 tapes.
- If not already obtained, get authorization of release of medical records from parent or guardian of CSEC victim.
- Contact physician of CSEC victim with regard to nature and extent of injuries, if any.
- Attorneys must be thoroughly familiar with all documents in police files, DFACS files and other agency files, including but not limited to: crime lab reports, medical records, similar transactions, school records, statements of all victims, witnesses and defendants, cell phone records, police reports and supplements.

- Examine all physical evidence seized in the case.
- Work with Victim-Witness staff to prepare victim-witness for trial.
- Information and/or statements obtained from victim should be reduced to writing, signed and dated by victim. If the victim is unwilling or unable to cooperate, the prosecutor must determine whether there exists sufficient independent evidence to prove the elements of the crime. Such independent evidence may include, but is not limited to:
 1. Injuries observed by someone other than the victim;
 2. Medical reports/evidence of the assault;
 3. Eyewitnesses to the crime;
 4. A 911 tape or other recording of a prior statement of the victim concerning the assault;
 5. The presence/availability of physical evidence indicating the crime occurred, e.g., semen, blood, etc.;
 6. Admissions by the defendant; and
 7. Any and all photographic evidence gathered at the scene or subsequently.
- Establish and maintain direct liaison with victims and victim service agencies.
- Refer CSEC victims to those agencies which may be operating in the community to assist victims.
- Obtain information from CSEC victims regarding any panderers.
- Ensure that expert witness is available for trial.
- Locate and interview any outcry witnesses.

Trial Notebook --

A trial notebook should be created and maintained, in order to assist individual attorneys in the prosecution of crimes. The notebook should be updated semi-annually by the prosecutor/s assigned to handle CSEC cases. Pertinent case law, statutes and other information should be indexed for quick access. The following is a sample of topics which should be included:

Pre-Trial

- Bond pre-requisites
- Bond revocations
- Similar transactions
- Prior difficulties
- Motions
- Voir Dire (Jury Selection)

Trial

- Opening

- Spousal immunity regarding testimony
- Unavailable witnesses
- Hearsay
- Experts
- Medical records
- Child witnesses
- Other witnesses
- Cross-Examination of defendant
- “Syndrome” evidence
- Rebuttal
- Jury charges
- Closing
- Rape Shield Law
- Sequestration

Statutes --

When prosecuting a CSEC crime, all of the following statutes should be considered:

- Pimps – O.C.G.A. § 16-6-10 and § 16-6-11. Under O.C.G.A. §16-6-13 (b), pimping a child under the age of 18 is a felony.
- Panderers – O.C.G.A. § 16-6-12. Under O.C.G.A. §16-6-13 (b), pandering a child under the age of 18 is a felony.
- Child Molestation – O.C.G.A § 16-6-4, also covers aggravated child molestation (sodomy and injury)
- Enticing – O.C.G.A. § 16-6-5
- Rape – O.C.G.A. § 16-6-1
- Statutory Rape – O.C.G.A. § 16-6-3
- Georgia’s RICO Statute – O.C.G.A. § 16-14-4. Under O.C.G.A. § 16-14-3, “racketeering activity” specifically includes crimes covered by Georgia’s prostitution and pandering statutes (§ 16-6-9 through § 16-6-12 and § 16-6-14).
- Forfeiture Provisions – O.C.G.A. § 16-6-13.2 and § 16-6-13.3 govern forfeiture of motor vehicles used in connection with a CSEC crime, as well as other proceeds or money derived from commission of the CSEC.

Prosecutors on all CSEC cases are to file motions to specially set the case for trial within six months of the indictment. Prosecutors should discourage case continuances once the State has completed its trial preparation. When such delays are necessary, every effort should be made to accommodate victims and witnesses in determining when to reschedule the court proceeding. The new court date, as well as the reason for the continuance, should be explained to the victim.

Seizures and Forfeitures –

- Work with District Attorney's Seizure Unit to obtain seizure orders – note that if property is seized, complaints for forfeiture must be filed within 30 days.
- Motor Vehicles -- § 16-6-13.2 provides forfeiture of all motor vehicles used in connection with pimping and pandering.
- All other proceeds or money derived therefrom -- § 16-6-13.3 governs forfeiture of all other proceeds or money derived from commission of the CSEC.

**DEPARTMENT OF
JUVENILE JUSTICE**

Name of Agency Georgia Department of Juvenile Justice
 Area of system Intervention

CSEC Protocols Development Facilitation Matrix

Child's Contact with Our Agency	Our Current Response	Our Ideal Response	Gaps or Weaknesses
At-risk child referred for runaway, chronic truancy (status behavior), or delinquent act. New Intake - Not currently under care or supervision of DJJ.	Intake – Detention Assessment conducted to determine whether secure detention is required. If detained in RYDC – Medical and mental health screening completed to identify need for further assessment. Would not address specifics of CSEC issues unless brought up by youth.	Intake staff trained to observe physical and verbal indicators of CSEC. CSEC specific questions added to screening at RYDC. Youth referred to specialized services.	<ol style="list-style-type: none"> 1. Train medical and behavioral health staff in RYDCs to recognize CSEC. 2. Incorporate CSEC identification into screening at RYDC. 3. Develop agency-wide response protocol for referral to tx... 4. Identify specializedx and services in each community.

Name of Agency Georgia Department of Juvenile Justice
 Area of system Enforcement

CSEC Protocols Development Facilitation Matrix

Child's Contact with Our Agency	Our Current Response	Our Ideal Response	Gaps or Weaknesses
<p>Child under DJJ care or supervision reported runaway or truant. Located by DJJ staff or apprehension unit.</p>	<p>Implement Graduated Sanctions based on level of risk and previous violations.</p> <p>Possible Short Term confinement 60 days or less.</p>	<p>Implement review protocol to be used by DJJ case workers to determine exposure to commercial sexual exploitation when interviewing youth.</p> <p>Refer to targeted tx in the community.</p> <p>Refer to targeted tx in Short Term Confinement.</p>	<p>Develop protocol for DJJ case workers for use in identifying CSEC.</p> <p>Access targeted tx in community.</p> <p>Expand Short Term Confinement Victim groups to include CSEC victims.</p>

Name of Agency Georgia Department of Juvenile Justice
 Area of system Assessment and Treatment

CSEC Protocols Development Facilitation Matrix

Child's Contact with Our Agency Child in the care or supervision of DJJ identified as current or previous CSE victim.	Our Current Response If child verbalizes or DJJ case worker observes issues of victimization or other abuse, report made to DFACS.	Our Ideal Response Community - Implement a victimization protocol, refer for services. YDC - Expand criteria for victim group to identify and include CSE victims. Refer to community CSE victim group during release planning.	Gaps or Weaknesses Community - Identify protocol. Train staff. Access to targeted services. YDC - Develop expanded criteria for including CSE victims in victim groups. Identify community targeted tx and provide information and referral prior to leaving the YDC.

Name of Agency Atlanta Public Schools
 Area of system Enforcement

CSEC Protocols Development Facilitation Matrix

Child's Contact with Our Agency	Our Current Response	Our Ideal Response	Gaps or Weaknesses
<ul style="list-style-type: none"> • Student picked up by APD or MARTA 	<ul style="list-style-type: none"> • Determination is made by APD or MARTA to release student to go to school Or • Student is taken to the Truancy Center (TC) • Assessment is made at the TC • Depending upon the results of the assessment, student is released to parent, taken back to school or released to police authorities (e.g., evidence of criminal activity) • At TC limited social service intervention by staff and social work interns • Follow-up by Social Workers at the zone school • Middle School Initiative with Weed and Seed for repeat offenders with intensive intervention by COA, APS, J.Ct, P.O.s, etc. 	<ul style="list-style-type: none"> • More articulated follow-up, service plan especially if students are repeat offenders • More staff for intervention • Replication of Weed and Seed Initiative with other groups • Expand TC as a demonstration site for interns 	<ul style="list-style-type: none"> • Sometimes inaccurate demographic information is given to law enforcement and to TC staff. • When family issues are identified as contributing to truancy, some limited community resources to address these family system issues (e.g., family drug issues, economic, housing, mental health)

ATLANTA PUBLIC SCHOOLS

Name of Agency Atlanta Public Schools
 Area of system Assessment and Treatment
 Intervention

CSEC Protocols Development Facilitation Matrix

Child's Contact with Our Agency	Our Current Response	Our Ideal Response	Gaps or Weaknesses
<ul style="list-style-type: none"> Truant students are identified and monitored by schools, especially Social Workers 	<ul style="list-style-type: none"> Interventions include: Teacher contact with parents; after 3 days contact by Social Workers; specific interventions as defined by student/family need; for chronic problems petitions filed with the juvenile courts. Referrals made for additional support (e.g., Student Support Team; Health Services, etc.) Each school has an attendance plan that is school specific to intervene with students with attendance problems Many agencies support interventions (e.g. Truancy Intervention Project; Abolish Chronic Truancy (ACT (DAs Office); Perfect Attendance Project (DA's Office); mentoring programs like the 100 Black Men of Atlanta) 	<ul style="list-style-type: none"> Enhanced monitoring of students with absences Identify best practices from across the district to share Matching more students with psycho-social needs to internal and external supports for intervention Having additional resources for families in distress when that contributes to student challenges 	<ul style="list-style-type: none"> Extended resources to support identified needs (internal and external) Communication systems to better articulate services (internal and external)

This document is a research report submitted to the U.S. Department of Justice. This report has not been published by the Department. Opinions or points of view expressed are those of the author(s) and do not necessarily reflect the official position or policies of the U.S. Department of Justice.

FULTON COUNTY MENTAL HEALTH DEPARTMENT

Name of Agency Fulton County Mental Health
 Area of system Assessment and Treatment

CSEC Protocols Development Facilitation Matrix

Child's Contact with Our Agency	Our Current Response	Our Ideal Response	Gaps or Weaknesses
<p>Child referred to the Oak Hill Child, Adolescent and Family Center from Juvenile Court, DFACS, other providers, etc.</p>	<p>Biopsychosocial Assessment (Clinician, Nurse, and Medical) to assess the need for services. The provision of clinically appropriate services including Individual, Family, and Group Therapy</p>	<p>Biopsychosocial Assessment (Clinician, Nurse, and Medical) to assess the need for services. The provision of clinically appropriate services including Individual, Family, and Group, Community Based services and Early Intervention Services for Substance Abuse</p>	<p>Decrease in funding for the Public Mental Health System from the federal and state perspective. Lack of true Systems of Care Model Supportive Caregiver key to success of treatment services Stigma of receiving "mental health treatment"</p>

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Appendix H

Final Version

Atlanta-Fulton County
Commercial Sexual Exploitation of Children
Protocol

March 12, 2007

Preamble

The Atlanta-Fulton County Commercial Sexual Exploitation of Children Protocol is herein set forth to provide for a coordinated, interagency effort to serve potential and actual victims of commercial sexual exploitation. In order to set this form of exploitation apart from other equally heinous forms of child abuse/exploitation, and in order to have clarity with regard to the range of incidents or situations to which this protocol is applicable, for the purpose of this protocol commercial sexual exploitation is defined as follows:

Sexual abuse of a child by an adult involving remuneration in cash or kind to the child or a third person; involving treatment of the child as a sexual and commercial object in activities such as prostitution, pornography, and other forms of transactional sex where a child engages in sexual activities.

The agencies participating in the endorsement and execution of these protocols are as follows:

1. Fulton County Superior Court
2. Fulton County Juvenile Court
3. Fulton County District Attorney's Office
4. Fulton County Sheriff's Office
5. Fulton County Department of Juvenile Probation
6. Atlanta Public Schools
7. Fulton County Public Schools
8. Atlanta Police Department
9. Fulton County Police Department
10. Fulton County Department of Family and Children Services
11. Fulton County Department of Mental Health, Developmental Disabilities and Addictive Disease (Fulton County MHDDAD)
12. Department of Juvenile Justice
13. Fulton County Children's Advocacy Center
14. Children's Healthcare of Atlanta/Hughes Spalding/Scottish Rite/Egleston/Scottish Rite/Egleston
15. Juvenile Justice Fund /Center to End Adolescent Sexual Exploitation (CEASE)
16. Georgia Center for Children

Operating Framework

This protocol is enforced by the governing oversight of a CSEC Executive Cabinet, comprised of the chief executive officers of the above-listed participating agencies, or the designees thereof.

This protocol is comprised of four sections: 1) Prevention Section; 2) Intervention Section; 3) Treatment Section; and 4) Prosecution Section. For the purposes of this protocol, the following definitions for these four areas of the service continuum are set forth:

Prevention: Interagency responses to children who present with any of the risk factors for CSE, but who have not yet been commercially sexually exploited. These risk factors include but are not limited to the following: 1) Children who have been sexually abused or suspected of having been sexually abused; 2) Children who are chronically truant or receive ongoing school suspensions or discipline action; and 3) Children who have history with the Juvenile Court of status offenses or delinquent behavior.

Intervention: Interagency responses to children who: 1) are referred or reported as known victims of commercial sexual exploitation; 2) referred, reported, or apprehended for prostitution or solicitation; 3) referred, reported, or apprehended for offenses known to be highly correlated with exposure to commercial sexual exploitation, including a) running away; b) loitering; c) chronic truancy; d) being missing; and e) referred for delinquency and having a history of chronic offending (e.g., three or more referrals or arrests within a twelve-month period)

Treatment: Interagency responses to children who are confirmed victims of commercial sexual exploitation in which both immediate or crisis treatment services are provided as well as ongoing treatment that may include protective out-of-home placements.

Prosecution: Interagency legal responses to identified perpetrators of commercial sexual exploitation (e.g., “pimp” or “panderer”) involving one or more specific children with the aims of: a) securing a conviction in a court of law against the individual(s); and b) when possible, establishing a sufficient fact pattern by which an organized enterprise of commercial sexual exploitation may be destroyed.

In pursuit of highly coordinated interagency responses in each area of the service continuum presented above, a lead agency is established for effective execution of the protocol for each area as herein set forth and agreed to by all participating agencies. Accordingly, the protocol presented provides basic actions rather than attempting to consider every imaginable nuance or scenario. Highly intricate or infrequent matters can be addressed by the lead agency function. These lead agencies are as follows:

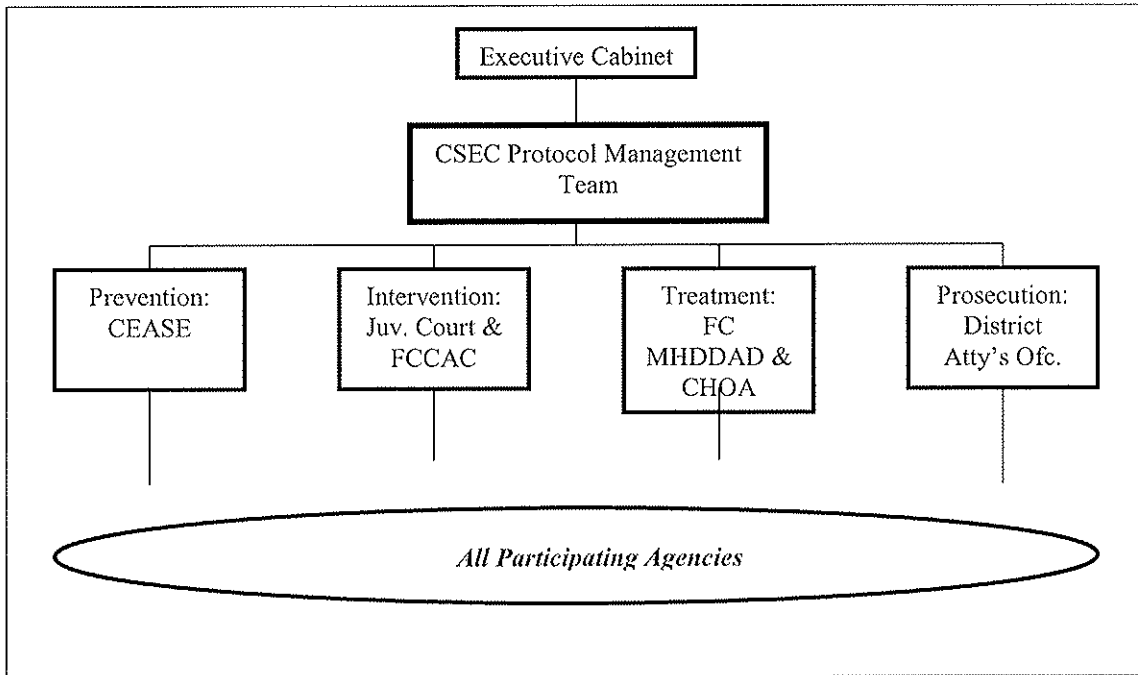
CSEC Protocol Lead Agencies

<u>Protocol Sections</u>	<u>Lead Agencies</u>
Prevention	CEASE
Intervention	Fulton County Children's Advocacy Center Fulton County Juvenile Court/Dept. Probation
Treatment	Fulton County MHDDAD Children's Healthcare of Atlanta
Prosecution	District Attorney's Office

Each lead agency is authorized to convene meetings, case staffing, or planning sessions that it determines necessary. Such meetings will be comprised of an ad hoc team of individuals from key agencies within its area of the continuum that have frequent contact with potential or actual CSEC victims. By agreeing to this protocol, each participating agency consents to participating in these meeting when called by a lead agency. In the case of intervention, this process is already in place in the form of the Child Abuse Investigation Team (CAIT). To this end, the currently existing Fulton County Child Abuse Protocol and memorandum of understanding pertaining to information-sharing through the Child Abuse Case Tracking Information System (CACTIS) are recognized by this protocol and are appropriately referenced throughout where necessary. Both are included as addenda to this protocol.

Administrators from each lead agency in addition to the administrator and essential staff of the Juvenile Justice Fund shall serve as the Atlanta-Fulton County CSEC Protocol Management Team. The Juvenile Justice Fund convenes and staffs this team, including development and distribution of status reports, trouble-shooting, evaluation of overall execution of these protocols, updating these protocols, and provision of feedback to the Executive Cabinet for matters pertaining to governance and addressing resource and other needs essential for continuous improvement.

The operating framework for execution of the Atlanta-Fulton County Commercial Sexual Exploitation of Children Protocols is illustrated below:



Because this protocol is a living document that must be able to change to meet changing conditions, it shall be reviewed by the Protocol Management Team within six months of the original signing (March 15, 2007) to evaluate procedures and make any changes deemed appropriate. These changes shall be submitted to the Executive Cabinet for approval, and then disseminated to all the signatories of the protocol. After the initial six month review which will occur on or by September 15, 2007, the protocol will be reviewed on an annual basis by the Protocol Management Team with any changes following the above referenced procedure, i.e. being sent to the Executive Cabinet for approval and then disseminated to all signatories. If no changes are made either at the six month review or subsequent annual reviews, a report to that effect will be sent to the Executive Cabinet within one month of the meeting. There shall always be an Annual Report conducted during the month of March drafted by the Protocol Management Team and sent to all members of the Executive Cabinet.

New agencies that play a part in any of the four sections of the protocol can be added to this protocol by meeting with the lead agency and other key agencies in the appropriate section, determining their role, and putting that in writing to be reviewed by the Protocol Management Team, approved by the Executive Cabinet and disseminated to the other signatories.

General Requirements for all CSEC Protocol Signatories

There are a few requirements that all agencies who sign the protocol are agreeing to follow. These are:

1. In addition to actions prescribed by the Fulton County Child Abuse Protocol (Addendum 1) each agency will:
 - A. Designate a CACTIS Liason to receive training in the CACTIS system and who will be responsible for entering information pertaining to specific children into the CACTIS system as requested by the Fulton County Children's Advocacy Center.
 - B. Designate a staff person to regularly attend and participate in routine case review meetings of the Child Abuse Investigation Team (CAIT).
2. Each agency shall participate in ad hoc meetings called by the lead agency in their section for the purpose of reviewing issues and concerns as they arise. These meetings shall occur no more frequently than every three months.
3. Each agency shall share such information as is necessary for the welfare, treatment and/or protection of a CSEC victim in accordance with their statutory responsibilities under O.C.G.A. 19-7-5.

Format

Each section of the protocol (prevention, intervention, treatment, and prosecution) is formatted as follows:

1. Focus Area
2. Lead Agency
3. A list of “key agencies” required for proper execution of the protocol.
 - While all agencies may be viewed as having a role to play in all areas of the continuum, such a view can cause considerable confusion and uncertainty. For the sake of clarity and certainty, this protocol seeks to “share the load” across agencies by stipulating which ones are most critical or key in specific areas of the continuum.
4. A detailed presentation of step-by-step actions for each key agency. (Only those key agencies with highly specific and critical actions are addressed separately.)
5. A list of requirements for all the key agencies within that particular section of the protocol, ad hoc teams convened by the lead agencies, and the protocol management team.

Prevention Section

Focus Area: Interagency responses to children who present with any of the risk factors for CSE, but who have not yet been commercially sexually exploited. These risk factors include but are not limited to the following: 1) Children who have been sexually abused or suspected of having been sexually abused; 2) Children who are chronically truant or receive ongoing school suspensions or discipline action; and 3) Children who have history with the Juvenile Court of status offenses or delinquent behavior.

Lead Agency: Center to End Adolescent Sexual Exploitation

Key Agencies:

Juvenile Court
Department of Juvenile Probation
Fulton County Sheriff's Office
Department of Family and Children's Services
Department of Juvenile Justice
Fulton County Public Schools
Atlanta Public Schools
Atlanta Police Department
Fulton County Police Department
Fulton County Children's Advocacy Center
Georgia Center for Children
Children's Healthcare of Atlanta/Hughes Spalding/Scottish Rite/Egleston

Red Flag behaviors referenced in this section refer to the following:

History of three or more formal court hearings within a 12 month period for:

- Criminal Trespassing
- Shoplifting
- Giving a False Name
- Runaway
- Violation of Probation

Action Steps

CEASE

1. CEASE High Risk Case Manager will respond within 24 hours to any referral from the juvenile court or any outside agency identifying a child as being at risk of becoming commercially sexually exploited. She shall then conduct an interview to determine the level of risk for actual or potential commercial sexual exploitation.
2. The CEASE Case Manager attending regular CAIT meetings shall flag any cases being presented that have been entered in CACTIS either through the school systems for truancy or discipline issues, or through the hospital for STD's or possible molestation. She shall report those cases to the High Risk Case Manager for follow-up.
3. The CEASE High Risk Case Manager shall continue to follow the case and make regular progress reports at the bi-weekly CAIT meetings.
4. CEASE will conduct after-school prevention meetings at middle schools in the areas most at risk for CSEC crimes.

Fulton County Children's Advocacy Center

In order to make maximum use of CACTIS as a tool for long-range, strategic prevention planning, resource allocation, and systems improvement, the Fulton County Children's Advocacy Center will:

1. On a quarterly basis beginning April 1, 2007, compile critical information on new cases for the previous three-month period. This information will include but not be limited to:
 - total number of cases with breakdown of high priority and high risk
 - gender breakdown
 - average age and age distribution
 - risk factors
 - prior systems contacts (type and frequency)
 - types of services provided
 - gaps in prevention system
 - race/ethnicity
 - zip code distribution within Fulton County for perpetrators of the crimes
 - zip code distribution within Fulton County of the CSEC victims
2. These findings will be submitted to members of the CSEC Executive Cabinet and other key stakeholders, as deemed appropriate.
3. On an annual basis, the Fulton County Children's Advocacy Center, in consultation with CAIT members and other key stakeholders, provide recommendations to the CSEC Executive Cabinet regarding long-range strategic actions to prevent sexual abuse and commercial sexual exploitation of children based on a review and analysis of compiled statistics.

Atlanta Public Schools
Fulton County Public Schools

1. The CACTIS Liaison for each school system shall enter into CACTIS any student who is truant more than ten days in any given month.
2. The CACTIS Liasison for each school system shall enter in CACTIS any student for whom a truancy petition has been filed with the court.
3. The CACTIS Liaison shall enter any student who has received in-school suspension, has been suspended from the school for any time, or who has been transferred to an alternative school for discipline reasons.

Children's Healthcare of Atlanta/ Hughes Spalding/Scottish Rite/Egleston

1. The CACTIS Liaison shall enter into the CACTIS database any child from birth – 18 who has been determined to have been sexually molested.

**Juvenile Court
Department of Probation**

1. When a case appears in court with sufficient red flag behaviors to constitute a high risk case, either the juvenile court judge or the probation officer shall complete the CEASE referral form within 24 hours and submit it to the CEASE Case Manager.

Department of Juvenile Justice

1. When a case appears in court with sufficient red flag behaviors to constitute a high risk case, and the juvenile court judge has committed the case to the Department of Juvenile Justice, then DJJ staff shall complete the CEASE referral form within 24 hours and submit it to the CEASE Case Manager.

Prevention Section Requirements

1. Adherence to CACTIS Memorandum of Understanding regarding the sharing of information across agencies.
2. Adherence to the Fulton County Child Abuse Protocol.
3. Regular attendance and participation in the Child Abuse Investigation Team case review meetings by agencies.
4. Regular and timely entry of information into the CACTIS system by designated CACTIS Liaison in key agencies.
5. Utilization of aggregate CACTIS information for long-range, strategic planning in order to continuously improve prevention of commercial sexual exploitation of children.

Protocols for Intervention

- Focus Area:** Interagency responses to children who: 1) are referred or reported as known victims of commercial sexual exploitation; 2) referred, reported, or apprehended prostitution or solicitation; 3) referred, reported, or apprehended offenses known to be highly correlated with exposure to commercial sexual exploitation, including a) running away; b) loitering; c) chronic truancy; d) being missing; and e) referred for delinquency and having a history of chronic offending (e.g., three or more referrals or arrests within a twelve-month period)
- Lead Agencies:** Fulton County Children's Advocacy Center
Juvenile Court/Department of Probation
- Key Agencies:** Department of Family and Children's Services
Fulton County Public Schools
Atlanta Public Schools
Atlanta Police Department
Fulton County Police Department
Fulton County Sheriff's Office
Center to End Adolescent Sexual Exploitation
Children's Healthcare of Atlanta/Child Protection Center
District Attorney's Office
Department of Juvenile Justice
Georgia Center for Children

Action Steps

**Fulton County Children's Advocacy Center
Georgia Center for Children
Child Protection Center/CHOA**

1. A forensic interview shall be conducted as soon as possible after a referral from law enforcement with preferably no more than 48 hours time elapsing from the time of the referral until the actual interview occurs.
2. If a potential CSEC victim is brought to the attention of the advocacy center through a different referral process than the request for a forensic interview, a brief assessment shall occur to assess the level of need for therapeutic intervention.
3. If the need for a therapeutic referral is present, the CEASE lead worker, who coordinates with the Fulton County MHDDAD, is notified and the referral is made within 24 hours.
4. Therapeutic follow-up is conducted by the program manager of the advocacy center, or a therapeutic referral is made, to insure that the appropriate level of care is being given, and that any other needs that may have surfaced are properly addressed.
5. Crisis intervention services shall be put in place immediately once a referral has been made to the advocacy center. These services include but are not limited to:
 - a) An assessment of therapeutic need;
 - b) Referral to "Center" Therapist for ongoing therapy, or group support if appropriate;
 - c) Referral to outside Therapist for ongoing therapy or group support if appropriate.

**Juvenile Court
Department of Probation**

1. When a case appears in court with sufficient red flag behaviors to constitute a high priority case, either the juvenile court judge or the probation officer shall complete the CEASE referral form within 24 hours and submit it to the CEASE Case Manager.

Department of Juvenile Justice:

Upon receipt of a referral for a delinquent offense in which the child is also known to have engaged in a number of red flag behaviors or likely to have been a victim of commercial sexual exploitation, the Department of Juvenile Justice shall:

1. In addition to standard intake detention assessment, a series of questions constituting a screening for commercial sexual exploitation shall be conducted to confirm and/or document victimization.
2. Upon confirmation and documentation of commercial sexual victimization, immediate submission of a CEASE referral form to CEASE.
3. In conjunction with a CEASE Case Manager, arrangements for a medical examination at Children's Healthcare of Atlanta (or other children's medical facility) shall be made and carried out as agreed by the workers preferably within 48 hours.
4. In conjunction with a CEASE Case Manager and with notification to the District Attorney's Office, a forensic interview pursuant to investigation and establishment of a fact pattern shall be arranged and carried out preferably within 48 hours.
5. If a juvenile court appearance is pending, the Department of Juvenile Justice shall work with the CEASE Case Manager toward ensuring presentation of all documentation, nature of the involvement of other agencies, and recommendations for treatment in order to ensure that juvenile court proceedings are aligned with pending and ongoing treatment and investigative actions.
6. When a case appears in court with sufficient red flag behaviors to constitute a high priority case, and the juvenile court judge has committed the case to the Department of Juvenile Justice (DJJ), then DJJ staff shall complete the CEASE referral form within 24 hours and submit it to the CEASE Case Manager.

Center to End Adolescent Sexual Exploitation (CEASE)

1. Within 36 hours of receipt of notification from the Juvenile Court, Department of Juvenile Justice and law enforcement of a confirmed victim of commercial sexual exploitation, a CEASE Case Manger shall become lead worker on the case.
2. If law enforcement has not been notified, the CEASE lead worker shall notify them immediately upon receiving the referral.
3. The CEASE lead worker shall initiate involvement of the Fulton County MHDDAD pursuant to a possible emergency case staffing during which a treatment plan for the child shall be developed. (see Section for Treatment)
4. The CEASE lead worker shall be in contact with the social worker at the hospital once the medical exam has occurred, and in consultation with the social worker, the Fulton County MHDDAD, and the Probation Officer, if applicable, shall determine appropriate next steps.

Fulton County Department of Mental Health, Developmental Disabilities and Addictive Disease

1. Upon receiving referral from the CEASE lead worker, the Fulton County MHDDAD, in consultation with the CEASE lead worker may arrange a case staffing in which a treatment plan shall be developed (see Section for Treatment).

District Attorney's Office

1. Upon receipt of notification from the CEASE lead worker or a law enforcement officer that a child is confirmed as a victim of commercial sexual exploitation, a Victim-Witness Advocate shall be appointed to work with all involved professionals relative to matters having to do with support and protection of the child as a potential witness.
2. (see Section for Prosecution)

**Atlanta Police Department
Fulton County Police Department
Fulton County's Sheriff's Office**

In the event of locating and/or identifying a child victim of commercial sexual exploitation as a result of surveillance, intelligence, tips, or during investigation of other crimes, law enforcement officers shall:

Conduct standard field interview to confirm or document victimization or likelihood of victimization. This interview shall be conducted with the greatest degree of privacy possible and shall be limited in scope, as follows:

- Name and physical description of alleged perpetrator;
 - Unusual or noteworthy physical characteristics of alleged perpetrator;
 - Clothing of alleged perpetrator;
 - Method of transportation;
 - Whether alleged perpetrator is in the immediate area;
 - Whether alleged perpetrator is armed;
 - Name and location of alleged pimp;
 - Location of victim and/or location of alleged exploitation; and
 - Location where was or is being kept.
1. The law enforcement officer shall ensure that the child victim refrains from washing, showering, brushing teeth, using mouthwash, smoking, eating, drinking, douching, or urinating in order to prevent loss of potential physical evidence.
 2. In cases of repeat runaways, the law enforcement officer shall make a report to the detective on the case. The detective, using the Red Flag and Referral Sheet, shall determine if a referral to CEASE is appropriate. If appropriate, the detective shall then make a referral to CEASE, and as the lead worker, CEASE, will notify other appropriate agencies.
 3. If the crime scene is known, either the responding officer or the investigator shall ensure that the crime scene is processed, including fingerprints, photos, videotape and collection of other evidence.
 4. If the CSEC crime specifically involves an act of pimping and a motor vehicle was used (either by a pimp or a panderer) to facilitate that crime *or* the crime took place inside a motor vehicle, then the responding law enforcement officer shall immediately seize the motor vehicle and notify the District Attorney's Office so that forfeiture proceedings may be initiated pursuant to O.C.G.A. § 16-6-13.2.
 5. The law enforcement officer shall determine whether photographs of the child should be taken and shall secure any property, which may include

automobile, clothing, cell phone, cell phone numbers, cell service carrier, and other relevant items.

6. A forensic interview of the child shall be arranged and carried out, preferably within 48 hours, unless a longer timeframe is needed in order to have a stronger interview.
7. The responding law enforcement officer or investigator shall proceed to Children's Healthcare of Atlanta/Hughes Spalding/Scottish Rite/Egleston (or other children's medical facility) for a medical examination of the child.
8. In the event potential witnesses are encountered during the initial interview, scene investigation, or medical examination, the officer shall interview these witnesses.
9. The responding officer shall make an accurate and complete report of details regarding his or her activities and the known facts of the case as soon as possible.

Department of Family and Children's Services

If child is suspected of being a victim of commercial sexual exploitation, or discovered in the course of involvement with DFCS, the Department of Family and Children's Services shall:

1. Refer the case to CEASE, within 24 hours, (which shall designate a lead worker for purposes related to coordination with other agencies) and work cooperatively with the CEASE lead worker to provide services as may be determined.
2. Develop a case plan as required by internal agency policy which shall specify referral to CEASE and the name of the lead worker, in addition to measures anticipated to provide for smooth interagency coordination.
3. In coordination with CEASE, which shall have the child victim as its sole focus, include a plan of care for parents/primary/secondary caretakers as indicated by the DFACS involvement.
4. Subsequent to referral to CEASE, the DFACS worker shall not close the case, but shall remain in contact with the CEASE lead worker for the purposes of monitoring the provision of services, assessing risks for future maltreatment, and certification that such risks have been substantially reduced.
5. Once the risk has been reduced, DFCS, in accordance with their policies and procedures, may close the case. If this occurs, the DFCS shall notify CEASE that the case has been closed.
6. If a child in the course of involvement with DFCS is discovered to have been a victim of commercial sexual exploitation, DFCS shall immediately notify both law enforcement and CEASE.

Children's Healthcare of Atlanta/Hughes Spalding/Scottish Rite/Egleston

1. Upon being notified of the need for a medical examination (as set forth above), every effort shall be made to perform the examination in a timely fashion with attention to a variety of matters pertaining to investigation and treatment.
2. Once law enforcement has transported a child to the hospital for physical examination, the hospital social worker shall complete the psychosocial assessment and subsequently communicate the information from the psychosocial assessment and the medical exam to law enforcement and/or DFCS.
3. Results of the psychosocial assessment and/or medical exam shall be entered into CACTIS.
4. A videotaped forensic interview shall be scheduled and/or conducted at a CAC. CACTIS automatically notifies the District Attorney's office by email once the forensic interview has been scheduled, at which point a duty attorney for the case shall be determined.
5. When appropriate, medical exams shall include colposcopic exam, sexual assault evidence kit, pregnancy testing, STD testing/prophylaxis, and toxicology exams to determine if there are drugs in the victims system.
6. Hospital staff shall work with the law enforcement officer and/or DFCS regarding immediate service and placement needs, including, when appropriate, making recommendations for ongoing medical care.

**Atlanta Public Schools
Fulton County Public Schools**

1. If school personnel discover that a student is a victim of commercial sexual exploitation, the school shall immediately notify the school resource officer and the CEASE Case Manager.
2. If a student is a runaway and is picked up, s/he is taken to the Truancy Center. If, in the course of talking with her/him, it is determined that commercial sexual exploitation may have occurred, the school shall immediately notify law enforcement and the CEASE Case Manager.
3. If in speaking with a student, the school nurse or social worker has a suspicion that commercial sexual exploitation may be occurring, the school shall immediately notify law enforcement and the CEASE Case Manager.

Intervention Section Requirements

1. Establishment of a CEASE lead worker at the earliest possible point after identification of the child as a victim of commercial sexual exploitation.
2. Notification of all key agencies by the CEASE lead worker at the earliest possible point after identification of the child as a victim of commercial sexual exploitation.
3. Interagency case staffing in coordination with the Fulton County MHDDAD at the earliest possible point after identification of the child as a victim of commercial sexual exploitation in order to begin development of a treatment plan.
4. Placement of CSEC victims in a CSEC specific facility is always the option of choice. As more CSEC specific facilities are established, in addition to the already existing facility of Angela's House, these facilities should always be utilized unless, for some reason, they are not available for placement.
5. Early engagement of the District Attorney's Office, parallel with early initiation of investigative and treatment activities, in order to ensure viability of the case for later prosecutorial action.
6. Immediate and lasting protection of the victim, both for eventual recovery and for pending role as a witness.
7. Transfer of case by law enforcement to CEASE lead worker in order to allow officer(s) to continue with emphasis on investigation.
8. Conduct both a forensic interview and medical examination as soon as possible, preferably within 48 hours after identification of the child as a victim of commercial sexual exploitation.
9. When involving other delinquent offenses to which the Department of Juvenile Justice must respond, ensure coordination with other involved agencies and establishment of treatment options prior to court appearance and for consideration by juvenile court judge.
10. All appropriate intervention agencies shall attend bi-weekly CAIT meeting held at the Fulton County Children's Advocacy Center.

Treatment Section

Focus Area: Interagency responses to children who are confirmed victims of commercial sexual exploitation in which both immediate or crisis treatment services are provided as well as ongoing treatment that may include protective out-of-home placements.

Lead Agency: Fulton County MHDDAD
Children's Healthcare of Atlanta/Hughes Spalding/Scottish Rite/Egleston

Key Agencies: Juvenile Court
Department of Probation
Department of Family and Children's Services
Department of Juvenile Justice
Fulton County Public Schools
Atlanta Public Schools
Center to End Adolescent Sexual Exploitation
Fulton County Children's Advocacy Center
Georgia Center for Children

Fulton County Department of Mental Health, Developmental Disabilities and Addictive Disease

1. The Fulton County MHDDAD shall be available to consult with CEASE lead workers pertaining to development and recommendation of short and long term treatment plans.
2. Among other treatment decisions, the Fulton County MHDDAD, working with the CEASE lead worker, shall determine level of service needs, including referral to a CSEC facility if appropriate.
3. In the case of the juvenile court committing a CSEC victim to the long-term care of the Department of Juvenile Justice, DJJ and CEASE shall coordinate the short and long-term care for these cases.

**Department of Family and Children's Services
Juvenile Court/Department of Juvenile Probation
Fulton County Public Schools
Atlanta Public Schools
Center to End Adolescent Sexual Exploitation
Children's Healthcare of Atlanta
Fulton County Children's Advocacy Center
Georgia Center for Children**

Pursuant to the development of treatment plans for victims of commercial sexual exploitation, each agency above shall:

1. Participate in interagency case staffing sessions when such are deemed necessary by the Fulton County MHDDAD.
2. Make available existing services in accordance with the treatment plan and agree to external monitoring of such services by the CEASE lead worker and the Victim-Witness Advocate.

Department of Juvenile Justice

1. If a CSEC victim is committed to the long-term care of DJJ by the juvenile court because of either a failure of supervision or because the victim has committed other delinquent acts that require placement in the YDC, then DJJ and CEASE shall be responsible for the treatment plan.
2. If a CSEC victim who has been committed to the YDC, is approaching release, DJJ shall work with CEASE to provide support services for the victim so that the chances for re-victimization are reduced, including referral to other CSEC facilities if appropriate..

Treatment Section Requirements

1. Centralized interagency case staffing process overseen by the Fulton County MHDDAD in order to eliminate fragmentation of treatment planning while maximizing utilization of limited services by bringing decision-making regarding those services into a single, uniform process.
2. Provide treatment services that are appropriate as needed, including both physical and mental health services.
3. Establishment of a procedure whereby decisions to refer victims to CSEC facilities are made in a manner that ensures that such cases are appropriate for this critical though limited service.
4. By centralizing treatment planning, a basis of information is developed by which critical gaps in services can be more readily identified and documented, thereby producing more unification of efforts toward improving and expanding treatment and support services.

Protocols for Prosecution

- Focus Area:** Interagency legal responses to identified perpetrators of commercial sexual exploitation (e.g., “pimp” or “panderer”) involving one or more specific children with the aims of: a) securing a conviction in a court of law against the individual(s); and b) when possible, establishing a sufficient fact pattern by which an organized enterprise of commercial sexual exploitation may be destroyed.
- Lead Agency:** District Attorney’s Office
- Key Agencies:** Fulton County Juvenile Court
Fulton County Sheriff’s Office
Atlanta Police Department
Fulton County Police Department
Children’s Healthcare of Atlanta/Hughes Spalding/Scottish Rite/Egleston
Center to End Adolescent Sexual Exploitation
Atlanta Public Schools
Fulton County Public Schools
Department of Family and Children’s Services
Fulton County Children’s Advocacy Center
Georgia Center for Children
Department of Juvenile Justice

District Attorney's Office

1. Upon notification of the crime of commercial sexual exploitation through means previously set forth above, the Complaint Room shall notify the duty attorney who will work with law enforcement personnel to decide whether to make an arrest or obtain an arrest warrant.
2. Law enforcement shall notify the District Attorney's Office immediately from the scene or at the point of apprehension (as set forth above), the duty attorney shall be ready to assist law enforcement as needed.
3. A Victim-Witness Advocate shall be assigned to the child and the child's family.
4. In order to minimize stress and trauma to the child-victim, he or she will not be required to testify at pre-trial proceedings unless mandated by the court.
5. The District Attorney shall ask the court to deny bond to all defendants charged with CSEC crimes, unless the interest of justice demands otherwise.
6. In the event the court grants bond to defendants, the victim and his/her caretakers shall be immediately notified and the court shall be asked to include a protective order for the child and his/her caretakers.
7. Prosecutors shall charge and pursue to the fullest extent of the law defendants who harass, threaten, injure or otherwise attempt to intimidate or retaliate against victims or witnesses.
8. Prosecutors shall request that all convicted defendants be treated as sexual predators and be required to register as such.
9. Prosecutors shall request that all convicted defendants submit to testing for sexually transmitted diseases as provided by Georgia Statutes.
10. Prosecutors shall ensure that all plea recommendations include a request for jail time for all principal offenders.
11. Expert witnesses shall be utilized at trial where appropriate.
12. Prosecutors shall file motions to specifically set the case for trial within six months of an indictment.
13. All cases shall be prepared for trial in accordance with the District Attorney's Complex Case Preparation Outline.

Fulton County Juvenile Court
Fulton County Sheriff's Office
Atlanta Police Department
Fulton County Police Department
Children's Healthcare of Atlanta/Hughes Spalding/Scottish Rite/Egleston
Center to End Adolescent Sexual Exploitation
Atlanta Public Schools
Fulton County Public Schools
Department of Family and Children's Services
Department of Juvenile Justice
Georgia Center for Children
Fulton County Children's Advocacy Center

Upon notification by the District Attorney's Office and/or the CEASE lead worker, each agency above shall:

1. Notify the District Attorney's Office of any new information that may emerge during treatment or in other matters pertaining to the case, including identification of additional witnesses, assistance with locating any outcry witnesses, changes in the placement of the victim, concerns regarding first- or second-hand reports of the child-victim being harassed or intimidated.
2. The CEASE lead worker shall notify all appropriate law enforcement agencies when a CSEC victim has left treatment or is back out on the streets again for any reason.

Prosecution Section Requirements

1. Involvement of the District Attorney's Office at the earliest possible point subsequent to confirmation that a child is a victim of commercial sexual exploitation.
2. Utilization of a preparation session, if necessary, with all key professionals for the purpose of retrieving critical information and documents and in order to establish an ongoing mechanism whereby the delicate and often complex issues pertinent to prosecution can, over time, become better addressed by all professionals.