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SURVIVING SURVIVAL SEX:
CALIFORNIA'S JUVENILE PROSTITUTION
INTERVENTION PROJECTS

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INTRODUCTION

Juvenile prostitution is a term which creates a variety of images and stereotypes. When confronted with the term "teenage prostitute", many of us envision a young woman in revealing clothing and with too much makeup, standing on a street corner. We think she has chosen this lifestyle, that she is incorrigible, a bad person, unable to live in the moral world of her parents. We think that she is so tough, so streetwise, that she is the victimizer and not the victim.

Regardless of our preconceptions, these stereotypes simply do not fit the profile of youth involved in prostitution that have received services as part of the Office of Criminal Justice Planning (OCJP) Child Sexual Exploitation Intervention Program. Of all youth served, half (50%) are male. The majority of these youth (80%) were between the ages of 16-18; however females are more likely to be younger. The majority of the youth are homeless (68%) and twenty-one percent report prior abuse and neglect. Females report a higher percentage of abuse and neglect (30%) than males. It should be noted that program staff believe that the abuse and neglect report is a minimal percentage due to the youth's level of comfort with a staff during the intake interview when the subject is first addressed.

This general client description includes all youth that received outreach, drop-in and shelter services. Over the first year, project staff have observed that there are two subcategories of client profiles which require further study. The differences between youth who receive outreach or drop-in services versus youth who receive shelter services is being examined by one of the OCJP grantees in Los Angeles. Childrens Hospital, Division of Adolescent Medicine report (GARY/JULIA please fill in stats here).

According to project staff, these are youth no one wants, who are abandoned or rejected by parents and overloaded social service systems. Because they must learn to live and survive on the streets, many turn to prostitution, but fewer will admit it. Many "trade" sex for a meal or a place to stay, a form of gratitude for a "kindness". Mostly, these young people are doing their best to survive and do not necessarily see their survival behavior as a problem, but rather a solution. "Survival sex" then is a means to obtaining shelter, food, clothing, drugs or whatever else is viewed as necessary to survive on the streets. Clearly, survival sex would not be necessary if these young people had their basic needs met--needs like food, shelter, clothing and love. Unfortunately, however, not all youth in our society grow up in a safe and loving environment.

During the first eleven months of the OCJP Child Sexual Exploitation Intervention Program, over 1,720 youth received services from the three projects. Each youth has a different story and needs, yet they all have this in common--they must fend for themselves and become involved in criminal activity to survive. Curiously, when people are asked to state their reactions to juvenile prostitution, few ever mention that it is a form of exploitation or child sexual abuse. Some believe that if the teenagers were not on the street, were

not available, there would be no temptation and therefore no demand. Others indicate that if the youth looks and acts older, how is the adult buyer to know? It is not surprising, then, that many feel it is the fault of the teenage prostitute.

It is this attitude that creates an enormous barrier to a community attempting to implement strategies to end child sexual exploitation. However, instead of "blaming the victim", there is another perspective that a community can take. That perspective takes into account the factors that create the situation of juvenile prostitution. For example, a society that "allows" youth to be homeless is perpetrating abuse and neglect. Without adequate services and alternatives, society has failed to provide fundamental protection for young people. Funds must be allocated for programs that work to prevent and intervene in juvenile prostitution. Additionally, communities must examine the issues which create the need for homeless youth to engage in "survival sex", i.e. a deviant adult population, a profitable "kiddie porn" market, and physical and sexual abuse of children in the home. Until this issues are addressed, the problem of juvenile prostitution will not go away.

PURPOSE OF THE MANUAL

The purpose of this manual is to offer options and strategies to communities interested in breaking the cycle of teenage sexual exploitation. This manual describes the OCJP Child Sexual Exploitation Intervention Program and the implementation of three projects during the first year of funding. The projects are presented as evolving examples of how different communities can organize services to juvenile prostitutes. The projects do not view their efforts as a "model" projects, but rather as attempts to best serve these young people.

The manual is designed to provide the reader with a "behind the scenes" retrospective view of creating a local system of services for juvenile prostitutes. Chapter One provides an overview of the history, legislative intent and implementation of the Office of Criminal Justice Planning in the conduct of the Child Sexual Exploitation Intervention Program. Chapter Two offers a discussion and definition of the issues related to teenage prostitution or "survival sex." Chapter Three addresses the three projects and the organizational models that were developed for administrative and service provision. Chapter Four discusses the major community and organizational elements that must be considered and planned for when designing a system of care for sexually exploited teens. Chapter Five offers innovative project designs and Chapter Six highlights innovations in service delivery. The final chapter provides conclusions regarding the Program. The manual concludes with two appendices. The first is a bibliography of resource materials related to juvenile prostitution. The second includes a glossary of terms, the authorizing legislation for the Program, and a compendium of forms developed by the participating projects.

The project evaluators used several sources of data in compiling this manual. The first comprises the quarterly reports submitted by each of the three projects as part of their grant requirements to the Office of Criminal Justice Planning.

The second involved three site visits to each of the projects. Every grantee was visited at least three times and every sub-grantee was visited at least once, most more often. The evaluators used a structured site visit protocol for conducting the visits in San Francisco, San Diego and Los Angeles. During the site visits, interviews were conducted with project directors and staff, sub-grantee directors and staff and clients. Finally, the evaluators conducted a series of telephone interviews to collect additional information.

The evaluators wish to acknowledge the cooperation and enthusiasm of all concerned. Direct service staff gave freely of their time and insights. Their full participation has made this manual possible. We are grateful for their help.

This manual also highlights the art, poetry and personal stories of some very talented young people, clients of the various projects. The creativity and insight of these young people is a testimony to their resourcefulness and strong desire to create for themselves a life that is productive and free from exploitation.

CHAPTER I.

THE OCJP CHILD SEXUAL EXPLOITATION INTERVENTION PROGRAM

HISTORICAL OVERVIEW OF CHILD SEXUAL EXPLOITATION INTERVENTIONS

Child abuse and child sexual exploitation have always existed in western culture and in our contemporary society. But today, increased media attention and more social service resources are being devoted to addressing physical and sexual abuses perpetrated against children. Over the last several years, the estimated numbers of abuse victims have increased dramatically. For example, in 1972 ABC aired a documentary called "Children in Peril." It announced the alarming statistic that in the previous year 60,000 children in our nation had been victims of child abuse. In 1976, the number of cases had risen to 669,000. Six years later, the National Center for Child Abuse and Neglect (NCCAC) reported 1.7 million child abuse cases for 1984. Today, the Office of Human Development Services estimates that by the age of eighteen, 15-25% of all girls and 3-10% of all boys will be sexually abused. Some experts suggest this dramatic increase in numbers is due in large part to both increased reporting and increased awareness of the problem and not necessarily an increase in abuse. Other experts speculate that physical and sexual abuse is under-reported and is a growing phenomenon. Regardless, substantial numbers of children are abused and every year the number of reported cases increases.

Abused children often flee from their homes, to search for something better. In the 1970's, increasing numbers of runaway youth caused communities to look at their service needs. Runaway shelters began to open in the larger cities; and the problem of addressing the issue of runaway and homeless youth was being explored. In 1974, the Federal Government passed the Juvenile Justice and Delinquency Prevention Act, which included Title III, the Runaway Youth Act. This Act was later amended as the Runaway and Homeless Youth Act and provided shelter and counseling services to the approximately 700,000 runaway youth in the nation.

Based on knowledge gained by working with runaway and homeless youth, the link between running away and sexual exploitation became increasingly obvious. In 1977, as a result of a number of hearings that linked juvenile prostitution to pornography, Congress passed the Protection of Children Against Sexual Exploitation Act. The Act ensured criminal sanctions against child pornographers and those who sexually exploit children. It also increased awareness of issues related to child sexual exploitation. Many states, including California, began to respond to this problem.

CALIFORNIA LEGISLATION

In 1979, the California Legislature passed Senate Bill (SB) 383 (Chapter 713, Statutes of 1979). SB 383 ensured that perpetrators of violent crimes would be fined commensurate with their crimes as well as receiving other penalties. These fines were to be deposited into the Indemnity Fund of the State Treasury and used to fund crime victim services. In 1981, Assembly Bill (AB) 698 (Chapter 166, Statutes of 1981), instituting a Victim/Witness Assistance Fund in the State Treasury, was passed. . This fund was to be used to establish victim/witness assistance centers and rape crisis centers. Later in 1983, AB 1485 (Chapter 1092, Statutes of 1983) mandated increasing the size of the fund by increasing the penalty assessments.

As part of an effort to restore public safety and the rights of crime victims, SB 862 (Chapter 917, Statutes of 1980) directed the establishment of the California Sexual Assault Victim Services and Prevention Program (SAVS/PP) within OCJP. The SAVS/PP was established to:

- o "Ensure that victims of sexual assault, adults and children, receive quality and comprehensive services; and
- o Decrease the incidence of sexual assault through school and community education and prevention programs."

The program originally provided funding to rape crisis centers and developed a sexual assault training program for county prosecutors. Later it expanded to include services for child sexual abuse prevention and child sexual exploitation intervention.

In 1982, the California Legislature sought to increase services in this area. With the passage of SB 588 (Chapter 1062, Statutes of 1981), it authorized OCJP to provide grants to existing and proposed local child abuse and child sexual exploitation counseling centers and prevention programs. The authorizing legislation did not intend to use the State General Fund for program support, but rather to fund programs through the Victim/Witness Assistance Fund. The first legislative appropriation from the Victim/Witness Fund was made in 1982. Although the statute authorized the funding of two program areas--child sexual abuse and child sexual exploitation--the appropriation could fund only the child sexual abuse area. As part of the Governor's Children's Initiative in 1987, OCJP established the Child Sexual Exploitation Intervention Program to fund three organizations which were providing services to juvenile prostitutes in California.

PURPOSE AND GOALS OF THE CHILD SEXUAL EXPLOITATION INTERVENTION PROGRAM

Implementing Authority

OCJP administers the California Child Sexual Exploitation Intervention Program. It must develop the program in conjunction with the State Advisory

Committee (SAC) and must implement and manage the program. This includes creating the policies and procedures which guide the program, providing staff support to the SAC, selecting and monitoring the projects and contracts which provide for direct services and program evaluation.

The SAC was established by SB 862. This eleven member group advises OCJP on the development and implementation of the California Sexual Assault Victim Services and Prevention Program and approves funding recommendations. OCJP appoints five SAC members, including three district attorneys, one public defender and one law enforcement agency representative. The Commission on the Status of Women appoints six committee members including one medical professional and one representative from a rape crisis center. One member of the SAC was designated to work closely with the California Child Sexual Exploitation Program, particularly focusing on the evaluation and development of this manual.

Project Eligibility Criteria

In order to receive funding from the Child Sexual Exploitation Intervention Program, an applicant organization must be a nonprofit or governmental agency with at least one year's experience in providing counseling, outreach and prevention services to juvenile prostitutes. The organization must also be able to demonstrate its ability to provide all required services, either directly or under subgrant with another service provider. A Memorandum of Understanding (MOU) specifying the type(s) and terms of service provision must be signed by both the project and referral project and on be file with the OCJP. According to the Child Sexual Exploitation Intervention Program Guidelines (OCJP, October 1987) the required services are as follows:

- o In-person counseling and referral services must be provided during normal business hours and at late night hours, as appropriate to the project locale;
- o Clients must have access to a 24-hour, seven day a week, telephone hotline to provide immediate telephone crisis intervention and response. The purpose of the hotline is to provide crisis intervention services and to receive referrals from law enforcement, social service and other community agencies. The hotline must be staffed at all times by crisis line workers who are trained to provide services and referral information to clients in crisis. Availability of an answering machine or service is not considered full coverage;
- o Individual, follow-up, group and drug counseling must be provided for juvenile prostitutes after the initial contact. Projects must use qualified staff and/or trained supervised volunteers to provide treatment services to children;
- o Temporary safe shelters must be provided for juvenile prostitutes. These services can include foster care or host home networks specifically trained to take prostitution-involved youth or medium to long-term shelter facilities which provide more structure and independent living arrangements such as subsidized apartments and transitional housing;
- o An active publicity campaign must be implemented through print, radio and television media to advise child victims of the available services. The campaign is to include notices of service availability in places where juvenile prostitutes are

known to congregate;

o Outreach services must be provided by counselors to juvenile prostitutes who are living on the street, especially during evening hours;

o Training must be provided on independent living and survival skills to prepare the juvenile prostitute for a lifestyle free from contact with those who exploit them. This must include:

a. Employment training and vocational rehabilitation, job counseling and job referral;

b. Educational and tutorial services to aid clients in receiving a high school diploma or GED certificate;

c. Household management skills;

d. Personal health education to include AIDS education and prevention, sexually transmitted diseases, pregnancy counseling and use of intravenous drugs; and,

e. Parenting skills for clients with children;

o The project must arrange for referral and transportation to medical and dental services. Clients must receive assistance through the project in securing personal identification cards and Medi-Cal cards;

o The project must coordinate services and referral mechanisms with law enforcement and social service agencies. This includes, at a minimum, the police department, sheriff's department, court personnel and the city and county service departments;

o Accompaniment services will be provided to juvenile prostitutes seeking services from criminal justice and social service agencies; and,

o Training must be provided to juvenile and criminal justice system professionals regarding the special needs and problems of juvenile prostitutes

Additional eligibility criteria focus on paid staff and volunteer requirements. A criminal records check must be performed on each paid and volunteer staff member. Contact with the youth is not allowed until the records checks are completed. In addition to this criminal check, paid and volunteer staff must meet the following criteria:

o Complete a formal personnel application that includes three references checked by program staff;

o Agree, in writing, to a criminal records check;

o Receive a minimum of 40 hours of formal training on child sexual exploitation, crisis intervention and child abuse reporting law; and,

o Must be supervised by the paid staff of the project.

Funding Priorities

The OCJP SAC established the following priorities for the first year of funding for the Child Sexual Exploitation Intervention Program:

- o Nonprofit or government agencies in major urban areas with large populations of street youth who are juvenile prostitutes. This will ensure that as many juveniles as possible will benefit;
- o Nonprofit or government agencies that demonstrate a need for the project; and,
- o Nonprofit or government agencies which demonstrate that the proposed project will have significant impact.

CHILD SEXUAL EXPLOITATION INTERVENTION GRANTEES

Grantee Selection Process

In October, 1987, OCJP issued a Request for Proposal (RFP) for the Child Sexual Exploitation Intervention Program. Interested agencies submitted proposals which were reviewed and scored against predetermined criteria by OCJP staff. OCJP's recommendations for funding were submitted to the SAC which made the final funding decision. Selected grantees were notified in January, 1988 that program start-up would begin February 1, 1988. The selected grantees were Central City Hospitality House, Project Turnaround, San Francisco; CHLA, Division of Adolescent Medicine, Project PACE, Los Angeles; San Diego Youth and Community Services, the Storefront, San Diego.

The following chart displays the total budget for each project and identifies the split between OCJP and other sources of funds. The total budget column identified the overall cost of operating each project.

GRANTEE	OCJP GRANT	OTHER SOURCES	TOTAL
BUDGET			
Hospitality House CHLA SDYCS	(this info will be taken from the reapp		

Each grantee offered various approaches in project organization and delivery of services. Highlights of each grantee model are presented below and are more fully discussed in Chapters III, V and VI.

Central City Hospitality House. Project Turnaround--San Francisco

Central City Hospitality House administers and implements Project Turnaround. Hospitality House provides outreach, case management, individual and group counseling, emergency shelter, vocational counseling, job placement, educational workshops, independent living skills training and transitional housing. Additionally, Hospitality House developed subgrants with four agencies. Larkin Street Youth Center provided outreach, counseling, educational and medical services; California Prostitution Education Project (CAL-PEP) provided outreach; Youth News for a publicity campaign; and California Child, Youth and Family Coalition for hotline services. Ten months into the first year contract, Hospitality House also developed a subgrant with Youth Advocates to provide additional shelter beds since Hospitality House had been unable up to locate a new facility and therefore, increase the number of beds provided.

A noteworthy feature of this project is the emphasis given to long term shelter and independent living skills training. Project Turnaround's shelter allows youth to remain up to six months. During this period, the youth is exploring available options, learning independent living skills and seeking employment. Additionally, the youth receives individual and group counseling focusing on self-esteem and positive action. For those youth who are need longer than six months and are seriously engaged in moving toward independent living, Hospitality House offers a two month extension to live in transitional hotel rooms.

Childrens Hospital. Division of Adolescent Medicine. Project PACE--Los Angeles

The Division of Adolescent Medicine of Childrens Hospital of Los Angeles (CHLA) administers Project PACE. This project is a collaboration among the existing high risk youth service providers of the greater Los Angeles community with a focus on the Hollywood/Wilshire District. CHLA, Division of Adolescent Medicine, originally developed subgrants with nine agencies to provide the required services. The subgrant agencies are Teen Canteen, Angels Flight, Gay and Lesbian Community Services Center, Los Angeles Youth Network, Options House, 1736 Crisis Center, Stepping Stone, Aviva Respite Shelter and the Runaway Adolescent Pilot Project. Several months into the first year, CHLA, Division of Adolescent Medicine added three additional subgrantees. Project WARN (Women's and AIDS Risk Network) was added to provide outreach and AIDS education to minority young women in areas unserved by the other subgrant agencies. The Los Angeles Free Clinic was added to provide medical services and the Children's Institute International was added to provide staff training to all subcontact agencies in the areas of child sexual exploitation and juvenile prostitution.

Of these initial agencies, four specialized in street outreach and drop-in services (Angels Flight, Gay and Lesbian Community Service Center and Teen

Canteen). Shelter services were provided by four short-term (14 - 30 days) shelter facilities (Options House, Stepping Stone, 1736 Crisis Center and Aviva Respite Shelter), which combined offer 24 beds, a medium term (2 month) shelter with 20 beds (Los Angeles Youth Network) and 28 short term beds in private foster homes operated by the L.A. County Probation Department's Status Offender Detention Alternative (SODA) Program. Youth can enter the Los Angeles County foster care system through the Runaway Adolescent Pilot Project. This project provides a comprehensive system of services through the collaboration of many different agencies.

These agencies, and many others, belong to the Coordinating Council of Homeless Youth Services; a group sponsored by CHLA, Division of Adolescent Medicine. Through the Coordinating Council, CHLA, Division of Adolescent Medicine, has encouraged a system of services to emerge and seeks to provide "a more consistent source of support that offers a viable alternative to the street for these troubled young people." Also through the Coordinating Council, agency collaboration was developed so that the services required by OCJP's Child Sexual Exploitation Intervention Program could be provided.

The Coordinating Council meets at Childrens Hospital quarterly to discuss needs, gaps and overlaps in services as well as to provide direction to the overall projects for both homeless and sexually exploited youth. Since the Coordinating Council is comprised of agency management, several of the direct service staff wanted to be able to discuss specific service delivery coordination or case management problems as well as receive direct service training. Therefore, a group called "On-Line for Youth" was formed for the direct service workers. Both the Coordinating Council and On-Line for Youth provide staff from all the agencies with opportunities to resolve problems, work on common issues and maintain a cooperative working relationship. As a result, youth in need are better served.

San Diego Youth and Community Services. The Storefront--San Diego

The Storefront is operated by San Diego Youth and Community Services (SDYCS) and is a joint collaboration with Catholic Community Services and METRO (Metropolitan United Methodist Urban Ministry). However, unlike the projects in San Francisco and Los Angeles, the Storefront provides the full range of services at its twenty bed facility exception of hotline services which is provided under subgrant by the California Coalition of Children, Youth and Families (CCYFC).

A notable feature of The Storefront is the structure of services provided to youth who choose to leave the street. The Storefront offers Phase I and Phase II options to youth who seek shelter. Phase I offers shelter, food and referrals. Counseling is offered but not required. Phase II provides youth with shelter for up to three months and this offers a stabilization period. During Phase II, case management services are provided and a plan for independent living is developed.. The youths must participate in the SDYCS Independent Living program, a self-instructional curriculum designed to teach self-reliance. The

young person learns how to get and keep a job, how to find an apartment, how to manage money, how to get a better job by enrolling in a educational or vocational program, how to live a healthy lifestyle, and where to go to find resources. Additionally, the Storefront offers an accredited on-site school for either remedial education or GED tutoring and provides a range of health and health education services.

PROGRAM EVALUATION DESIGN

The Child Sexual Exploitation Intervention Program guidelines described an evaluation component of the entire program. The State Advisory Committee specified that monies be allocated to assess the program. The evaluation was to develop a manual that will enable new and existing projects for juvenile prostitutes to replicate the successful components of this program.

Immediately following the award of the project grants, the three grantees (Central City Hospitality House, CHLA, Division of Adolescent Medicine and San Diego Youth and Community Services) were invited to submit a concept paper on the conduct of the evaluation and methods of selecting an independent evaluator. Responses were reviewed by OCJP and SDYCS was awarded the additional monies to conduct an evaluation component.

In approaching the design of the evaluation, SDYCS wanted to ensure that the other grantees had maximum input into the evaluation design, the data collection methods and the resulting program documentation manual. Therefore, SDYCS proposed a collaborative method which involved grantees in all aspects of the evaluation process. Immediately following the evaluation component award, a conference call was organized to include the three grantee Executive Directors and OCJP. The conference call agenda included a discussion of the evaluation design, the manual development and the preliminary questions to be addressed during the evaluation. Additionally, a series of meetings where information could be shared and evaluation updates presented were discussed. Over the course of the first year, five grantee meetings were held in the various project cities.

Based on grantee input, SDYCS prepared the evaluation management plan and contracted with two evaluators. The evaluation design included two methods for data collection: site visits and telephone interviews. Additionally, data were collected at the grantee meetings and from the OCJP quarterly reports required from all grantees. For example, at the first grantee meeting, the evaluators presented a preliminary work plan, a manual outline and worked with the grantees to develop the evaluation questions. At the second grantee meeting, the evaluators presented the final evaluation design and the evaluation questions. The third and fourth meetings included interim reports from the evaluators and discussion of service models. At the final grantee meeting, the draft manual was critiqued and revisions incorporated into the final version. It should be noted that due to the collaborative method established with the grantees, the level of cooperation and involvement with the evaluation process was beneficial to the outcome.

For the first year of the Child Sexual Exploitation Intervention Program, the evaluation focused on documenting the process of development of the grantee projects to serve adolescent prostitutes. The purpose for the first year was to describe the community, organizational, service delivery and management issues which projects must address if they are to be successful. The end product, this manual, is designed to document the project models and services so that they can be replicated in other communities.

CHAPTER II.

IDENTIFYING AND DEFINING THE PROBLEM

INTRODUCTION

The U.S. Department of Health and Human Services, Office of Human Development Services (OHDS) estimates that there are up to 1.5 million homeless and runaway youth in the United States every year. The National Network of Runaway and Youth Services, Inc. estimates the number may be closer to 2 million youth. Some of these youth, out of desperation, sell their bodies for money, drugs or a place to stay. Estimates on the number of youth engaged in prostitution nationwide range from a low of 100,000 to a high of 900,000. For example, based on a national survey of approximately 600 police departments, Campagna (1985) estimated there were between 100,000 and 200,000 full-time juvenile prostitutes of both sexes. An OHDS report on juvenile prostitution in 1978 estimated that there could be as many as 600,000 female and 300,000 male juvenile prostitutes in the United States. Despite the varying estimates, a 1982 report of the U.S. General Accounting Office concluded that many officials believe that the number of teenage prostitutes had increased over the last five years.

WHAT CAUSES YOUTH TO BECOME INVOLVED IN PROSTITUTION?

Every youth who is living in the streets has a different story. Many were physically, sexually or psychologically abused in their homes. Some spent most of their lives in substitute care such as foster homes and were unhappy and/or abused and left. Others faced constant conflict with their families over sexual identification issues. For many of the youth, running away from their living situation was a solution to these problems.

Homeless and penniless, many of the youth found themselves engaging in "survival sex." Trading sex for a place to stay, a meal or another form of exchange is called "survival sex". It is an integral part of life on the streets. One young woman in San Francisco describes her first few days on the streets:

"When I first got to the street, I was 13. I stayed up for 4 days in a row, sitting on a bus bench. I was falling asleep. After 4 days, I was desperate. I wanted to eat, I had to get some sleep... Cars pulled up and people would make offers to me. Finally, I got tired and I 'pulled a date' (exchanged sex for money) and I got a hotel room."

A young man describes a similar scenario in San Diego:

"For me, it happened by accident. I was walking down the street, some guy pulls over and tells me he'll give me \$50 to (have oral sex with him). So I did. That's how it usually gets started. Somebody offers the kids money. They're hungry. They got kicked out of the house. Sex is a natural thing, it's not too difficult. They want you to do it, so you do it."

When youth trade sex for a place to sleep or a meal, they may not perceive what is happening to them as prostitution or sexual exploitation. They see themselves as surviving, doing what they must to get what they need. Yet, on the streets, every homeless youth faces sexual exploitation. Some find alternative means of surviving, but many, at one time or another, engage in survival sex.

CONNECTION BETWEEN RUNAWAYS, THROWAWAYS, HOMELESS YOUTH AND JUVENILE PROSTITUTES

The longer a youth is on the street, the more likely it is that he or she will engage in survival sex and other street survival strategies. Experienced agency personnel suggest that the length of time on the street is also a key factor in determining the types of approaches and services that will best meet the needs of the youth. In order to determine the appropriate level of intervention, five groupings or types of youth have been identified. These groups must be seen as a continuum because it is possible for youth to fit into some or all of the categories over a period of time if their needs are not met. The groups are:

First-time Runaways: These youth are most likely to be reunified with their families unless abuse is extensive. Youth and families generally require crisis and follow-up individual and family counseling. In cases of abuse, the youth is referred to Child Protective Services.

Chronic Runaways: These youth have runaway away three or more times either from home, foster or group homes or institutional settings. These youth are more difficult to reunite with their family than first-time runaways. If they have run from a foster or group home or institutional setting, there is a possibility that they will not be accepted back into substitute care.

Throwaway or Abandoned Youth: These youth have been abandoned by their parents or guardians or told to leave. Sometimes these youth can be "system failures", youth who "fall through the cracks". Throwaway or abandoned youth have no means of support, other than what they can provide for themselves.

Homeless Youth: These youth have no stable living situation and must support themselves. Generally, these youth are older teenagers and have been living on the streets for two months or more.

Juvenile Prostitutes: These youth support themselves by selling their bodies to adults. They may begin with "survival sex", e.g. trading sex for a place to stay, but over time they become more involved in prostitution. These youth, of all of the above groups, are the most distrustful of adults and services.

Service needs and approaches vary between the continuum of the first-time runaway and the juvenile prostitute, especially in regards to outreach, shelter, counseling, drug and alcohol treatment, employment, education, and health care. Most importantly, services must be flexible and targeted to meet immediate needs first. The longer the youth has been on the streets, the more time it will take the youth to decide to utilize the services. For example, a youth who has been prostituting for a year will probably have a difficult time conforming to rules, regulations and expectations. The youth may drop-out of the program several times before a commitment is made. According to agency staff, the key to success is to keep working with these youth and to continue to offer services. The length of time of the service must be expanded to accommodate the needs of these youth. The length of time allows the youth more time to explore their options and make choices that lead them away from exploitative situations.

In examining the differences in service needs and approaches of young people involved in prostitution, several specific areas were identified by the service providers. The remainder of this Chapter highlights the unique approaches that have been developed in working with juvenile prostitutes.

Outreach

Overall, juvenile prostitutes tend to be mistrustful of adults and social services agencies. Outreach workers try to establish long-term relationships with these youth, remembering their names so they can personally greet them the next time they see them. In establishing this street relationship, outreach personnel work on the premise that when youth are ready to access services, they will seek out the outreach workers. The outreach workers may tell them what free services are available and present these services as an alternative to the streets. They may also target them for AIDS education. The youth may accept a blanket, a cup of hot chocolate or a sandwich, condoms, and in some cases, bleach.

Shelter

Often times, what leads a youth involved in prostitution to a shelter is they want to be away from the streets for a few days. The youth may want to eat, to shower, and to sleep. They are tired and perhaps sick. They want peace and quiet. They do not stay long and prefer to go where no questions are asked and parental permission is not required. These youth may decide to access longer-term shelter and independent living programs when they face a crisis-- they have been raped or assaulted, they are tired of the streets, a friend has died, or they have tested positive for the HIV infection. They are more likely to access shelter services if trust with the agency providing the service has been established. The longer a youth has been on the streets, the more difficult it is to get off the streets. Intermediate and longer-term independent living programs are very difficult for them to adapt to since they are used to having very little structure in their lives. Generally, the longer a youth has been on the streets, the longer it takes them to stabilize their lives.

The youth who have a deep involvement in prostitution are more likely to go to agencies that a trusted outreach worker has told them about when they want to get out of the "life". Unlike youth involved in survival sex or those who identify as prostitutes but are on their own, pimped youth need protected shelter when they are hiding from their pimps.

Counseling

The counseling needs of all the sexually exploited youth are tremendous. Sandra McBrayer, the teacher at the Storefront in San Diego, says: "All the kids are abused. If they're out in the street, they're abused somehow. It's abusive for them out in the streets". Sexual exploitation, so prominent in the streets, raises many counseling issues for the street youth. They are likely to be engaging in survival sex--trading sex for drugs, shelter and food--as one survival strategy among others.

Any youth's self-esteem is affected when he or she has sex with a stranger in exchange for goods or money. One young woman in San Francisco describes her feelings:

"Back on Polk Street with that money in my pocket, I'd think about what it cost me. I didn't know that person, and that person took a part of me that I didn't want them to have. It takes your self-respect."

The combination of a sexual abuse history with prostitution can raise a complex set of psychological issues for these youth. Gary Yates, M.A., M.F.C.C., Director, CHLA, Division of Adolescent Medicine, Project PACE, says that sexually abused youth often believe that they are responsible for what has happened to them. He suggests group work to help abused youth see that they're not the only ones with such experiences.

Many front-line workers in the network have suggested that the sexually abused youngsters are more likely to engage in prostitution and "gay bashing" (beating and stealing from gay men) when compared to youth who have not been sexually molested. Liz Gomez, Case Manager at Los Angeles Youth Network says:

"A kid who's been sexually abused at home is probably more likely than one who hasn't been to start turning tricks. You learn to separate yourself from your body when you're abused. It makes it easier to turn a trick, maybe. It's not a new experience for them. Some of the gay bashing may also be a result of the victimization of the youth."

The youth who have pimps face special issues about control. Those tend to be young girls and young cross-dressers who pose as girls. According to Gary Yates, Director, CHLA, Division of Adolescent Medicine, Project PACE,

"With them, it helps a great deal to have a woman working with them as their therapist. The reason is that if they're involved in prostitution under control of pimp, they begin to look at all men as tricks."

Issues of sexual identity are common among most of the young men who are sexually exploited. According to Jan So, Case Manager at Gay and Lesbian Community Service Center:

"The fact that they're engaging in homosexual activities. . . and . . . don't even identify with being homosexuals, they consider themselves heterosexuals ... that affects their self-esteem and images of themselves."

So goes on to discuss how ego gratifying hustling can be for some of the youth. She says:

"The excitement is addictive. You get kids who are starting to stabilize and they'll go out there and pull a couple more dates to see if they can still do it. 'Am I attractive enough to have cars pull over for me?'. They hate themselves for doing it, but they enjoy that ego thing."

The counseling needs of the sexually exploited youth are multi-dimensional and require specialized, one on one intervention. All of the youth are abused in one way or another and suffer a loss of self esteem and the psychological ramifications. Some youth are less hurt than others, but many have been seriously damaged.

Drug and Alcohol Treatment

Most of the street youth use drugs and alcohol. Agency administrators and staff generally agree that the youth who are deeply involved in prostitution tend to use more drugs than other street youth, with the possible exception of youth

whose primary survival strategy is the drug trade. According to Susan Pearlman, Coordinator, Project PACE:

"... There's lots of (drug) abuse in the population that hustles. Lots of kids have severe problems. We have a huge problem finding in-patient drug facilities for anybody, including these youth. We find that they're non-discriminating about drug use. They're kind of waste-baskets, they'll use anything they can get. Other kids may be into specific drugs. It's my opinion that those in prostitution have a broader range of drugs of choice."

Drug use and abuse are symptomatic of deeper issues. The youth say they're happier when they're stoned, they laugh, they have fun. Sometimes it's the only time they have fun. Unfortunately, many of the youth tend to forget about basic needs, such as sleep or food when they are under the influence of drugs, and this may have long-term health consequences for them. Also, many of the drugs used are addictive and place the youth at high risk of HIV infection. For example, many youth will engage in prostitution (often unsafe sex) in order to support their drug habit. Although there are no data available on drug use and abuse in this population, there is consensus that drug abuse is a growing problem.

Drug problems can be ultimately resolved when the youth are ready to make a change in their lives. The longer a youth is on the streets, the greater the chances of their engaging in prostitution and extensive drug use. The service resources are the same for all the youth who have no family or money. Case managers say that in the case of an addicted sexually exploited youth, they may suggest drug and alcohol treatment, however treatment is generally not available due to cost.. With the youth in the shelters, Alcoholics Anonymous and Narcotics Anonymous meetings may be a central part of a case plan.

Employment and Training

On the streets, most of the sexually exploited youth meet peers who teach them about stealing, pickpocketing, robbing, drug dealing, hustling--surviving. The reality for youth is that money can be made engaging in illicit activities, sometimes more than working in minimum wage jobs. Yet, no matter how much money youth can make, very few ever get beyond survival. They need money to get by, daily. Their "overhead" includes hotel rooms, food, clothing, toiletries and drugs. Some youth have obligations towards peers who may have helped them at another time. Some of the youth are "punked" by others, who extort money from them. All youth, especially those who engage in prostitution, are in danger of being beaten and robbed--"bashed" by others on the street. Pimps are also expensive, demanding a significant percentage of earnings.

It is difficult for these youth who have few skills, limited formal education, low self-esteem, no permanent address nor identification, to find "legitimate" ways of surviving. Some of the youth may find jobs and keep them. Others may be

motivated enough to successfully work their way through some of the independent living programs. The financial competition from the streets is fierce and many of the youth have the illusion that they can make lots of money by working the streets.

Sexually exploited youth often require assistance in their transition to employment. Many of them have never held a job. They are unfamiliar with the responsibilities of finding and keeping a job. The job search can be overwhelming and frustrating, especially for youth who suffer from low self-esteem. Employment programs often require pre-vocational training. The youth are given assistance with job applications, the interview process, and tips on communicating with employers. Over time, a youth may have the necessary confidence to look for work. In addition, providing volunteer or stipended work experience within the agency, and placement in one to two-day paid jobs help the youth adjust to the working world. Often, this experience translates into a sense of accomplishment on the part of the youth. At Central City Hospitality House, staff report that it often requires two to three full-time job placements before a youth can stabilize on their job sites. Overall, job programs are tailored to meet the needs of the individual youth given the constraints of available jobs and low pay scales.

Education

According to the teachers at Larkin Street Youth Center and at the Storefront, the majority of the sexually exploited youth have failed at school. They see no benefit in it. Teachers try to build educational programs that provide one-on-one tutoring, alternative curriculums, self-esteem building, and expanded hours to meet the needs of all of the street youth. Adele Brookman, teacher at Larkin Street Youth Center says: "Very often the youth that are hustling (prostituting) are the same kids who are on drugs. These are the least likely to approach me or let me approach them for schooling." Sandra McBrayer, teacher at the Storefront adds:

"I tend to be harder on the hustlers (juvenile prostitutes) because they're more productive. They know grams, ounces and pounds, they figure things out. They're entrepreneurs, although it's illegal. They've gone into business for themselves when they're 15. They're getting clothes, lunch, etc. They all use drugs... It's hard to teach someone who's high but it's not impossible. You can teach them."

Teachers face specific issues in attempting to educate the sexually exploited youth. Most of the youth have failed in school and education is not a high priority for those who face survival issues daily. However, the teachers at the Storefront and Larkin Street Youth Services have found that if the youth feel accepted and safe and if the curriculum is challenging, youth will attend on-site schools and will work on educational goals.

Health Education and Care

All sexually exploited youth are targeted for AIDS education as they are at serious risk of HIV infection. Those who have unprotected sex the most are at a proportionally greater risk. Although there is no data available on condom usage in the street youth population, some of the youth are not using safe sex practices. It's vital that they all continually hear about AIDS and how to protect themselves from the disease.

At CHLA, Division of Adolescent Medicine, Project PACE Coordinator Susan Pearlman describes how medical practices may differ for the most sexually active youth. She says:

"There are different medical needs in terms of sexually transmitted disease screening and treatment. Health education needs as related to sexual activity are different... If we knew someone was hustling, we'd do a more in detail in-service about usage of condoms. The doctor may want to do more of a medical screening if someone has 50 partners a week versus someone who's with just a few persons."

Medical services and health education differ according to how sexually active a youth may be. Sexually exploited youth often times will seek only medical care when they are sick or have symptoms of a sexually transmitted disease. A trusted physician can encourage a youth to seek other services to help the youth off the streets.

CHAPTER III.

THREE MODELS FOR INTERVENTION

INTRODUCTION

Any community that has documented the needs of its children and youth and plans to develop a service model to intervene in the problem of child sexual exploitation, must address four major organizational issues. They are 1) the philosophy of the intervention, 2) the organizational structure, 3) the structure of services and 4) the staffing structure. This chapter will describe how each of the three Child Sexual Exploitation Intervention Program grantees originally envisioned their service model and what changes, if any, were necessary to modify the original proposal. The three models illustrate different community approaches and are not intended as the ideal solution for any community. Each community must carefully develop its own approach as described in Chapter IV-Planning and Implementing a Successful Project.

PHILOSOPHY

The philosophy of a service organization guides and binds its existence. It is operationalized in a variety of ways. For example, how the staff relate to the clients and the community; and how the staff are treated within the organizational context; provide insight into the organization. The philosophy also directs the recruitment of board members and other volunteers as well as resource development efforts. In short, the organizational philosophy determines every aspect of the agency.

Regardless of whether it is written or not, and regardless of its clarity and formality, an organization's philosophy can be perceived by clients, staff, and community members. Many organizational experts believe that effective organizations must have an explicit philosophical base around which structure and services are developed. Effectiveness appears to involve philosophies that commit staff and volunteers to the organization, build an organization that is responsive to community needs and possibilities, and challenge the organization to remain creative, cohesive and consistent.

Philosophical Themes Common To All Projects

When discussing the Child Sexual Exploitation Intervention Program with almost any of the project staff or volunteers, a clear theme emerges: youth empowerment. All projects state they want to provide the youth with various options that allow them to make decisions about their own lives. Yet, in actuality, staff cannot easily watch young people drift further and further into street life, putting themselves at risk and refusing to obtain needed care when

care is available. While this is a very troublesome issue (and some attribute the resultant frustration to a high staff turnover rate), many of the staff assert that to truly empower youth, they must be allowed to make their own decisions within their time-frames. Staff work diligently with youth to define options and consequences and they must trust in a youth's decision-making ability.

Rules about how many times a young person can return for services reflect on the organization's philosophy. Many staff stress that youth need to know they can return for services as many times as they want. Staff want the youth off the streets and can provide the methods and resources to get them off. Yet a young person must first make a commitment to change his or her life. For most street youth, making that commitment is difficult. All project staff indicate that it can take from six months to two years to assist a youth off the street. Simply put, Diane Flannery, M.S.W., Project Director, Larkin Street Youth Center, says:

"One thing is to never give up on these kids. A lot of the other homeless agencies give up too quickly. The kids are put in programs, if they don't do perfectly, they are discharged and told to leave. This is ineffective. Don't give up, be willing to try things you wouldn't normally try. You can't have a rigid model and try to fit them into it."

Another, more implicit, philosophical theme values collaboration among various service providers because working together provides for a stronger, more effective service network. While some projects have been more successful than others at collaboration, all the projects have attempted to better serve sexually exploited youth by combining forces and cooperating.

Central City Hospitality House. Project Turnaround--San Francisco

Project Turnaround, administered by Hospitality House, includes services from Larkin Street Youth Center, CAL-PEP, Youth Advocates and Youth News and California Coalition for Children Youth and Families. According to Anne O'Halloran, Program Director of the Youth Department of Hospitality House:

"The philosophical approach of Project Turnaround is that intervention and treatment can only occur when the youth is ready. The key is to be available to the youth at all times and to recognize and respect their individual needs. Project Turnaround is able to transition youth from the streets to stabilization by providing outreach on the front end, counseling and case management support, and housing for when they are ready to make that move."

In describing the organization of Project Turnaround, Susan Canavan, Project Supervisor, Hospitality House states:

"The strength of the system (Project Turnaround and its subgrantees) is that there is enhanced communication. The whole network is willing to go that extra mile for the kids. There is a philosophy to empower the kids and teach them to make positive choices for themselves. Kids are never thrown away from the program, Hospitality House works with them until they are ready to work with the program."

Project Turnaround's service network has been strengthened by including CAL-PEP. The California Prostitution Education Project (CAL-PEP) developed by members of COYOTE, the prostitutes' rights advocacy organization, provides educational programs for prostitutes and informs the public about various aspects of prostitution. CAL-PEP provided outreach services for Project Turnaround, and its outreach team included ex- and currently working prostitutes. While CAL-PEP/COYOTE seek to decriminalize prostitution, their philosophy holds that prostitution is a legitimate profession. Some CAL-PEP workers disagree with the ways shelters operate. They argue that the rules and expectations of the other agencies in the network are too restrictive and keep some of the youth away.

Despite the differences in approach, the comments of Michele McGee, Program Director, Youth Advocates sum up the philosophical approach of most staff interviewed from Project Turnaround:

"Be very patient and realize that these kids will not follow-through right away. You need to be flexible while having structure and control. Otherwise, they will walk all over you. You have to provide a multi-service approach. A lot of the kids are not capable of insightful therapy, you have to meet other needs and be creative and come up with alternative ways of reaching them. If something works, do it! It's hard to have a formula; you need individual case plans, that's what is so stressful about this work. You need individual plans, which take a lot of energy and effort, and you have to connect with them, otherwise, forget it. One of the things that hooks kids in here (the shelter) is the fact that the house is organized, structured, safe. It's important that it's not chaotic here."

CHLA, Division of Adolescent Medicine, Project PACE--Los Angeles

Project PACE is a multi-service collaboration designed to serve youth involved in juvenile prostitution. The Division of Adolescent Medicine at CHLA administers the collaboration and its leadership has motivated all participating agencies to work closely together on service and funding issues. According to Gary Yates, Project PACE Director, "The philosophy of Project PACE is that one agency alone can have little impact, while many working closely together can

make a difference." Through collaboration, participating agencies provide specialized services that together form a comprehensive service network. The network provides medical services, outreach programs, emergency and long term shelter, counseling and independent living skills training. Additionally, according to Yates,:

"It's the Division of Adolescent Medicine at CHLA bias that for any system to be more effective, it requires at least a common language to talk about things. The (collaborative staff) training provides that. You can talk about sexual abuse of adolescents and teen prostitution. That changes the language used in the agencies and provides a common ground."

But, members of the network see something else that is as important to the philosophical underpinnings of Project PACE Coordinating Council. According to Donna Weaver of the Gay and Lesbian Community Services Center,:

"Before the Coordinating Council there was no coordination. Gary (Yates) brought it together. Before that, everyone was operating in a vacuum without thinking about the greater picture. Gary (Yates) brought most of the agencies together to ensure everyone's services are maximum for the clients. In the past two years, (participating) agencies have come together."

Project PACE participating agencies also have forged a strong agreement concerning service delivery philosophy as articulated by Richard MacKenzie, M.D., Director, Division of Adolescent Medicine, Childrens Hospital.

"You cannot help a victim. What you can help is a person who is being victimized. The difference here may seem subtle. But it is this very difference upon which our Project PACE philosophy is based. Victims are helpless and powerless. The youth who has been victimized can be empowered to make a change.

As helping professionals and caring individuals, we usually respond by wanting to do things for, or give things to, teenagers in need. And yet by so doing, we take away from the individual's sense of competence, esteem and personal power. So, in this case, by giving, you often take away. Working with these youth requires very special skills, in addition to knowing exactly when to apply them."

Further, Dr. MacKenzie states:

"Labelling tends to promote the concept of the individual as a victim. The person is not their behavior. Developmentally their behavior (the youth who prostitutes) serves a purpose--often one of survival."

San Diego Youth and Community Services. The Storefront--San Diego

San Diego Youth and Community Services (SDYCS) developed a partnership with two other local agencies, METRO and Catholic Charities, to open the Storefront. SDYCS holds as a strong community development philosophy and has been a leader in developing networks of services in San Diego County. According to Liz Shear, Executive Director of SDYCS, the agency's purpose is:

"To create and promote networks of mutual support for youth, families, elderly and communities toward the enhancement of their individual, social, economic and political options."

As a member of the partnership, Jim Mishler of METRO states:

"SDYCS initiated the project (the Storefront) and has taken METRO's role seriously. SDYCS has been generous to METRO in sharing the attention. The three Executive Directors (SDYCS, METRO and Catholic Charities) interact well with one another in running the program; there is a strong partnership and shared ownership of the program."

The service delivery philosophy of the Storefront is based on the assumption that youth need a value system by which to structure their lives. The Storefront uses a value based system which permeates all staff interactions with youth. The five values are honesty, responsibility for self, caring for others, fairness and forgiveness. Marty Bogen, SDYCS Program Director is of the opinion that shelters, prisons and juvenile halls all encourage victim mentality. He is trying to change that belief system at the Storefront. He believes that a shelter won't work if it's run too tightly. According to Bogen, "Something is happening here. . . The kids are quietly working on their school work; kids are showing up for counseling. The Storefront model fits these kids."

ORGANIZATIONAL STRUCTURE AND COMMUNITY CONTEXT

Each of the Child Sexual Exploitation Intervention projects developed different organizational structures to address the issue of juvenile prostitution in their community. Case examples for each of the three projects illustrate the need for a community to plan collaboratively. Organizational structures which can meet the needs of these young people are not easily created. The community's reaction and support must be considered as the structures are planned.

Central City Hospitality House. Project Turnaround--San Francisco

Before the Child Sexual Exploitation Intervention Program existed, the OCJP funded a Homeless Youth Pilot Project in San Francisco in 1986. The major youth serving agencies decided to collaborate and offer a network of services instead of competing against each other for the funding. The organizations that

elected to join the Homeless Youth Network and perform the following functions were:

- o Catholic Charities (administration of the grants and extended care)
- o Diamond Street Youth Shelter (shelter, food and counseling)
- o Central City Hospitality House (shelter, food, case management, employment and training and independent living)
- o Larkin Street Youth Center (outreach, drop-in medical screening and counseling)
- o Youth Advocates (family reunification, shelter, food and counseling)

In 1987, the Request for Proposal (RFP) for the Child Sexual Exploitation Intervention Program was issued. As stated by Hospitality House in their proposal:

"Every year thousands of youth come here fleeing intolerable homes; and find themselves without means of support and very susceptible to involvement in prostitution. Twenty-five to thirty percent of the youth served by the Homeless Youth Network admit to involvement in prostitution, and we have not been as successful in providing alternatives to prostitutes as we have to other runaway and homeless youth. Existing programs simply do not meet the need for specialized and coordinated services for hundreds of boys and girls involved in sex trades. No street intervention is currently being offered to girl prostitutes. Counseling is not available to youth who are still working. Services have not been adequately coordinated and prostitutes have not integrated well into community-based programs currently available to homeless youth. Finally, there is no shelter facility appropriately staffed and situated to enable a young person to transition out of prostitution."

According to Anne O'Halloran, Program Director of the Youth Department of Hospitality House:

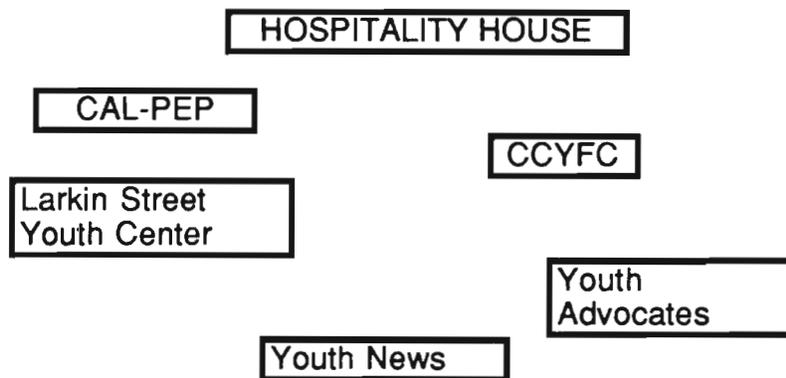
"Prior to the Child Sexual Exploitation Intervention Program RFP, Hospitality House had expressed an interest in expanding services to its clients who were engaging in survival sex. They (staff) found that this population was having difficulty succeeding in their two month stabilization program and required additional attention and time. In recognition of this need, the Homeless Youth Network supported Hospitality House's application for juvenile prostitution monies."

Therefore, in its proposal, Hospitality House agreed to:

- o Provide overall fiscal and administrative coordination of a grant from OCJP Child Sexual Exploitation Intervention Program
- o Provide street outreach, crisis counseling, case management, independent living skills training, employment assistance and 24-hour safe shelter for juvenile prostitutes.

- o Develop and monitor subgrants with other private non-profit agencies to provide required services not directly provided by Hospitality House.
- o Provide coordinative functions to develop and facilitate comprehensive services. This will include sharing information with public agencies about the scope of services provided and procedures for making referrals.
- o Prepare necessary reports, service as liaison with the Office of Criminal Justice Planning.

In their role as administrative agent, Hospitality House developed subgrants for a specific dollar amount with Larkin Street Youth Center, CAL-PEP, Youth News and CCYFC. The organizational relationship for Project Turnaround is displayed below:



Additionally, Memoranda of Understanding (MOUs) were developed with the following referral agencies: the San Francisco General Hospital Teen Clinic, Child Sexual Abuse Resource Center and the San Francisco District Attorney. Further, Hospitality House obtained letters of support from the Juvenile Probation Department, San Francisco Police Department, Sheriff's Department, Juvenile Court, Department of Social Services, Community Mental Health Services, Mayor's Criminal Justice Council, Delinquency Prevention Commission, Coleman Advocates for Children and Youth, and Catholic Charities.

Almost eight months into the first year, Hospitality House added Youth Advocates as an additional subgrantee. Hospitality House had been unable to secure an adequate facility and decided, therefore, to subgrant with Youth Advocates for additional shelter beds.

In terms of fulfilling its coordinating role, Project Turnaround holds bi-weekly meetings for the providers of the Homeless Youth Network: one meeting reviews all clients in the Network; and a second meeting identifies high-risk clients, discusses client treatment plans and strategizes means to access services. A monthly outreach meeting is held for agencies participating in Project Turnaround to discuss trends on the street and methods to conduct more effective outreach. There is also a monthly programmatic meeting for Project Turnaround service providers to discuss the implementation of the project, service delivery, client needs, and coordination efforts. Additionally, in

order to maintain contact with the administrators of public and private agencies serving this population, the staff attend a a number of task force meetings that monitor service delivery for youth throughout San Fransisco.

Project Turnaround did experience some difficulties in establishing cooperative, "non-turf" oriented relationships among its subgrantees. However, the services network has improved since coordinating meetings were instituted. These meetings are held between Hospitality House, Larkin Street Youth Center and Youth Advocates. Clearly, a stronger collaboration can be forged through frequent meetings to discuss common issues and problems.

Within Hospitality House, the Child Sexual Exploitation Intervention grant is administered in the Youth Department which is headed by a Director. All staff involved in providing services to juvenile prostitutes report to the Director who is a member of the overall management team of Hospitality House and responsible for the planning and operations of all youth related activities of Hospitality House. The Director of the Youth Department reports directly to the Associate Director.

CHLA, Division of Adolescent Medicine, Project PACE, Los Angeles

The Division of Adolescent Medicine at CHLA developed a coordinated, comprehensive system of services to victims of juvenile prostitution using a collaborative model with other youth serving providers in Los Angeles. This network of services was built over a five year period through the Division's High Risk Youth Project which was funded by the Robert Wood Johnson Foundation to provide consolidated health services to high risk young people in the Hollywood/Wilshire area. Later in 1986, the Division of Adolescent Medicine was awarded the OCJP Homeless Youth Pilot Project grant which proposed a collaborative service delivery system that included eleven participating agencies. During this time, the Division of Adolescent Medicine organized the agencies operating in the Los Angeles area into a Coordinating Council for Homeless Youth Services. The Council meets at CHLA on a quarterly basis and provides input and advice into program design, function and direction. It also serves to identify gaps and overlaps in services.

In 1987, the RFP for the Child Sexual Exploitation Intervention Program was issued, the Coordinating Council agreed that the Los Angeles response should be a collaborative service system and that CHLA, Division of Adolescent Medicine should be the administering agent. As stated by the Division of Adolescent Medicine in their proposal:

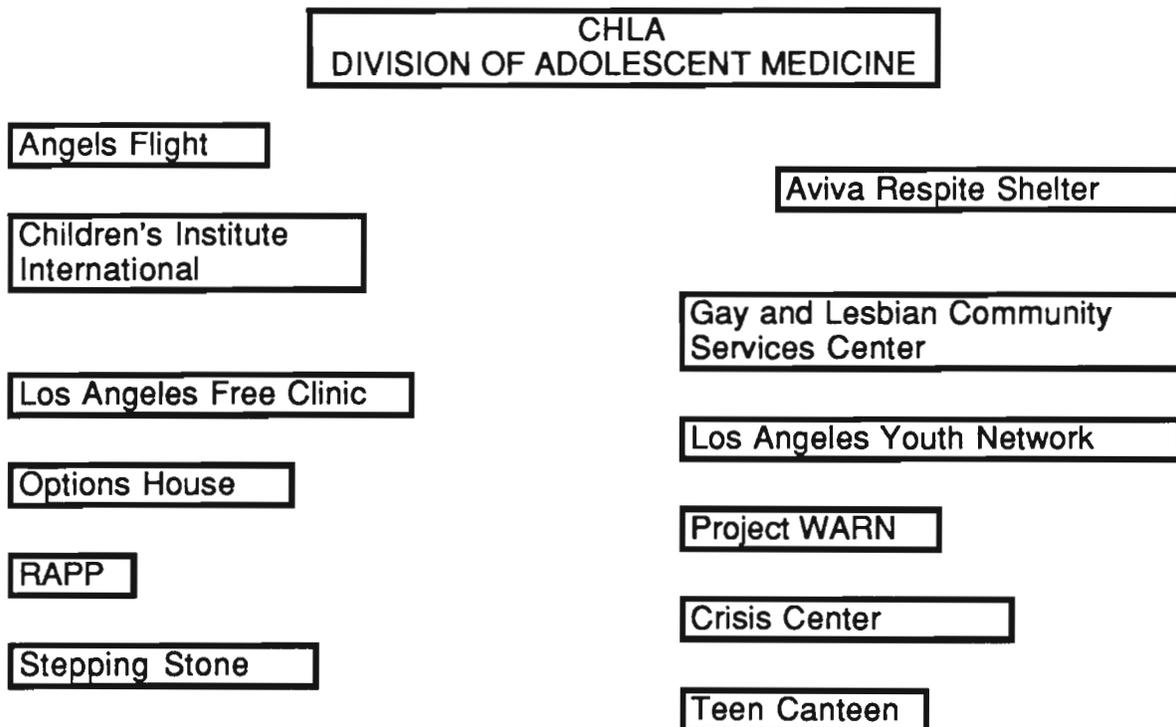
"All too often, social service agencies focus their energies on their own activities and fail to communicate effectively with one another. The gap between public and private agencies can be particularly wide. For example, there is frequently a lack of communication between youth serving agencies and local law enforcement, fueled by mutual distrust. When this happens, young people in need can 'fall through the cracks' and fail to receive the help they need."

This project was called Project PACE (People Against Child Exploitation). Agencies selected to participate because of their service delivery expertise include :

- o Los Angeles Youth Network for provision of shelter, case management, crisis intervention, food, long-term stabilization and transportation services;
- o Gay and Lesbian Community Services Center for outreach, counseling and case management;
- o Angels Flight of Catholic Charities of Los Angeles for outreach services, counseling and case management;
- o Teen Canteen of Travelers Aid Society of Los Angeles for outreach services, counseling and case management;
- o Runaway Adolescent Pilot Project of the Los Angeles Department of Childrens Services for counseling, assessment, shelter and case management service,;
- o Options House for shelter and referral services;
- o 1736 Crisis Center for shelter and referral services;
- o Stepping Stone for shelter and referral services;
- o Aviva Respite Shelter for shelter and referral services;
- o Project WARN for outreach and AIDS education;*
- o Children's Institute International for training in child sexual exploitation available to all members of the Project PACE.;* and,
- o Los Angeles Free Clinic to provide medical services.*

*(These agencies were added several months into the grant year.)

The organizational relationships of Project PACE are illustrated below:



Additionally, CHLA, Division of Adolescent Medicine obtained letters of support from the Sexual and Child Abuse and Neglect Committee of Childrens Hospital, the Los Angeles Probation Department, the Los Angeles Police Department, the City of West Hollywood, the Salvation Army, the Los Angeles Department of Mental Health, Los Angeles Free Clinic, and the Los Angeles District Attorney and Children of the Night.

In the role as administrative agent, CHLA, Division of Adolescent Medicine agreed to:

- o Provide overall fiscal and administrative coordination of the grant from the OCJP Child Sexual Exploitation Intervention Program.
- o Provide medical screening and treatment to victims of juvenile prostitution through its High Risk Youth Program.
- o Develop and monitor grants with other private non-profit agencies to provide services to juvenile prostitutes.
- o Coordinate the development and facilitation of a comprehensive range of services.
- o Provide for the implementation of a media campaign to inform at-risk teenagers and the community of available services.
- o Develop and maintain a data collection system to document type of clients and services provided.
- o Prepare necessary reports and provide liaison with OCJP.

Several months into the grant, three new subgrantees were added. Project WARN was added to provide outreach, counseling and education to Hispanic teens. Children's Institute International was selected to provide the training on child abuse and juvenile prostitution. The Los Angeles Free clinic was added to provide medical screening and care.

San Diego Youth and Community Services. The Storefront--San Diego

San Diego Youth and Community Services (SDYCS) provides services to juvenile prostitutes through a single shelter site--The Storefront. Even though the agency had been providing services to runaway and homeless youth since its inception almost twenty years ago, SDYCS did not begin to examine providing specialized services to juvenile prostitutes until 1980.

At that same time, the National Network of Runaway and Homeless Youth, (a youth advocacy membership organization which SDYCS is a member) began to hear from member agencies across the county that some of the youth that were being seen in shelters were involved in prostitution. As a result, the National Network convened a "think tank" on the issue of juvenile prostitution and SDYCS participated in the effort.

After some initial research and conversational interviews, the SDYCS Executive Director met with the Chief of Police about the issue of child prostitution.

According to Liz Shear, SDYCS Executive Director: "He said there was nothing he could do about it, there was no way the police would touch or penetrate organized crime." Nonetheless, SDYCS decided that it must remain involved with the issue of child sexual exploitation.

The beginnings of the Storefront were set in motion in 1984 when a Superior Court Judge called for a meeting with Catholic Community Services, METRO and SDYCS to discuss the issue of juvenile prostitution. As a result, a service delivery collaboration was formed and was called CASE (Community Against Sexual Exploitation). In addition to SDYCS, Catholic Community Services and METRO, a broader coalition was formed which included social service agencies, police, courts, hospitals and religious organizations. Catholic Community Services and METRO, who were part of the ecumenical movement had strong experience in community organizing and fund-raising. SDYCS had expertise in providing services to youth and a proven record in fundraising. It was determined that SDYCS would take program operation responsibility, while Catholic Community Services and METRO would raise funds and provide community education.

The collaborating agencies agreed that an in-depth picture of juvenile prostitution was needed, so each agency contributed monies to commission a survey. A survey was to interview street youth and service providers. San Diego Youth and Community Services collaborated with San Diego State University to conduct an incidence study on street youth and prostitution. The "Teenage Prostitution Research Project" estimated that there were about 500 street youth in San Diego at any given time and at least 250 of the youth were involved in prostitution. The San Diego Juvenile Court and Probation Department also indicated that juvenile prostitution appeared to be on the increase and that law enforcement efforts had been ineffective in coping with the problem.

The ensuing report, which carried the Judge's signature, was made public at a press conference and the issue of juvenile prostitution began to be framed as child abuse or child sexual exploitation. The local media was very interested in the issue and very good relationships with the press began to develop. Currently, many of the reporters remain very interested in this issue and have reported it in a sensitive manner, always educating the public of the child abuse/sexual exploitation issue. Additionally, Parade Magazine also provided press coverage which further heightened community awareness.

The Storefront was first opened between October, 1985 to July, 1986. It was closed when the site lease expired. A new site was found in late 1986, and a renovation grant was secured from the California Department of Housing and Community Development. The renovations took almost a year to complete; however volunteers continued to provide street outreach and staff continued to raise funds for the shelter. Finally, the renovations were completed and a conditional use permit was issued. Around this time, the Office of Criminal Justice Planning issued the RFP for the Child Sexual Exploitation Intervention grant. SDYCS applied and was awarded a grant. Therefore, the Storefront

was reopened in February, 1988 and was immediately inundated with street youth seeking shelter in the twenty bed facility.

The Storefront collaboration is an evolving partnership between SDYCS, METRO and Catholic Community Services. SDYCS operates the Storefront and coordinates all resource development activities. METRO, through its many member churches, provides meals for the Storefront. Church volunteers take turns providing prepared meals for the Storefront. The estimated in-kind contribution is over \$25,000 per year. Catholic Community Services continues to provide assistance in fundraising.

In order to provide strong referral linkages with various agencies in San Diego County, SDYCS obtained a Memorandum of Understanding (MOU) from a variety of public and private services that would be available to young people involved in prostitution. The following MOUs were obtained: County of San Diego Juvenile Court, County of San Diego Probation Department, Downtown Health Services, County of San Diego Department of Social Services, San Diego County Court Schools, Children's Hospital and the San Diego District Attorney.

STRUCTURE OF SERVICES

Central City Hospitality House, Project Turnaround--San Francisco

In preparing to respond to the Child Sexual Exploitation RFP, the planning group was most concerned over the lack coordinated and specialized services including shelter and outreach for youth involved in prostitution. Therefore, the Hospitality House proposal stated that Project Turnaround "would provide staffing to allow for 1) enhanced and augmented outreach and counseling efforts specifically targeting young prostitutes, 2) improved coordination of services and referral mechanisms, and 3) 24-hour staffing of the Hospitality House Shelter facility. It would also allow for the shelter to be relocated to a larger facility in a neighborhood which is safer and further away from prostitution activity. Funding to cover travel expenses would increase our capacity to provide free transportation and accompaniment to youth. A crisis hotline, a publicity campaign, and community education efforts would be instituted. Counseling, case management, employment assistance, educational tutoring, independent living skills training and medical services currently provided will be continued at no cost to the project."

The network of services was proposed to be organized as follows:

- o Hospitality House provides street outreach, crisis counseling, case management, independent living skills training, employment assistance and to relocate it's current shelter to provide a 24-hour safe shelter for youth engaged in juvenile prostitution;
- o Larkin Street Youth Center provides street outreach to youth prostitutes, on-site medical screening and referrals as needed to

medical services, a staffed drop-in facility which offers group, individual, drug and AIDS education counseling, educational and tutorial services to assist youth in receiving a high school diploma or GED;

- o California Prostitution Education Project provides street outreach, individual and group counseling to juvenile prostitutes and will coordinate efforts with other street outreach agencies;
- o Youth News conducts a publicity campaign through print, radio and television which will inform juvenile prostitutes of services that are available and to assist Hospitality House in developing written materials to be in community education efforts and to inform other professionals about the specialized needs of juvenile prostitutes;
- o The California Runaway Hotline, operated by CCYFC, provides a toll-free 24-hour, seven-day per week telephone hotline which will provide crisis intervention and referral for juvenile prostitutes; and,
- o Youth Advocates provides shelter services to child victims of juvenile prostitution through its youth shelter, Huckleberry House. Additionally, Youth Advocates will provide on-site medical screening and referrals, accompaniment services and information and referral.

Specifically, the synopsis of service organization is as follows:

Project Turnaround provides outreach in three San Francisco neighborhoods where prostitution is prevalent. Outreach workers provide counseling, AIDS prevention education, hotline numbers and referral information. Youth learn of Project Turnaround services from outreach workers and at the drop-in centers operated by Larkin Street Youth Center and Hospitality House.

Hospitality House and Youth Advocates provide shelter services. Hospitality House operates a ten bed shelter and will move into a new twelve bed facility during the second year of grant. The Hospitality House shelter program offers services up to six months. The Youth Advocates subgrant specifies the provision of two shelter beds. Additionally, Hospitality House offers seven transitional living beds through its Hotel Program. Therefore, Project Turnaround offers twelve shelter beds and seven transitional living beds. Options for youth utilizing shelter beds include family reunification, alternative placement or independent living skills.

Hospitality House, Larkin Street Youth Center, and CAL-PEP provide on-going individual, group, and drug counseling to youth involved in prostitution. Counseling includes emotional support, assertiveness training, self-esteem building, problem solving and self-empowerment; as well as AIDS education and referral information. Educational tutoring and medical screening are offered at Larkin Street and health education and case management services are available at Larkin Street and Hospitality House. Youth assigned a case

manager will be provided with individual counseling, service coordination, survival assistance and transportation and accompaniment to necessary appointments. These services are available to youth who are currently working as prostitutes and to those who choose to leave the street life.

Youth who want to be self-sufficient are enrolled on the Independent Living Skills program. The youth attend workshops, receive employment assistance and are required to save 80% of their earnings. Once a youth has stable employment and is prepared to leave on-site supervision, the youth can move into on the the transitional living hotel rooms and is provided with off-site supervision. Support services are offered by Hospitality House to youth living independently as long as the young person requests services.

Additionally, Hospitality House has subgranted with the California Runaway Hotline, operated by the California Child, Youth and Family Coalition, to provide 24 hour, seven day a week hotline telephone services. Youth News, a youth run media group, will develop and implement a publicity campaign.

CHLA. Division of Adolescent Medicine. Project PACE--Los Angeles

Project PACE provides a coordinated system of services to victims of juvenile prostitution in Los Angeles. Most services are located in Hollywood, but services such as shelter and outreach extend to other areas in Los Angeles county frequented by youth involved in prostitution. These include Santa Monica, Van Nuys, Hermosa Beach, Central City, East Los Angeles, Echo Park and South Central. Project PACE offers four major service components: 1) outreach, 2) comprehensive medical and psychosocial care, 3) short-term crisis/emergency shelter; and, 4) long-term stabilization shelter and case management. The following describes the organization of each major service component.

Originally three subgrants were developed with existing outreach agencies in the Hollywood. These subgrants ensured that more young people who were engaged in prostitution could be contacted on the streets. Subgrant agencies were Angels Flight, Gay and Lesbian Community Services Center, and Teen Canteen. During the course of the grant year, one outreach service provider, Project WARN was added. It should also be noted that the Hollywood Division of the Los Angeles Police Department provides outreach services when it refers youth directly to the Los Angeles Youth Network shelter.

Comprehensive medical and psychosocial care comprise the second service component. Based on experience with homeless youth, staff found the most effective initial intervention could be conducted through the physician-patient relationship. In the words of Project PACE:

"If physicians demonstrate a genuine concern for their well-being, young people will reveal personal problems that they would not readily share with anyone else. A medical complaint (e.g., sexually transmitted disease) can open the door to the treatment of a whole range of health

and psychosocial concerns. Rather than merely treating the presenting problem--a shot of penicillin for the sexually transmitted disease--physicians involved in the Program are trained to work with young people as "whole persons". In the course of the medical examinations, physicians conduct a psychosocial interview with their young patients in order to determine further areas of need which may be present such as food, shelter, job, mental health and drug abuse counseling. If such needs are identified and if the young person wants assistance in any of these areas, the physician introduces them to another member of the interdisciplinary team (social worker, counselor, health educator, etc.) who will take over from there."

Youth clinic services are provided conjointly by the Los Angeles Free Clinic and CHLA, Division of Adolescent Medicine. Child sexual abuse evidential examinations are provided by Childrens Hospital as an in-kind contribution to Project PACE.

The third service component offers short-term crisis shelter. Through Project PACE, 44 crisis shelter beds are available. These shelters, Options House, Stepping Stone, 1736 Crisis Center, each provide six beds with a two week maximum stay. Aviva Respite Shelter provides six beds with a thirty day maximum stay and Los Angeles Youth Network provides twenty beds with an emergency 72 hour stay. Additionally, there are 36 Status Offender Detention Alternative (SODA) beds available through the Los Angeles County Probation Department.

Each shelter has developed a "specialization" for a particular type of youth population. For example, Angels Flight works with younger, recent runaways while Los Angeles Youth Network works with the older, more sophisticated street youth. When referring to other shelter agencies, the referring agency takes the particular "specialization" into consideration.

The fourth service category, long-term shelter and case management, is provided by three of these agencies. First, the Los Angeles Youth Network operates a twenty bed facility with case management services. In addition to emergency services, Los Angeles Youth Network offers a sixty day transitional housing program designed to help young people off the streets. The youth work closely with their assigned case managers on weekly goals. Their ultimate goal is to select and work towards getting an appropriate living situation. Such a situation could be reunification with the family, alternative placement, independent living or any other safe and non-exploitative arrangement. Second, Stepping Stone offers a four bed stabilization program where youth can stay up to nine months. Third, the Gay and Lesbian Community Service Center offers a long-term residential program, Citrus House, with 24 beds and a 60 day maximum stay.

San Diego Youth and Community Services. The Storefront--San Diego

The Storefront offers a wide variety of services to youth who are involved in prostitution. Unlike the San Francisco and Los Angeles models, the Storefront is a "one-stop" facility where all services are offered on-site. The goal of the Storefront is to provide alternatives to youth involved in prostitution to allow them to leave the streets permanently. Services are structured to allow for maximum flexibility to meet individual needs--taking into account that the young person may be ambivalent about leaving the streets. Services are offered in a two tiered approach--outreach and crisis related services like medical attention, food and shelter or a longer term stabilization period offering housing, independent living skills training as well as educational and vocational training.

In order to inform street youth about the Storefront, staff and volunteer outreach teams spend time in areas of San Diego frequented by street youth. Staff contend that their most effective source of referrals to the Storefront comes from the youth on the streets, who frequently either bring in first time runaways or tell staff where they are and to "go get them before they get hurt." The outreach workers are the link between the youth and the services available. Youth also learn about the Storefront through the California Runaway Hotline which is operated by the California Child, Youth and Family Coalition (CCYFC). SDYCS has subgranted with CCYFC to provide hotline services for this project. CCYFC operates an extensive state-wide media campaign advertising the California Runaway Hotline and utilizes an 800 number, the call is free to the young person.

The Storefront offers walk-in crisis counseling, emergency telephone service, referrals, assistance in obtaining health care, accompaniment services, education workshops (such as drug education, AIDS prevention, and birth control and STD information), self-help groups (Alcoholics Anonymous, Narcotics Anonymous) and recreational activities. The Storefront is a twenty bed facility and is open from 8 p.m. to 8 a.m. seven days a week. Daytime services such as an on-site school, case management and independent living skill training are offered. There are two options for shelter. Phase 1 offers shelter for three days. Counseling is offered but not required. Food, referrals, showers and laundry facilities are available. If the young person leaves the shelter, they must wait one week before re-entering the shelter program. Phase 2 is called the stabilization phase which provides shelter up to three months. During the time in shelter, the young person must be working with their case manager to meet specific pre-determined goals and actively engaged in the Independent Living Skills (ILS) program. The ILS program teaches self-reliance and is based on a self-instructional curriculum. Youth in the program learn important life skills, e.g., managing money, finding an apartment, and finding a job; also, how to live a healthy lifestyle, how to get a better job by enrolling in an educational or vocational program, and where to find resources.

Youth in Phase 2 are also eligible to enroll in the on-site Summit School. The County Department of Education provides a certified teacher to provide educational assessment and instruction. GEDs are available through this school.

STRUCTURE OF STAFFING

Central City Hospitality House, Project Turn Around--San Francisco

In order to provide the range of services offered by Project Turn Around, Hospitality House developed the following staffing structure. It is important to note that this staffing structure represents xx% of the total project effort. Positions listed here represent the OCJP portion of funding only.

- o Program Coordinator - Administers overall grant, coordinate with subgrantees, conducts data collection effort, coordinate agency presentations. Reports to Program Director of the Youth Department;
- o Support Services Coordinator - Supervises outreach and shelter counselor staff. Reports to Program Director;
- o Outreach Worker - Provides street outreach to teenage prostitutes. Reports to Support Services Coordinator;
- o Residence Counselor - Provides on-site counseling and service coordination at the shelter.(support groups, outings). Reports to Program Director and Support Services Coordinator;
- o Shelter Counselor - Provides supportive counseling and living skills training to shelter residents. Reports to Support Service Supervisor; and,
- o Fiscal Manager - .Provide fiscal management to grant. Reports to Executive Director.

Other positions or services funded by this project through subgrant agreement include:

- o Drop-in center Counselor - Provides drop-in center counseling and services at Larkin Street Youth Center
- o Outreach Worker - Provide outreach at CAL-PEP
- o Media Specialist services - Youth News offers a product based service of a print, radio and television public relations campaign.
- o Telephone crisis intervention service - The California Runaway Hotline provides trained telephone counselors 24 hours, seven days a week to answer a toll-free, state-wide youth hotline.
- o Shelter facilities - Youth Advocates provides shelter, medical, accompaniment, information and referral services for a fixed price.

Project Turnaround did change its staffing structure during the course of the first year. Originally, the Support Service Supervisor was supervising more people and doing more community liaison work. When it became apparent that the responsibilities were unmanageable, responsibilities for community liaison were shifted to the Project Services Coordinator. Originally, there were two positions for an Outreach Worker, which was reduced to one. Now, the Outreach Worker teams up with the Outreach Worker from CAL-PEP.

The staffing chart for Project Turnaround is illustrated below:

(NOTE: The org chart submitted in the 4/28/89 re-application will be placed here)

CHLA. Division of Adolescent Medicine. Project PACE--Los Angeles

In order to provide the range of services offered by Project PACE, the Division of Adolescent Medicine developed the following staffing structure. It is important to note that this staffing structure represents xx% of the total project effort. Positions listed here represent the OCJP portion of funding only.

- o Project Director -- Administers the overall grant including budget, coordinates with subgrantees and OCJP. Reports to the Director of Adolescent Medicine at Childrens Hospital;
- o Project Coordinator -- Provides day to day management of the project, coordinates the staff training and provides direct services to youth seen in the clinic. Reports to the Project Director;
- o Physician -- Provides direct medical services to youth in Project PACE. Reports administratively to the Project Director and clinically to the Director of the Division of Adolescent Medicine;
- o Secretary -- Provides clerical services for Project PACE. Reports to the Project Director
- o Data Entry Clerk -- Collects and enters data. Reports to Project Assistant II;
- o Research Coordinator -- Manages the data collection system and report generation. Works with all subgrantees and provides technical assistance and training as required. Reports to the Project Director.

The remainder of the personnel for Project PACE are provided by the subgrantee agencies. Since the agencies are subgranting for the provision of services, each subgrant agency handles the staffing of the program differently. The following is a description of staff positions or items paid for through the subgrant agreement:

- o Los Angeles Youth Network -- Utilities and van insurance
- o 1736 Crisis Center -- Program Coordinator, Counselor and operating costs
- o Options House -- Counselors and operating costs
- o Stepping Stone -- Advocate and operating costs
- o RAPP -- Social Worker
- o Teen Canteen -- Casework Specialist
- o Gay and Lesbian Community Services Center -- .Assistant Director, Case Managers, Accountant and operating costs
- o Angels Flight -- Outreach Worker
- o Aviva Respite Shelter -- Counselor
- o Project WARN -- Outreach Worker
- o Los Angeles Free Clinic -- Clinic Coordinator and Lab Technician.

It should be noted that Children's Institute International also received a subgrant under Project PACE to provide staff training to the participating service providers.

The staffing chart for Project PACE is illustrated below:

(NOTE: The organizational chart submitted with the 4/28/89 reapplication will be placed here)

San Diego Youth and Community Services. The Storefront--San Diego

San Diego Youth and Community Services uses the following staffing structure to operate the Storefront. It is important to note that this staffing structure represents xx% of the total project effort. Positions listed here represent the OCJP portion of funding only.

- o Executive Director -- Provides overall project supervision with an emphasis on fundraising and public relations. Reports to the Chair-person of the Board of Directors.
- o Associate Executive Director -- Assists the Executive Director in overall project supervision with an emphasis on management information systems and supervises the Program Director. Reports to the Executive Director.
- o Fiscal Director -- Provides overall project fiscal supervision. Reports to the Executive Director.
- o Administrative Assistant II -- Coordinates all personnel responsibilities. Reports to the Administrative Coordinator.
- o Administrative Assistant II -- Assists the Executive Director and Associate Executive Director with administrative project responsibilities. Reports to the Administrative Coordinator.
- o Program Director -- Provides project and Storefront staff supervision. Reports to the Associate Executive Director.
- o Assistant Program Director -- Assists the Program Director with project supervision. Reports to the Program Director
- o Volunteer Coordinator -- Recruits, trains and supervises project volunteers. Reports to Program Director.
- o Program Coordinator -- Provides daily on-site supervision. Reports to the Program Director
- o Program Assistant I -- Provides on-site administrative duties. Reports to the Program Coordinator.
- o Case Manager -- Provides casework, information and referral and counseling. Reports to the Program Coordinator.
- o Residential Counselors/Outreach Workers -- Provide milieu supervision, intake, crisis intervention, street outreach and transportation. Reports to the Program Coordinator.
- o Recreation Supervisor -- Provides structured therapeutic recreation on weekends. Reports to the Program Coordinator.
- o Relief Residential Counselor -- Fills the position in the absence of the Residential Counselor. Reports to the Program Coordinator.
- o Independent Living Instructor -- Teaches client independent living skills. Reports to the Program Coordinator.

Other services funded by this project through subgrant agreement include:

- o Telephone crisis intervention services--The California Runaway Hotline provides trained telephone counselors 24 hours, seven days a week to answer a toll-free, state-wide youth hotline.

The Storefront did change its staffing structure during the course of the first year. The two half-time case manager positions did not provide enough case management support, so one of the positions was increased from a half time position to a three-quarter time position. There are three and one-half full time equivalency positions for Residential Counselors and one full time Outreach Worker. Originally, it was proposed that the Residential Counselors perform

outreach functions, however it proved to be an unworkable staffing structure. Currently, the full-time Outreach Worker is also used to fill in for the Residential Counselors in case of illness or vacation. The Recreation Supervisor was eliminated to add the additional time to the case manager and outreach worker positions.

The staffing chart for the Storefront is illustrated below:

(NOTE: the organizational chart from the 4/28/89 reapplication will be placed here)

Hiring and Training of Staff

Each of the grantee and the subgrantee projects have developed different methods to manage the hiring and training of staff. This section highlights the variety of approaches utilized in personnel hiring and management.

Hospitality House recruits new staff through the newspaper want ads including special interest newspapers, sexual minority papers, nonprofit newsletters, flyers to other agencies and job marts at university and career centers. They have had difficulty finding qualified shelter counselors and outreach workers. For example, Hospitality House would like to hire staff who have had street experience, yet many of the people interested in the job positions have not been clean and sober for one year which is a strict requirement. The salaries offered by Hospitality House were too low to be competitive and recently the salary structure has been changed.

Staff at Hospitality House attend periodic in-service trainings on such topics as communication, conflict resolution, child abuse reporting, suicide prevention, techniques in working with sexual minorities and health education. Also staff participate in quarterly "re-evaluation" meetings designed to identify issues and establish solutions.

The high staff turnover rate in the subgrantee agencies has been a major personnel issue for the Project PACE network. For example, in one year, 80% of the shelter directors and 50% of the shelter and drop-in center staff left their jobs. Clearly, this type of staff turnover jeopardizes the continuity of a specific program and the entire service network.

Speculations about the reasons for the high staff turnover abound. However, most agency staff would agree with Lynn Rankin, Project Director, Stepping Stone (a shelter subgrantee with Project PACE) who states: "Turnover has to do with money and burn-out. You need to take good care of yourself and have a supportive staff, not everyone knows how to do that." Clearly, staff turnover is an issue that Project PACE agencies are concerned about and are discussing throughout the network.

Due to the turnover of staff in the subgrant agencies, hiring occurs more frequently than desired. Hiring procedures among the collaborating agencies are fairly consistent. Most agencies rely on their volunteer pool or "word of mouth" around the youth services network for candidates. Agencies also use newspaper advertisements, recruitment at local colleges and universities and job announcements posted at other social service agencies. Most agencies are more concerned about the personal attributes and experiences of the candidate than with degrees or licenses, even though many have such requirements. All agencies reported they are careful to maintain cultural balance among staff and some actively recruit bilingual staff. According to Dale Weaver, M.S.W., previously Executive Director of Teen Canteen and currently with Los Angeles Youth Network,: "The key to running a successful program is in the staff. If you are careful in hiring, you are 80% there."

All Project PACE agencies operate in-service training programs for their staff. Topics range over many issues and have included AIDS, gangs, police relations, sexually transmitted diseases, group techniques, drug abuse, sexism, racism, sexual exploitation, abuse reporting procedures, and community relations. All agencies indicated that team building was an important part of staff training and support. However, the degree of emphasis placed on team building activities ranged widely. One agency tells its staff "You will either be on the team or not here" but does not have any structured methods through which to create a team. Most agencies have formal and informal methods for team building. Formal methods include scheduling and regular and specific time in staff meetings to discuss staff team relations and holding staff retreats. Informal methods include spending time discussing reactions to work situations, socializing away from the work site and having meals together. Additionally, training for all agency staff is provided by Project PACE. A complete description of the training is found in Chapter V. and discussed in the section on the Collaboration Model.

The Storefront reports a low staff turnover rate, despite some of the difficulties experienced in start-up. When the Storefront opened, staff thought that it would take time for the street youth to come in for services and that they would, therefore, have some time for in-service training for new staff and getting management systems put in place. However, within two weeks, all twenty beds were filled and youth were waiting to get into the program. Needless to say, staff were challenged and needed to learn quickly. In retrospect, Liz Shear, Executive Director, San Diego Youth and Community Services, indicates that this type of "on-the-job" training should not happen. She recommends that staff who are opening new shelters be already trained.

For staff hiring, the first candidates come from the volunteers or other staff who work at the other two SDYCS shelters--The Bridge and the Gatehouse. In interviewing potential staff, Marty Bogen, Program Director, looks for life experience that could make the person more empathetic with the young people at the Storefront. According to Bogen, he is "looking for individuals who have had to struggle to accomplish something."

The Storefront operates an in-service training program for staff. The majority of the training is conducted by the Program Director, but occasionally an outside expert is called in. A Clinical Supervisor conducts weekly case staffings--exploring issues like drug abuse, sexual abuse and family dynamics. Team building is important to the staff and is part of each staff meeting. The Program Director makes himself available to listen to staff and takes care to make sure staff take time off if their stress level is too high.

Use of Volunteers

The use of volunteers requires planning and commitment to on-going coordination and training. Volunteers can greatly enhance a project, but staff must be careful in the recruitment, selection and training phases. OCJP requires all volunteers who work with the Child Sexual Exploitation Intervention Program have a criminal record check. Additionally, at least three references should be checked to help assess each volunteer's character. To retain volunteers, staff must provide on-going training and supervision. Volunteers are unpaid staff and should be subject to the same personnel management procedures as paid staff.

Hospitality House and Youth Advocates do not use volunteers in Project Turnaround; while Larkin Street Youth Center and CAL-PEP do. Larkin Street Youth Center is very selective about its volunteers and has a high rejection rate. A Volunteer Coordinator oversees the selection, training and placement of the volunteers. Larkin Street Youth Center does not recruit volunteers, but selects from those who hear about the agency and contact it directly. Volunteers help with outreach, drop-in, and medical services. CAL-PEP does not actively recruit volunteers either. This volunteer training consists of "shadowing" an outreach worker who provides assistance as it is needed. The concept of shadowing involves following an experienced worker through his/her daily routine and learning the job by observation.

All but one of the Project PACE subgrant agencies use volunteers. Volunteers are used in many areas which range from clerical and maintenance assistance to educational tutoring, shelter supervision and outreach. Some of the agencies have Volunteer Coordinators, others spread this function among staff. All the agencies stress the importance of volunteer supervision. The number of volunteers used by an agency depends on its size and ability to manage a volunteer project. The agencies in Project PACE have from twelve to eighty volunteers. As in Project Turnaround, most agencies recruit new staff from their volunteer pool.

The Storefront relies on volunteers to provide a range of services. There are approximately twenty-five volunteers at any given time. A Volunteer Coordinator recruits and trains volunteers for the SDYCS Shelter Program. A more complete description of the Storefront Volunteer component can be found in Chapter V. and discussed in is the section on Volunteer Programs.

CHAPTER IV.

PLANNING AND IMPLEMENTATING A SUCCESSFUL PROJECT

INTRODUCTION

A community that undertakes the challenge of addressing juvenile prostitution must be prepared to engage in a sustained effort. The problem will not be solved when services are provided. Chances are the extent of the problem will seem to grow. The reason for this is because providing services will lead to a deeper understanding of the problem and the barriers that young people face when they attempt to leave the streets. Therefore, new community and service needs will constantly surface which must be addressed. The cycle of assessing need is constant, as is the battle to obtain funding for the services. Planning and providing services to youth involved in prostitution are complex and sometimes difficult. But, according to the grantees, the results can and do make a difference to these young people.

This Chapter outlines the steps a community can take to explore and address the problem of juvenile prostitution. A checklist provides a guide through the process. Additionally, since many approaches can be taken in the planning and implementation phases, a question and answer format will be used in this section to address some of the approaches. Questions and answers relating to urban, suburban and rural communities will be addressed. The appendix identifies agencies in all types of communities that can be contacted for further assistance.

Before planning and implementation begin, two major thoughts must orient the entire process. The first requires the planners to know and involve a wide section of the community at every step. The second requires them to know and involve youth engaged in prostitution at every step. Community support and cooperation will enable the services to be provided; youth involvement will guarantee that they are effective.

In order to provide an overall "map" to chart the course toward intervening in child sexual exploitation in a community, the following checklist identifies all the major steps to be accomplished in the pre-assessment, needs assessment, planning and implementation phases.

<p style="text-align: center;">A COMMUNITY PLANNING CHECKLIST: INTERVENING IN CHILD SEXUAL EXPLOITATION</p>
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PRE-ASSESSMENT PHASE

- √ 1. Identify sources of information that creates the suspicion that there is a juvenile prostitution problem.
- √ 2. Check sources of information for verification.
- √ 3. Contact other youth serving agencies (particularly runaway and homeless youth services) of similarly sized communities to determine their response.
- √ 4. Determine what other sources of information are necessary to make a decision to study the problem.
- √ 5. Research other sources of information.
- √ 6. Make a decision to study the issue of juvenile prostitution.

NEEDS ASSESSMENT PHASE

- √ 1. Develop a listing of individuals and organizations in the community who may be familiar with juvenile prostitution in the community.
- √ 2. Contact all individuals and organizations on the list and begin to collect information describing the scope of the issue and who else in the community should be contacted.
- √ 3. Collect and sort information and data on the scope of the problem of juvenile prostitution in the community.
- √ 4. Prepare an initial concept paper outlining the scope of the local problem and citing source data and other statistics.
- √ 5. Identify the individuals for possible community participation. Contact each individual and provide them with a copy of the initial concept paper.
- √ 6. Organize and establish a community task force or group to study the problem of juvenile prostitution in the community and to determine the service needs of youth involved in prostitution.
- √ 7. Develop the purpose, objectives, and methods of the community needs assessment to study the issue of juvenile prostitution.
- √ 8. Conduct the information and data collection phase of the needs assessment. This includes a review of the literature, law enforcement and social service data, site visits to agencies, interviews with agency personnel and juvenile prostitutes, and other sources identified in the needs assessment plan.
- √ 9. Prepare and present needs assessment finding and task force recommendations to the community.

PLANNING PHASE

- √ 1. Establish a community planning group to develop and implement a service model for child victims of sexual exploitation.
- √ 2. Review the needs assessment document and determine if other sources of information are needed. Collect and review as necessary.
- √ 3. Create a method and survey local services that are or could be related to juvenile prostitution services.
- √ 4. Determine community support/resistance to developing a project to provide services to juvenile prostitutes. Develop an action strategy to maximize support and minimize resistance.
- √ 5. Identify community experts and call for the presentation of model program structure and services for juvenile prostitutes.
- √ 6. Develop a model implementation plan and review for feasibility.
- √ 7. Implement model implementation plan and evaluate progress periodically.

IMPLEMENTATION PHASE

- √ 1. Recruit and appoint a Coordinator (paid, unpaid, or "loaned" staff)
- √ 2. Develop a resource development plan and identify sources of funding.
- √ 3. Develop a Board of Directors or Advisory Board.
- √ 4. Determine the level of administrative support necessary to implement the project.
- √ 5. Determine types of services to be provided directly and secure agreements for referral services.
- √ 6. Develop staffing pattern, job descriptions and organizational chart.
- √ 7. Create administrative systems necessary to manage the project (personnel management, administrative and service delivery policies and procedures, and other management systems).
- √ 8. Select the facility site and secure necessary licensing or conditional use permits.
- √ 9. Develop an orientation and on-going staff training program
- √ 10. Recruit and hire staff.
- √ 11. Implement staff training program.
- √ 12. Prepare facility for services.
- √ 13. Develop a project evaluation design and develop methods for data collection and compilation.

- √ 14. Conduct presentations throughout the community announcing the opening of the services for youth involved in prostitution.
- √ 15. Prepare and implement media campaign designed to inform youth of the new service.
- √ 16. Hold a grand opening, inviting youth, media, individuals who assisted in the planning of the project and the community.
- √ 17. Begin service delivery.
- √ 18. Establish a forum to keep the community informed of the progress of services and identification of new service needs and the methods required to meet those needs.

IMPLEMENTING THE CHECKLIST: SOME QUESTIONS AND ANSWERS

This section expands on the preceding checklist and answers some questions about implementation of the specific step. The responses are designed to serve as guidelines and perhaps spark even more creative approaches.

PRE-ASSESSMENT PHASE

- √ 1. Identify sources of information that creates the suspicion that there is a juvenile prostitution problem.

What is the definition of child sexual exploitation? Juvenile prostitution?

Child sexual exploitation is any form of sexual interaction between an adult and a child under the age of eighteen. The adult, by virtue of age and experience, is in the position to manipulate the child, thereby exploiting the child for the adult's sexual satisfaction. Examples of child sexual exploitation include child molestation, child pornography, and juvenile prostitution. Juvenile prostitution is defined as any juvenile engaging in sexual activity with an adult in exchange for money, drugs, food, shelter, clothing, transportation or other form of exchange.

How does a community determine if juvenile prostitution exists?

Regardless of whether the community is urban or rural, one of the easiest and quickest ways is to "go out looking". Inquire around people involved in the sex trades--adult book stores, massage parlors, bus and train terminals, truck stops, arcades, motels/hotels, hot tub facilities and escort/out-call services. If that seems too adventuresome, then start by surveying youth service agencies, law enforcement and youth probation departments.

In a rural area, consider surveying a several counties. Also consider the number of youthful hitch-hikers who travel through this area. In addition

to truck stops, interstate highway rest areas as well diners, taverns and motels that cater to the traveling public may offer an interesting view of the "underside" of the multi-county area.

What are some common and uncommon sources for information?

Typical sources for those who may have had direct experience with the issue of juvenile prostitution include police and sheriff's departments, social services/child protective services, youth serving agencies, community clinics, juvenile court/probation, hospitals, and public schools. Most local United Way's publish an "Environmental Scan" report which identifies and describes the community features and issues. Additionally, United Way conducts a variety of needs assessments and reports that may be helpful. Other sources that may have statistics and/or research data and reports are the state's attorney's office/district attorney's office, hospital emergency rooms, colleges/universities and the local media. Maintain a list of these individuals and agencies and, for future reference, ask each contact person for three other contacts who could provide information.

Other sources for information collection include interviewing runaway and homeless youth. Interviews could be arranged by a youth service agency. Care should be taken to ensure that that interviewers are trained and are non-judgmental and sensitive to the population. Street prostitutes and others involved in the sex trades could provide some valuable insights. Another potential source would be to contact drug and alcohol recovery programs, battered women's shelters, and sexual abuse survivor's groups and inquire about their knowledge of juvenile prostitution.

√ 2. Check sources of information for verification.

What happens if conflicting information exists on the scope of the problem?

If there is conflicting information or no one is sure if there is a problem with juvenile prostitution, some indication of the problem can be inferred from other conditions. For example, if there is a population of runaway and homeless youth, chances are that some of the youth have had to trade sex for something they needed. According to the U.S. General Accounting Office (1982), it is reasonable to assume that half of one quarter of all runaways might be involved in prostitution. Additionally, the same report stated that half of the homeless youth population is involved in prostitution, while the other half could be at risk of becoming involved.

What if there are gaps in information, making it difficult to determine the scope of the problem?

It may be worthwhile to consult other juvenile prostitution service providers in other areas. A listing of agencies is located in the

appendices. A few telephone conversations might really help. Check with local community clinics. Since youth will seek medical care at clinics, especially for sexually transmitted diseases, clinic staff are often aware of prostitution issues. Also, discussing the preliminary information with a researcher from an area college or university may provide a new angle to explore.

- √ 3. Contact other youth serving agencies (particularly runaway and homeless youth services) of similar size communities to determine their response.

Where does one find out about other agencies in similar size communities?

The appendix lists agencies as well as some youth service network organizations. For example, the National Network of Runaway Youth Services or the National Resource Center for Youth Services can provide valuable information about agencies, program models as well as upcoming conferences and trainings that could be of assistance.

What questions should be asked of other youth serving agencies?

At this preliminary stage, talk to the director. Ask for advice, find out the mistakes that others have made. Find out how the agency started, what steps were taken, how long the process took to begin services. Find out how they established the incidence of sexual exploitation. Are there any documents that were prepared in the needs assessment phase, what established the problem with juvenile prostitution? Most of all, it is important to remember that this is a preliminary contact. The contact person and their agency can be very valuable in the future

- √ 4. Determine what other sources of information are necessary to make a decision to study the problem.

What can be done if gaps in information exist?

Re-contact those individuals originally interviewed who believe there is a problem with juvenile prostitution. Explain the dilemma and ask for their interpretation of conflicting data. Perhaps a new approach will become apparent.

- √ 5. Research other sources of information.

What are ways to find other information sources?

A review of the literature may be helpful at this point to identify alternative methods for problem documentation. A bibliography is located in the appendices of this manual.

- √ 6. Make a decision to study the issue of juvenile prostitution.

What determines if the need is great enough to go ahead?

Chances are there is a need if the preliminary assessment indicates that juvenile prostitution is occurring. What is not known is the scope and extent of the problem. Many youth service providers liken this stage to the "tip of the iceberg." As further study is conducted, as services are provided, the more is learned about the problem.

NEEDS ASSESSMENT PHASE

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| √ 1. Develop a listing of individuals and organizations in the community that may be familiar with juvenile prostitution in the community. |
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How should a list be developed, where does one start?

Based on the pre-assessment review, an initial listing of contact people and agencies has been developed. During the pre-assessment interview, it was suggested that each contact be asked to identify three other individuals or agencies who were familiar with the subject. If this did not occur, it should be done now because it is an excellent way of building upon the list of contacts.

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| √ 2. Contact all individuals and organizations on the list and begin to collect information describing the scope of the issue and who else in the community should be contacted. |
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What questions should be asked?

The task of assessing the incidence of the occurrence of juvenile prostitution is the main purpose of this phase. It is critical to contact those people who could be closest to working with the juvenile prostitute. For example, while arrest data may indicate there is very little juvenile prostitution, a beat cop working the downtown sex trade area or the sheriff deputy whose patrol areas include truck stops and rest areas may provide very different information. Also, community clinics, shelters for homeless adults, adolescent physicians in public health and schools may provide valuable insights.

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| √ 3. Collect and sort information and data on the scope of the problem of juvenile prostitution in the community. |
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How should the information be collected and compiled?

This initial phase of needs assessment data collection will be primarily anecdotal in nature, possibly citing a few statistics. The purpose of this phase is to generally assess what various representatives of the community think about the problem.

- √ 4. Prepare an initial concept paper outlining the scope of the local problem and citing source data and other statistics.

What format should be used?

The initial concept paper should be between three to five pages in length and describe the scope of the problem from the various perspectives of the community. The paper should discuss the question of juvenile prostitution activity and report what others in the community see as the issues.

Should recommendations be offered at this point?

The only recommendation should be that of calling a task force, community group, or agency to begin a formal needs assessment to determine the real scope of the problem.

- √ 5. Identify the individuals for possible community participation. Contact each individual and provide them with a copy of the initial concept paper.

What are some established methods to study juvenile prostitution?

It depends on the community and the preference of those initially involved. Preferably a well represented community task force would be established to examine the problem. But a small working group of two or three people could be just as effective if there was a concerted effort to keep the community involved.

What cross section of the community must be represented?

Agencies and organizations that should be represented in typical working groups to study the issue of juvenile prostitution include:

- o Youth service agencies that work with runaway and homeless youth
- o Social Services/child protective services
- o Juvenile Court/probation
- o Public schools
- o Police and Sheriff departments
- o Business and civic groups
- o United Way/local foundations
- o Local media
- o Adolescent therapists/therapist specializing in sexual abuse
- o Colleges and universities
- o Local politicians
- o Practitioners involved in adolescent medicine
- o Youth involved or formerly involved in prostitution.

- √ 6. Organize and establish a community task force or group to study the problem of juvenile prostitution in the community and to determine the service needs of youth involved in prostitution.

Why establish a task force? Could a small working group be as effective?

There are a number of benefits to establishing a task force to study the issue of juvenile prostitution. It formalizes the commitment of the community to address the problem and draws on a representative sample of the community to develop solutions. In the process, a task force can help strengthen inter-agency cooperation and identify resource gaps. Overall, it provides for a more complete picture of the problem and the solutions.

How many members should be involved?

It depends on the community and who needs to be represented. But generally, a workable task force is between eight to twelve members.

- √ 7. Develop the purpose, objectives, and methods of the community needs assessment to study the issue of juvenile prostitution.

What are examples of purpose, objectives and methods of needs assessment formats?

The following sample is taken from "Identifying and Combating Juvenile Prostitution - A Manual for Action".

OBJECTIVES AND DATA COLLECTION FOR A LOCAL NEEDS ASSESSMENT ON JUVENILE PROSTITUTION

Objective 1) To assess the frequency and prevalence of the problem of juvenile prostitution locally.

- o How many juveniles are working on the streets as prostitutes?
- o How many juveniles were arrested for prostitution in the past year?
- o How many juvenile prostitutes were seen by social service agencies (public and private) in the past year?
- o Where is the juvenile prostitution problem located?

Objective 2) To assess the extent of the "at-risk" population of juveniles.

- o How many juveniles ran away in the county in the past year?
- o How many juvenile runaways were from out of town?
- o How many juveniles were homeless and appear to be living on the street?
- o How many juveniles were arrested for other offenses (such as loitering or obstructing traffic) but were suspected of prostitution?

Objective 3) To access what services currently exist to meet the needs of both the prostitute population and the at-risk population, and the adequacy of these services.

- o What treatment programs and services are available for juvenile prostitutes?
- o How do juveniles get into these programs?
- o What are the requirements for eligibility?
- o How many youth were turned away for service and why?
- o Is there adequate shelter bed space?
- o Do police refer juveniles they pick up for prostitution to social service agencies? Which agencies?

Objective 4) To assess the adequacy of the laws for the prosecution

- o Does your state law create a separate offense for aiding, assisting, or promoting the prostitution of children which has criminal penalties greater than those for promoting prostitution generally?
- o Does your state law provide for specific penalties for parents, guardians, or custodians who knowingly permit their children to engage in prostitution?
- o Does your state law make sure the act of patronizing a child prostitute is a criminal offense and provide greater penalties with involvement of younger children?

Objective 5) To make recommendations regarding improvements of changes in the present service delivery systems, laws, agency policies or procedures, or in other areas.

- o What new services need to be offered for teenage prostitutes?
- o How will funding be obtained for these new services?
- o What agencies need to cooperate to provide these services?
- o Who will develop the plans for the needed services?
- o Which agencies will offer the services?

√ 8. Conduct the information and data collection phase of the needs assessment.

What are the information sources?

This includes a review of the literature, law enforcement and social service data, site visits to agencies, interviews with agency personnel and juvenile prostitutes, and other sources identified in the needs assessment plan.

√ 9. Prepare and present needs assessment findings and task force recommendations to the community.

What format should the report follow?

The report should adequately describe the findings of the needs assessment, the process used in conducting the needs assessment and the recommendations. The length of the report should not matter, what matters is establishing that the report and the process undertaken is

credible and that the problem of juvenile prostitution exists. Because the length may be unwieldy for some, a one to two page executive summary should be used as the document for the public. It should contain the finding and the recommendations of the group.

How specific should recommendations be?

The recommendations should be as specific as the group desires. However, the recommendations should follow from the findings of the needs assessment report and should be grouped into specific categories, such as system and service recommendations.

What if there is dissenting opinion?

There is nothing wrong with dissenting opinion and it should be recorded as such. It would no doubt be instructive for the reader to include an explanation of the disagreement .

How should the report be presented for maximum impact?

Ideally, the report will be presented by a community leader, one who is considered an expert in the area of youth services. The report findings could be presented at a public hearing or as a report to the city council or the County Board of Supervisors. Media representatives should be invited and provided with press packets describing the findings. Testimony from youth involved or formerly involved in prostitution is particularly effective, but the confidentiality of the youth must be respected. Testimonies from professionals working with youth are also effective.

It is important that the report and its presentation frame the issue of juvenile prostitution as child sexual exploitation. It is a crime that victimizes children and causes severe emotional trauma. Providing facts and figures about the problem is important, but more important are the young people who suffer the abuse. Their stories need to be told. Public testimony of their stories helps others begin to understand the trauma they have suffered.

PLANNING CHECKLIST

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| √ 1. Establish a community planning group to develop and implement a service model for child victims of sexual exploitation. |
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Should the planning group be different from the needs assessment group?

The tasks of the planning group are different, but the membership can remain the same. It depends on the interest of the group. Clearly, the

planning group is creating the services and those with experience in service provision must be represented. Some type of youth participation is highly recommended at this stage.

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| √ 2. Review the needs assessment document and determine if other sources of information are needed. Collect and review as necessary. |
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What additional types of information might be necessary?

The planning group needs to get creative at this stage. Probably the best source of information is other service providers that have planned services for youth involved in prostitution. Some planning group members may wish to conduct a site visit or two or attend a conference before proceeding with planning.

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| √ 3. Create a method and survey local services that are or could be related to juvenile prostitution services. |
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What types of information on services should be requested?

The survey needs to determine what types of services are provided that are or could be available to juvenile prostitutes. For example, how many crisis shelter beds (facility based or foster care) are available for youth in the community? Is there a waiting list? What services are provided apart from shelter? If there are no shelter beds, what procedures does the Department of Social Services or Probation Department follow with a runaway or homeless young person. If detention in a juvenile facility is the answer, the community needs to look at creating alternative shelter options.

Further agencies need to be asked to describe their service philosophy, if they do or would provide services to juvenile prostitutes, what services they would add, what services they would need to modify and what is their unit cost per service.

The planning group, in assessing the results of the survey, must keep in mind the issue of the responding agency's reputation in the community. While it is not the role of the group to evaluate the service effectiveness of specific agencies, the committee cannot overlook a weak or questionable service reputation. The planning group will obviously have to make judgement call on this issue.

- √ 4. Determine community support/resistance to developing a project to provide services to juvenile prostitutes. Develop an action strategy to maximize support and minimize resistance.

How does the group gauge community support and resistance?

If the issue of juvenile prostitution has received widespread media attention, chances are some of those opposed to providing services to juvenile prostitutes have let their views be known. However, it is usually those who are less vocal who provide the difficulty in getting services off the ground. For example, there may be a history of lack of cooperation among social service providers that can create a real problem when attempting to build a collaboration of services. There may be a misunderstandings between law enforcement and social services which leads to a poor working relationship. Another less vocal group is those who profit or benefit from juvenile prostitution.

Community support can come from many sectors in the community and it must be actively sought and encouraged. Opportunities to involve those interested should be created. At the very least, a list of supporters should be maintained to keep them up to date on progress. Perhaps after services have begun, this list of supporters forms the project donor list.

What type of method could be used to maximize support and minimize resistance?

The planning group can use a process called Force Field Analysis to identify and develop strategies to create the type of community environment that is desired. The following is an example of the force field analysis process:

Step 1. Brainstorm a list of all factions of community support. Prioritize support from +1 to +5 with +5 as the most support.

Step 2. Brainstorm a list if all factions of community resistance. Prioritize support from -1 to -5 with -5 as the most resistance.

Step 3. Organize the prioritized two lists in the following columns:

Support or Helping Forces	Resistance or Hindering Forces
Social Service system +5 Law enforcement +3 etc. +3	-5 City Council -3 Mayor -2 etc.

Step 4. Analyze the support and resistance forces and determine which support forces can outweigh or negate any resistance forces. Then determine methods to increase by two points all support and resistance forces.

√ 5. Identify community experts and call for the presentation of model program structure and services for juvenile prostitutes.

Can this step be skipped if the planning group knows what model they want to implement?

The planning group needs to define a process that makes sense for their community. The step of calling for presentations from the community opens the process and allows for maximum participation in determining services.

√ 6. Develop a model implementation plan and review for feasibility.

How should the final model be selected?

The planning group should review suggested models and select two to three proposed models or create new models. Expand the models and obtain feedback from youth service experts, community members, and youth involved in prostitution. Based on feedback, revise and select or merge elements of two or more models to create a program model that has been specifically designed to address the youth population and the community context.

What should the plan look like, how will the work get accomplished?

The plan should outline all tasks necessary to implement the program. The tasks need to have a time-line for completion and the name(s) of the person(s) responsible for task completion. This is now the time to decide if a paid or volunteer coordinator or staff needs to be appointed to manage the implementation. Also, a public relations effort needs to be started at this point. The community needs to be aware of initial efforts and what volunteer assistance is needed to support the effort.

√ 7. Implement model implementation plan and evaluate progress periodically.

How often should the progress be evaluated?

Depending on the implementation time-frame selected by the planning group, progress should be evaluated at least monthly, more often if revisions need to be made.

What should happen if there are major setbacks in the implementation time schedule that could or should have been avoided?

The implementation plan will require revision. Additionally, the planning group should analyze why the setback occurred and take steps to avoid its reoccurrence. If, for example, one member agrees to complete tasks but fails to follow-through, the group must take action to ensure that tasks are completed in a timely manner.

IMPLEMENTATION CHECKLIST

√ 1. Recruit and appoint a Coordinator (paid, unpaid, or "loaned" staff)

Why should a staff person be assigned at this preliminary stage?

This, again, depends on the planning group. However, implementing a new service requires constant coordination and oversight. Often times, having one person in charge of coordinating the tasks and volunteers will make for a smoother implementation.

What if there is no money available?

Creating a workable management plan does not necessarily require funds at this stage. A "loaned" staff from another agency can be provided or someone may volunteer to manage the process.

√ 2. Develop a resource development plan and identify sources of funding.

What elements should included in the resource development plan?

The resource development plan needs to identify the purpose, goals and objectives of the project. A detailed yearly budget needs to be developed and an alternative budget with scoped down services needs to be formulated as well.

The yearly budget then needs to be further defined into monthly cash flow projections. The resource development plan then must develop the process to raise the overall budget, with specific monthly objectives targeted based on monthly expenses.

The sources for resource development must be identified and the tasks to achieve the overall monetary goal are clearly specified in the resource development plan. Each task is given a deadline date for completion and a person assigned for completing the task. The planning group and coordinator should review the plan at least monthly, making revisions as necessary.

How are sources of funding identified?

Potential sources of funding for juvenile prostitution services can come from a variety of sources. Federal, state and local government funding can come in the form of runaway and homeless youth grant money, sexual abuse and exploitation grant money, and youth demonstration grant projects to name a few. In order to know when and where this money is available, most youth service providers join member network organizations like the California Child, Youth and Family Coalition, Western States Youth Service Network and the National Network of Runaway and Youth Services. These organizations propose legislation, lobby for the passage of youth service and advocacy bills, alert members of funding possibilities, provide staff training and technical assistance and create a number of opportunities (think tanks, conferences, publications) for members to share state-of-the-art program and service information with other members.

Other non-governmental sources of funding include the United Way, foundations, corporate and civic group funding, donors, endowments, and fundraising events. Foundations can be researched with a trip to the local library. The Foundation Directory, a publication that is updated annually, provides information on the larger foundations in the United States. Many states and localities have foundation directories as well, most which can be found in the library. Other sources of non-governmental funding must be researched on a local level.

√ 3. Develop a Board of Directors or Advisory Board.
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Why should a Board of Directors or an Advisory Board be formed?

To the extent possible, it is recommended that serious consideration be given to joining with an existing private, non-profit human service corporation to provide services for juvenile prostitutes. That Board of Directors may consider establishing an Advisory Board or other form of community input in implementing the new service.

If a new private, non-profit agency is to be formed to provide services to juvenile prostitutes, a Board of Directors is required by law.

While the planning group could remain as the Board of Directors or Advisory Board, the role of the planning group is very different from the Board. The Board is charged with policy development and direction as well as resource development. As implementation begins, the level of commitment increases and each member should be prepared to take on a number of responsibilities.

What are the statutory requirements involved and the policies that the Board should be concerned with in serving sexually exploited children?

The Board of Directors is the legal entity that is responsible for providing services to juvenile prostitutes and ensuring that staff and volunteers comply with all laws. Similar to other states, California State law requires reporting of any case of known or suspected physical or sexual abuse to the proper authorities. When working with juvenile prostitutes, all youth are required to be reported.

√ 4. Determine level of administrative support necessary to implement the project.

What types of administrative and/or Board support is necessary?

The most often mentioned administrative and Board support necessary for project implementation is resource development assistance. Whether it be in the form of grant writing, soliciting donations, organizing fundraising events or underwriting initial expenses, the resource development effort requires considerable time and energy and must be done before services can begin.

Other types of administrative support include management assistance in creating operating policies and procedures, designing data collection systems, designing and implementing staff training systems and providing personnel and fiscal management services.

How can the support be provided with limited resources?

Depending on the community and organizations involved, many of these services can be donated by volunteers. Limited financial resources often times provide an opportunity for creative solutions. Volunteers can come from many sectors. For example, a university professor and students could take on the design of the data collection system as a class project, and a retired CPA might be willing to set up the fiscal management system. Ask for donations from the community like a rent-free facility, a van, clothing or whatever is needed.

√ 5 Determine types of services to be provided directly and secure agreements for referral services.

What processes need to be set in place to determine what services can be provided directly and by referral and the time-frame for their delivery?

During the model development phase, services to be provided should have been determined. However, over time, the original decision may need to be changed due to different circumstances in the community. After the review of existing community services, a judgement call needs

to be made about which services can be provided directly and those that can be referred. The referral agencies need to be approached and arrangements for beginning date of service as well as service protocols need to be established.

What types of agreement should be set in place with referral agencies?

A Memorandum of Understanding which specifies what both agencies are to provide is sufficient. If payment is to be provided the amount and method of billing for the payment should be stated. The agreement should have a clause which allows either party to withdraw with a two week notice. The agreement should be signed by an authorized official from each organization.

√ 6. Develop staffing pattern, job descriptions and organizational chart.

What type of staffing is the most effective?

There are many different staffing patterns, each developed to fulfill specific needs of the particular agency. Most staffing patterns undergo several revisions before it meets the total needs of the project. Therefore, experimentation and evaluation make the most sense.

However, some general guidelines for an ideal staffing pattern will be discussed in this section. Staffing patterns for two types of proposed shelters will be presented. The first shelter is a twelve bed crisis facility for sexually exploited and homeless youth. The second shelter is a six bed longer term facility for the youth who desire to leave the streets and become independent. Both shelters are to be operated by the same organization. All administrative functions such as fiscal management, payroll, personnel and benefits management and resource development will be handled by the organizations administrative unit. On average, the administrative or indirect cost averages about 15% of the total project budget.

The first shelter proposed is a twelve bed crisis facility that is open 24-hours, seven days a week. The length of stay ranges for a few days to a maximum of one month. Services provided include outreach, case management, and referral. Ideally the shelter would be staffed with two residential counselors at all times. Given a shift pattern of 3 eight hour shifts per day, 10 full time equivalent (FTE) staff are needed. This amount of staffing provides for shift coverage for staff illness and vacation. It should be noted that staff are required to be awake on the night shift of this staffing pattern. An alternative pattern could provide two staff during the day and evening shifts and one staff on the over-night shift. That would require 8.5 FTE positions.

Therefore, the ideal staffing of a twelve bed crisis shelter would include the following positions and functions:

- o 10 FTE Residential Counselors who supervise the residents, provide daily structured activities (including recreation) and work with the Case Managers to assist in case plan implementation.
- o 2 FTE Case Managers who conduct intake, case plan development and implementation, counseling, referrals and aftercare.
- o 1 FTE Outreach Worker who conducts street outreach with youth and provides service referrals.
- o .50 FTE Project Coordinator who provides overall project supervision and management.
- o .50 FTE Clerical/Administrative Assistant who performs clerical and purchasing duties.

Additional contract services could include case consultation at two hours a week, contracting for maintenance and food preparation services.

The second shelter proposed is a six bed facility that is open 24-hours, seven days a week. The purpose of the shelter is to provide a longer term, stable living situation to youth who have decided to leave the streets and become independent. The length of stay is up to six months during which time the youth participates in independent living skills training, education and employment preparation and counseling. The shelter would be staffed with one residential counselor at all times. Given a staffing pattern of 3 eight hour shifts per day, 5 FTE staff are needed if the staff is required to be awake on the night shift. However, given the type of project and small size of the shelter, it is reasonable to allow staff to sleep during the night shift. In the state of California, small group home licensing regulations provide for staff to sleep overnight in facilities of eight or less children. Allowing staff to sleep reduces personnel costs and reduces the number of FTE positions to four. This amount of staffing provides for shift coverage for staff illness and vacation.

The ideal staffing of a six-bed longer term shelter would include the following positions and functions:

- o 4 FTE Residential Counselors who supervise the residents, provide daily structured activities (including recreation) and work with the Case Manager to assist in case plan implementation.
- o 1 FTE Case Managers who coordinates the project, conducts intake, case plan development and implementation, counseling, independent living skills training, referrals and aftercare.
- o .50 Clerical/Administrative Assistant who performs clerical and purchasing duties.

Residents would be expected to maintain the facility and prepare their own food as part of their independent living skills training.

As stated previously, developing an optimal staffing pattern requires experimentation and creativity. The OCJP Child Sexual Exploitation Intervention Program grantees have gained a great deal of experience in creating such staffing patterns. It is recommended that the projects be contacted for additional information and technical assistance.

What qualifications do staff need?

Most providers of services to juvenile prostitutes require very specific types of experience and education. Most of the staff interviewed stated that a college education is required, yet they are more interested in the life experience and previous youth work experience. But mostly staff need to possess a certain attitude towards youth involved in prostitution. The staff must be non-judgmental, able to quickly establish trust and relate to youth who don't normally trust adults, must be calm and quick-thinking in crisis situations, able to work with police, social workers, merchants and the general public and able to handle a very stressful job.

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| √ 7. Create administrative systems necessary to manage the project (personnel management, administrative and service delivery policies and procedures, and other management systems). |
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Can standard social service administrative systems be implemented, or are different systems required?

Standard social service administrative systems are perfectly acceptable. The issue is having the systems developed, in place and functioning. Too many agencies begin services without service delivery policies and procedures written and as a consequence "stumble through" providing services until staff eventually write the procedures. This unstructured approach is not fair to the young people and the staff.

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| √ 8. Select the facility site and secure necessary licensing or conditional use permits. |
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What problems have other providers encountered in facility selection and licensing? What should be avoided?

Facility selection and licensing generally always takes longer than anticipated. Finding a facility in the right location, for the right price, and with neighbors who won't oppose the services is a challenge.

The first step to finding a facility is to decide how many beds are needed. Generally, if it is under six beds, contact the Licensing Department for specifications. If the facility is over six beds, a "conditional use permit" is required from the City or County Planning Department. The minimum

amount of time a 6 bed facility will take to become licensed is three to four months. A facility with over six beds can take up to eighteen months.

The licensing process requires diligence and patience. Contacting a similar sized facility provider for technical assistance during the process will probably save time. However, one critical step is to contact the fire department early in the process. A fire clearance is required for licensing. Fire clearance hinges on building codes and fire life safety codes. Therefore, the sooner the fire safety inspector identifies the problems with the facility, the sooner work can be started to correct the situation.

√ 9. Develop an orientation and on-going staff training program

Do staff need specialized training to work with this population?

Yes, all agencies who provide services to juvenile prostitutes agree that specialized staff training is essential. Gaining trust of sexually exploited teens who have been traumatized and manipulated by adults is a difficult task. The complexity of the problems that these youth present and their need for a variety of services requires highly skilled staff.

This manual describes the types of training provided by the projects. It is recommended that interested persons contact the agencies for additional information.

How can training be provided if there is no budget for staff training?

If an agency desires to provide quality services to its clients and maintain a qualified staff, staff training must be an organizational priority. Simply put, resources must be allocated to ensure that staff receive the best possible training. It is possible to provide top quality staff training for a reduced cost by obtaining trainers from other agencies in exchange for training for their agency. For example, there are a number of free public sector training resources such as public health nurses. However, funds need to be made available to provide staff with the opportunity to attend trainings and conferences

√ 10. Recruit and hire staff.

What are the most effective recruitment methods to find staff qualified to work with juvenile prostitutes?

Agencies who work with volunteers report that the volunteers are an excellent source of staff recruitment. Other sources include colleges and universities, specialized newspapers and word of mouth among the social service community.

Should volunteers be used?

Operating a volunteer program requires a good program of recruitment, screening, orientation and training and supervision of volunteers. In order to manage volunteers successfully, staff coordination is required. Therefore, at least a part time staff position must be devoted to working with volunteers.

Volunteers can extend the services of the program and can provide very special relationships with the young people. A group of committed volunteers can help a good program become a great program. Additionally, volunteer time can be counted as an in-kind contribution and used as a dollar match on grants.

√ 11. Implement staff training program.

Will staff training prevent "burnout" and staff turnover?

Staff training can help prevent "burnout" and staff turnover. When staff training is viewed as a management tool to increase the skills of the individual staff person and to build an team spirit in order to provide the best possible services, staff will feel valued.

A well-structured staff orientation training can set the staff working as a team. Orientation should include organizational philosophy, expectations and procedures, team building, and addressing the problems and issues of the youth population.

In addition to on-going training, a forum should be provided for staff to discuss differing philosophies, standards and ideas.

√ 12. Prepare facility for services.

What types of community donations could be solicited at this point?

Donations of all types should be constantly requested. As staff and Board members make community presentation or talk to the media, they should always let the community know how they can help.

√ 13. Develop a project evaluation design and develop methods for data collection and compilation.

How should the project measure success?

The measures to be used in assessing the success for the project will change over time. At the outset, the measures will focus on the creation of the capacity to provide services. They will include such indicators as hiring of staff, obtaining office space and equipment and printing of

outreach materials. Also included in this first set of indicators will be measures of the organization development work, e.g. meetings with community leaders, signatures on inter-agency agreements and site visits to other youth-serving agencies in the community.

After the start-up period, the success measures should shift to the provision of services. The focus here will be on "output" measures which reflect the amount of work done by the agency. This would include such indicators as the number of youth served and the number of units of service provided. Once the agency has been providing services for at least six months, the success measures should begin to include "outcome" indicators. These indicators reflect changes in the status of the youth served. This type of indicator includes such measures as the attainment of the goals described in the service plan, the placement of the client following the intervention and recidivism.

What types of evaluation criteria should be developed?

The criteria used to assess success should be based on a consensus about what is reasonable to expect. Constructing measures of success should start with the indicators that have been established. For example, if the agency sets itself a goal of serving 100 youth who are being sexually exploited, it must decide what level of performance it considers to be successful. That level then becomes the performance standard. This might be a 75% level (75 youth served) or a 100% level (all 100 served). The question of where to set the performance standard is one which should be decided by the group with overall policy responsibility for the program. Setting a standard is policy decision, in that it represents a commitment to provide a certain level or quality of service.

What types of data should be collected?

Generally, three types of data is collected: 1). service data, . client descriptor data, and 3). process or anecdotal observations. The collection of this type of data allows staff to utilize and analyze a range of statistical data as well as draw conclusions about the effectiveness of the services based on an analysis of process data.

Examples of service data includes the following types of information:

- * Number of unduplicated outreach contacts, referrals and/or informal counseling sessions with juvenile prostitutes.
- * Number of unduplicated juvenile prostitutes provided shelter, case management services, transportation, and independent living skill training.
- * Number of hotline calls and number using service due to media campaign.

Client descriptor data includes demographic and descriptive data such as age, sex, religion, ethnicity, income level, family status, referral source, disposition, sexual exploitation and prostitution history, contacts with the juvenile justice system, drug/alcohol use/abuse history, school history, physical and or sexual abuse history, length of time on the streets, and health problems.

Process or anecdotal data provides descriptive information about the changing nature of the streets, the youth who live there, and the outcome of youth who seek services. This information can be recorded in a log and is discussed in staff meetings to identify trends and assess service effectiveness. It can also include follow-up methods to determine what happens to youth after services are provided.

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| √ 14. Conduct presentations throughout the community announcing the opening of the services for youth involved in prostitution. |
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What type of presentations should be prepared for which groups?

Presentations should be tailored to the specific audience, outlining the intended working relationship and the protocols established for service referral. For example, a presentation to local law enforcement should focus on methods that patrol officers could work with outreach workers, how officers can make referrals to the project, and how the project will work with police regarding law enforcement issues with young people. A presentation to a local community clinic should focus more on health issues, while a presentation to a civic group should focus on the need of services and the services provided to juvenile prostitutes.

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| √ 15. Prepare and implement media campaign designed to inform youth and the community of the new service. |
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What seems to be the most effective method(s) of letting youth people know about the services?

Based on data collected from the OCJP Child Sexual Exploitation Intervention Project, youth learned about the services of the project by other youth and outreach workers on the street. Other effective methods include distributing pocket sized directories of services available in the city, and posters in bus stations and other areas frequented by youth.

√ 16. Hold a grand opening, inviting youth, media, individuals who assisted in the planning of the project and the community.

What is the purpose of holding an opening ceremony, why not just open?

Whenever possible, the project should seek community and media attention. An opening ceremony allows for those involved to be honored for their efforts, provides the opportunity for local officials to show support and provides media attention.

√ 17. Begin service delivery.

Should the project open when it can provide only partial services ?

This is a judgement call for the planners of the project. On one hand, one could argue that partial services are better than none at all. Further, it allows staff to gradually add services. On the other hand, the lack of certain services could discourage youth from seeking services.

√ 18. Establish a forum to keep the community informed of the progress of services and identification of new service needs and the methods required to meet those needs.

Why should the project establish a community forum, isn't the Board of Directors or Advisory Board sufficient?

It depends on the community. However, the project depends on the good will of the community for funding, donations and support. Keeping the community informed and aware of the problems and results of child sexual exploitation is a valuable community service.

CHAPTER V.

INNOVATIVE PROJECT DESIGNS

INTRODUCTION

During the course of the first year of the Child Sexual Exploitation Intervention Program, each of the three grantees and their sub-grantees experimented with different approaches to enhance their service delivery systems to youth involved in prostitution. Clearly, the innovative approaches they developed are the most exciting parts of the program. This Chapter describes these successful methods so that they can be studied and considered when planning services for juvenile prostitutes. It should be noted that these innovations worked because they were developed by staff to address particular community or organizational contexts. Adaptation of these approaches requires tailoring to the specifics of the proposed project and its community.

COLLABORATION MODEL

Project PACE, administered by CHLA, Division of Adolescent Medicine, and facilitated by the Coordinating Council for Homeless Youth Services, offers a successful broad-based service delivery model that brings together smaller service providers and creates a strong collaboration for services and staff training. Additionally, Project PACE offers a sophisticated data collection and reporting system to all participants of the collaboration.

According to Gary Yates, Project PACE Director, the collaboration structure began several years before the Child Sexual Exploitation Intervention Program monies became available. The collaboration started with the Coordinating Council for Homeless Youth Services. The 46 public and private agencies that participate all work with high risk youth in Los Angeles. The purpose of the collaboration was "to build a stronger bridge across agencies through funding". When the Request for Proposal (RFP) for services to juvenile prostitutes became available from OCJP, CHLA, Division of Adolescent Medicine, called a meeting with the Coordinating Council to develop an approach. The RFP stipulated that the applicant must show at least one year's prior experience in providing services to juvenile prostitutes and the applicant must provide (either directly or through referral) a range of services. During the meeting it was agreed that a collaboration of services would be the most effective and efficient method to provide services and, further, the consensus was that CHLA, Division of Adolescent Medicine, should be the lead agency. There are many reasons why CHLA was selected. Among them: CHLA, Division of Adolescent Medicine, had been the convenor of the Coordinating Council meetings and was viewed by the other agencies as a neutral resource rather than a competitor. Further,

CHLA does not take overhead on the subgrant, which allows for more of the grant monies to be used for direct services. Further, CHLA, as the fiscal agent, can advance payments to the agencies if required.

A proposal was developed and was subsequently funded by OCJP to provide services to sexually exploited youth. A range of services was to be provided by using a number of subgrants and spreading the monies among the agencies. The participating agencies agreed they needed staff training in child sexual exploitation intervention. Therefore, CHLA, Division of Adolescent Medicine, incorporated a comprehensive staff training program into the grant. Another unique feature of the collaboration grant was the emphasis placed on data collection and reporting. CHLA, Division of Adolescent Medicine took the lead designing the data collection system and provides technical assistance and training to the agencies to ensure that the data were accurately reported. CHLA, Division of Adolescent Medicine, compiles and analyzes the data on both an individual agency basis on the entire network of services. The resultant data is used for social policy research by the Division of Adolescent Medicine at Childrens Hospital.

Structure of the Collaboration

With CHLA, Division of Adolescent Medicine, as the administrative agent for the grant, the Coordinating Council operates as a major forum for information sharing among the executives and managers of the participating agencies. The Council meets quarterly and discuss the many issues which surround any collaborative effort. Gaps or overlaps in services are also discussed. The meetings are well attended and Project PACE staff takes minutes of the meeting which are distributed to all members. According to Gary Yates, the Council is viewed as successful because" . . . it has a loose design, . . . (it) is not bureaucratic . . . "

With the initiation of Project PACE, the collaboration began to convene meetings for direct service staff. In-service trainings and discussions about specific case management issues, which are not addressed by the Coordinating Council can be conducted in these meetings. The group is called "On-Line for Youth" and meets each month. Susan Pearlman, Project PACE Program Coordinator, convenes these meetings. On-Line for Youth has conducted a "Progressive Dinner Agency Tour", an agency tour with one course of the meal served at each agency. Its in-service training topics have included gangs, homophobia, and domestic violence. The social and business functions of these meetings are equally important because they both help develop good working relationships. Also, the On-Line for Youth group developed a wallet sized resource card that is being distributed to youth on the streets. (The resource card is displayed in the appendix).

Functions of the Collaboration

In addition to the direct service and grant administration functions, the collaboration offers both training and data collection management to each of the subgrantees. The remainder of this section describes each of them.

Direct Service Training

All the Project PACE agencies identified a need for staff training on youth sexual exploitation interventions. Therefore, the Project PACE grant proposed collaborative trainings. CHLA, Division of Adolescent Medicine, subgranted with Children's Institute International (CII) to provide an intensive training program on child sexual abuse and juvenile prostitution for all Project PACE subgrantees. In order to strengthen the serious intent of Project PACE to ensure that each agency participate consistently in the training, the following stipulation was included in each subgrant: "(Agency) will identify a minimum of one staff person to receive specialized training in effective intervention with child victims of juvenile prostitution. This identified staff person will attend group supervision sessions conducted by a specialist in this area and will attend training seminars conducted by CHLA, Division of Adolescent Medicine." The purpose of the Project PACE training was to 1) sensitize and affect attitudinal changes of the staff in working with youth who are prostitutes, and 2) build the skills of direct service workers so that they can work more effectively with targeted youth.

The training consisted of 46 hours of instruction and was divided into eight sessions. Topics covered in the training included:

- o Overview of Juvenile Prostitution
- o The Male Juvenile Prostitute
- o Developmental Issues of Adolescence
- o Systems Response: A Look at the Issues
- o Male Victims of Child Sexual Abuse
- o Interviewing Adolescents about Sensitive Issues
- o Medical Assessment of Sexual Abuse in Males and Females
- o Adults Molested as Children
- o Treatment Issues: The Adolescent Victim
- o Adolescent Suicide
- o Sex Ring, Child Pornography and Child Sexual Exploitation: A Law Enforcement Perspective
- o Working with Juvenile Prostitutes: Special Concerns
- o The Adult Offender
- o Juvenile Prostitution: A Law Enforcement Perspective
- o The Adolescent Offender
- o Substance Abuse in Adolescents
- o Cross-Cultural Counseling Issues
- o Working with Sexual Minority Youth
- o Countertransference and Burnout

In addition to the comprehensive training program, each agency received a half-day in-service training for their entire staff. CII also developed and implemented a child sexual exploitation training program for law enforcement and provided three workshops for the general public.

The last session of the training included an evaluation of the entire training series. Overall, the comments were very favorable. Requests were made for further information on 1) AIDS -- Risks, Prevention, and Working with HIV Positive Youth; 2) Management of suicidal Youth; 3) Group treatment; 4) More time for processing trainees feelings and issues; 5) Exposure of more staff to the training and opportunities for ongoing training and refreshers.

Therefore, plans for next year's training include a more in-depth coverage of the training material presented this year and repeating the entire program for new staff. Additions or expansion of topics will include AIDS, suicide, practical techniques with groups, supporting other staff and the developmental issues of adolescence.

Data Collection

Project PACE offers a data collection management system and technical assistance to the participating agencies. The participating agencies are offered training and technical assistance to implement the most efficient data collection methods. The participating agencies provide monthly data to the CHLA, Division of Adolescent Medicine, where it is compiled, analyzed and reported back.

The data collected includes demographic information, referral source, case resolution, type of service received and numbers of youth unable to receive services due to limited space. The following displays the System of Care report from Project PACE.

(reduced report -Feb 1 , 1988- Jan 30, 1989).

COMMUNITY INVOLVEMENT

According to Anne O'Halloran, Director of the Youth Division of Hospitality House, community involvement was essential in assisting the staff to locate and finance their new shelter facility. As stated by O'Halloran:

"The search for a new location for our shelter was a difficult one, without the involvement of community members; including a real estate agent, who helped find the house, the Bank of San Francisco who helped finance the house and the support of the community, this feat would not have been possible."

Hospitality House provides a unique model for community involvement as well as community action. Hospitality House is the neighborhood center in the Tenderloin District of San Francisco and provides shelter and services to homeless youth and adults. In addition, it offers youth and adults a Community Arts Program and an award-winning multilingual newspaper.

The Community Arts Program began in 1967 to offer the community residents an opportunity to express their artistic skills. The program provides free art instruction, materials, studio facilities, and exhibition opportunities. The program is free, and both experienced and beginning artists are encouraged to explore a variety of artistic media ranging from oil painting to printmaking to ceramics. The majority of those who participate in the Community Arts Program are economically disadvantaged and, without this program, would not be able to express themselves artistically. As a result of the program, several artists have sold their work and have become recognized for their artistic abilities. According to Robert Flynn Johnston of The Fine Arts Museums of San Francisco, "Hospitality House serves as an oasis of self-discovery and creativity amongst the mean streets of San Francisco's inner city."

The Community Arts Program also sponsors the Tenderloin Arts Festival which features arts, crafts, music, song, and dance. Additionally, the program also publishes a silk-screened anthology of poetry and artwork. According to Hospitality House, "the proceeds from the arts sales and rentals contribute to the self-sufficiency of both our artists and the program."

Hospitality House also publishes the Tenderloin Times, a monthly newspaper with a circulation of 15,000. The Tenderloin Times is a four language newspaper serving the English, Vietnamese, Cambodian, and Laotian speaking communities. The newspaper focuses on such issues as homelessness, low-income housing, AIDS prevention, and health services as well as community activities and news. An example of community involvement turned into community action is exemplified by an article appearing in the June/July 1988 issue. The Tenderloin Times published a front page article entitled "Homeless Youth From Out-of-County Neglected by the City, Advocates Charge." The in-depth article focused on the plight of homeless youth, many who resort to prostitution to survive and who are being virtually ignored by the social service system. According to the article, "San Francisco's Department of Social Services is under fire by a coalition of advocacy groups for homeless youth, who charge that the city is passing the buck by not providing services of out-of-county homeless youths. Instead, the advocates say, the city returns most youths to often unsuitable home environments in the counties they came from." The coalition referred to in the article is the homeless youth collaboration of Hospitality House, Larkin Street Youth Services, Youth Advocates and Catholic Charities.

It is interesting to note that this article on homeless youth gained interest and was expanded upon in the December, 1988 issue of San Francisco Focus. The article entitled "Policies of Neglect - Why the City Refuses to Do Anything About

Throwaway Kids" chronicled the lack of response to homeless youth from 1982 to the present time. According to the article: "The homeless youth advocates in the city have fought a battle they admit has gone nowhere, while kids they are trying to help are committing slow suicide on the streets. What is ironic, youth advocates charge, is that federal funding to help the kids already exists if only the city's Department of Social Services would take decisive action. But instead of going ahead, the DSS and the city have stalled in endless public hearings, debates, Social Service Commission hearings, more reports, year-long studies, and talking to each other." The article highlighted the frustrations of the youth advocates and confronts the homeless youth policy issues and its effects. "Administrators in the Department of Social Services defend their record in helping the kids. DSS . . . policy is that any child who is abused and neglected under the age of 18 must be served". Robert Tobin, M.P.H., Executive Director of Hospitality House stated:

"Whatever the policy may be, the practice of the department has been to send these kids back to homes where they've been beaten and abused. That's a violation of professional ethics, and borders on criminal negligence. They are literally endangering the lives of these kids."

RESOURCE DEVELOPMENT STRATEGIES

San Diego Youth and Community Services has developed a creative resource development strategy to fund the Storefront. Since the Storefront began as a collaborative effort among three organizations, (SDYCS, METRO, and Catholic Community Services), each of the three agencies took on specific responsibilities for fundraising.

One of the most successful fundraising events for the Storefront has been the annual "Storefront Celebri-T Shirt Auction." A volunteer developed the idea for the auction and now organizes the collection of autographed T-shirts from celebrities. She spent countless hours on the telephone to public relation representatives and agents tracking down commitments. Soon, autographed T-shirts began arriving. Currently, over two hundred celebrities donate signed T-shirts--including Bruce Springsteen, Madonna, Paul Newman, Whitney Houston, Dr. Suess, Steven Spielberg, Clint Eastwood, Joan Baez, Bob Dylan, Whoopie Goldberg, Cher, and Lily Tomlin.

"Friends of the Storefront," a fundraising committee made up of 150 volunteers, organized the auction. The fundraiser is actually two separate events. First, a pre-auction party is held with hor d'oeuvres and an open bar at an elegant restaurant to preview the T-shirts. Tickets are \$100 per person and the restaurant donates the food and space. Publicity of the event is extensive; the local media is very generous and many attend the events as well. This well-attended party draws a wide spectrum of community leaders and people who support the Storefront. A few days later the actual "Celebri-T Shirt Auction" takes place in an equally elegant setting. A professional auctioneer inspires and cajoles the audience to bid higher and higher prices. For example, the

"We have a Volunteer Learning Contract. It's a contract that the volunteers have when they start. It shows the most important things to know as a volunteer and as a staff person. It has to do with counseling and paperwork. Their Supervisor trains them based on that learning contract. That's supposed to be finished within the first two months, although sometimes it isn't. It's a check-off list of things they need to learn and things we need to teach them. It helps the volunteers and the staff people work together. It's a good checks and balance system."

Volunteers also are provided with formal evaluations by their on-site supervisor. Evaluations occur at two months, six months, nine months and every six months thereafter.

CHAPTER VI.

INNOVATIVE PROJECT SERVICES

INTRODUCTION

According to Marty Bogen of the Storefront, providing services to youth involved in prostitution requires learning new methods of working with this population. "The problem with dealing with these kids is that very little is known about them. We're handling problems that are way beyond the professional experience of most clinicians." Indeed, what is known about the street runaways and throwaways is still in an embryonic state. In the past few years, some systematic data have begun to be collected and analyzed. Agency networks have formed -- information is being shared. Programs have begun working together in new ways. And teams of intelligent and creative people are collaborating in finding more effective ways of reaching out to the youth.

It is challenging. Many youth have been physically and/or sexually abused. Others have spent most of their lives in institutions. They have little trust for adults and many resist programs. The youth quickly become acculturated to the streets. Many form street "families", peers who look out for one another. Some youth have compared the lure of the streets to an addiction. The longer a youth is in the streets, the stronger the temptation is to return. On the streets, the cycle of abuse often continues -- most of the runaways and throwaways are at serious risk of falling prey to extortionists, pimps, pornographers. Others survive as thieves, "bashers", pickpockets, pool sharks, drug dealers or runners, and blackmailers.

All of the youth are at serious risk of being sexually exploited. Mindi Levins, Case Manager at Los Angeles Youth Network, says:

"One of the things I'm learning in this job is to assume that the kids on the streets hustle. There are kids that don't. But from little boys and little girls, we hear about it all the time. I don't know that we can separate homeless youth from kids that are prostituting. Kids can get sex and drugs easier than they can get a meal... In the shelters, the kids might meet one another and teach each other the tricks of the trade. Nobody on the streets is safe from being exploited. Selling sex for coke, for shelter, food, money is there, it's everywhere.

The OCJP Child Sexual Exploitation Intervention Program funded projects have responded to the challenges posed by this population in creative and innovative ways. Across the agencies, similarities in approach to service delivery are being defined. Underlying service delivery in most of the agencies

is the notion of "empowerment" -- the youth are encouraged to begin taking responsibility for their lives. In empowerment, according Gabe Kruks, Youth Program Director at Gay and Lesbian Community Services Center: "It's counter-productive to 'do' for the kids. If they get off of the streets on their own, their chances of staying out are greater than if you do it for them." In accordance, the youth are informed of options. They make their own decisions.

In approaching the youth, an emphasis is being placed on using the youth's definitions of their needs as a baseline of services within the context of the agency's service delivery model. The agencies are finding that youth will more readily access services if they are easily and immediately available. As Molly Ward at Hospitality House says: "The minute it becomes a hassle, you're competing with the other most convenient option." This is reflected in programming, which is increasingly moving in the direction of outreach and networking among agencies.

This chapter describes some of the most promising new methods of service delivery being implemented by agencies in the OCJP Child Sexual Exploitation Intervention Program. Some of these methods are innovative because they are based on youth defining their own needs and on increased accessibility to services by the client population. In discussing these methods, no attempt is made to evaluate their relative effectiveness. The aim is to document what is being done in the field.

In the next few years, these methods will continue to evolve. They may change or be modified as time goes on. They will be discussed in groups and by task forces. The methods will continue to be adapted to meet the needs of the young people. The following sections present some of the creative methods in the areas of outreach, hotline, shelter, counseling, drug and alcohol interventions, independent living skills, employment and training, education and training, personal health education and primary health care.

OUTREACH

"Outreach workers go and talk to the kids and hang out with them. They go to them as counselors and as friends. If the youth doesn't respond to counseling, they kick back with the kids and talk to them as friends. I think it's a cool idea . . . When the counselors go out to talk to the kids, the kids respond more because they see that the workers care enough to come out here to talk to us. They're handing out bleach and condoms, they show us they care for us ... If an outreach worker goes out and meets a kid, if they see that same kid over and over, that kid will respond, eventually. A lot of kids have gone through a lot of beatings and rapes as kids so maybe they can never reach them, but they should keep trying."

Young woman, San Francisco

Underlying most outreach programs is the idea that all homeless youth need to know about the options to street life. Dan Ford, the Outreach Coordinator at Larkin Street Youth Center outlines the six major groups targeted in outreach. "They are:

- . For new arrivals to the City, we let them know of the community resources available to them;
- . For youth who are choosing not to access services or can't because they are too old, the main goal is to help them stay alive through street counseling, referrals, condoms and bleach and supportive services;
- . For kids who have either been through services and are back on the streets or are too old for services and are chronic street youth or choosing prostitution as a lifestyle, we provide maintenance contacts with them, chatting, finding out how things are going for them. Since these chronic street youth are out in the streets more than the outreach workers, one of the goals is to get them to refer the younger street youth to services.
- . One day a month, we target an area, and a crew of volunteers and staff will check in with merchants in that area, letting them know about services so they can refer youth to us.
- . We also do police outreach. When workers are in an area, they get to know the beat cops. If it's a new area we're working in, we go to the precinct station and let the captain know what the goals are and what we're doing.
- . We do outreach to community groups, religious organizations, and people in general. Most of this is through requests. Sometimes if we know a neighborhood is particularly hot or having problems with street kids, we may approach the community agencies and let them know we're open to referrals."

Formal outreach takes many forms. In street outreach, teams of workers walk in areas where there are concentrations of youth. If a youth is in the act of soliciting, workers have found that it is best not to interfere, as receptivity is low and interruptions may trigger negative reactions. The workers provide information and referral, and street-level counseling. Referral cards are given to the youth, which describe the range of services available in the network. In addition, many of the outreach workers provide AIDS education and may distribute condoms and bleach to the youth who are prostituting, ensuring that they know how to protect themselves.

Outreach workers, in the course of their work, become intimately involved in the street "scene" and look out for the youth. Dianne Flannery, M.S.W., Project Director at Larkin Street Youth Center says: "If a kid gets in a car, the outreach worker will write down the license number and other kids will do that for each other, too. It's very rare that somebody gets picked up and nobody has seen it."

Outreach can also be an event, or occur at a specific physical location. One agency holds periodic noontime picnics so the youth can have a meal and a talk with agency personnel and other youth involved in the programs. Outreach meetings can be held in rented hotel rooms, and in restaurants, and may take the format of discussion groups. Some agencies combine street outreach with a "mobile office"-- a van which holds a supply of food, drinks and clothes to meet some of the immediate needs of the teens. Drop-in facilities are also outreach centers. The facilities provide a range of services for the youth to access at their own pace -- a safe resting place, food and drink, pool tables, storage areas for possessions, access to showers, clothes, telephones.

While outreach takes many forms, some of the methods utilized have applicability across service delivery models. In conducting outreach, many of the agencies emphasize the importance of workers who identify with the community and with whom the community identifies. WARN, CAL-PEP and Hospitality House's outreach workers have teen prostituting experience and are ethnically diverse. To reach the sexual minority youth, CAL-PEP's and the Gay and Lesbian Community Services Center's outreach teams include sexual minority workers. At the Storefront, peers who have been through the stabilization program will sometimes join the outreach team.

In reaching out to youth in the streets, consistency in time and place of outreach is also an important element. Some of the youth who may not choose to access services may grow to depend on the outreach workers for on-going support. In establishing trusting relationships with these teens, it is important to meet their expectations.

In order to facilitate street recognition, the outreach teams at the Storefront wear t-shirts and caps identifying them with their agency. San Francisco's Larkin Street Youth Center outreach workers wear red jackets. The Outreach Coordinator reports that in spite of his initial reservations about the jackets, youth have been responding positively. The jackets help promote agency recognition by youth, merchants and police where there is a changing pool of outreach workers.

While there are hubs of street youth activity, the youth are a mobile population. At Larkin Street Youth Center, the primary target area is the Polk Gulch district. Yet, as youth move to the Haight and Castro districts, outreach teams are dispatched to those areas.

Some of the agencies conduct preventative outreach in high school high risk programs. Larkin Street Youth Center makes presentations to high school kids between the ages of 12 and 15. The 1736 Family Crisis Center teaches a "stop and think" model in continuation schools, encouraging youth to think through the ramifications of the decisions they make.

One of the major components of effective outreach is the agency's street reputation. Perhaps the most powerful form of outreach is the peer network. At the Storefront in San Diego, the communication network among the street youth is known as the "Coconut Line". Peers talk to one another and will often refer their friends, younger children, and inexperienced runaways to trusted agencies. According to one agency director, "the word about the agencies gets out quickly on the streets." To a large extent, informal peer outreach depends on the reputation of the agencies in the streets.

TELEPHONE HOTLINE

"I had come to San Diego to find my fiancée. When I got here, I found out she's a prostitute... I didn't want anything to do with that... I was in town about two weeks and I called the 800 number, the youth information line. I found this shelter. It worked.

Young man, San Diego

Hotlines are an important component of the service delivery system. In the network, there are local and state-wide hotlines. Hotlines offer a range of services: information and referral, crisis intervention counseling, and neutral message centers. Since the incoming calls are anonymous, hotlines have the ability to reach out to youth who may not typically access the service system. The California Runaway Hotline (a statewide system located in Sacramento) reports receiving calls from prostituting youth who work under pimps, a population that is often left out of outreach and other services.

Some promising trends in hotline capabilities include toll-free numbers and conference calling. The California Runaway Hotline and Angel's Flight's telephone line have toll-free numbers. Toll-free numbers provide an access point for individuals in need who may not have money for a telephone call. In addition, the California Runaway Hotline offers conference calling, through this youth can talk to their guardians or parents, with the option of the hotline worker staying on the line, as mediator. In conference calling, the hotline worker will usually stay on the line to make sure that the calls are legitimate. Davida Wolf, Project Director, California Runaway Hotline, reports calls from pimps who are looking for their "girls". In referring youth to service agencies, the California Runaway Hotline can, through conference calling, ensure that the referring agencies can provide services for the caller. This is especially helpful in referring to shelters, who may be full or who may not accept the youth based on their client screening criteria.

SHELTERS, TRANSITIONAL AND ASSISTED LIVING PROGRAMS

"A lot of the shelters are short-term, but they get you off the streets and get you to work and get you enough time to work on something else, another shelter. And you just keep switching shelter to shelter and it buys you enough time to get something going, but you gotta want to."

Young woman, San Francisco

Each of the projects offers a service network that include a range of shelter, transitional and assisted living programs. The chronic street youth who are not willing or ready to transition out of the streets can rest for three days with relatively little being asked of them. Youth who are waiting placement may access some of the shelters and programs on an interim basis. At one of these shelters, there is no maximum length of stay for these youth in transition.

In short-term programs, the youth begin formulating goals and addressing their immediate crises. They can usually stay a maximum of fourteen days. For the most part, the short-term programs are structured, so that youth are required to work on goals. Those programs tend to screen out drug using, detoxing and suicidal youth, as well as those who are mentally unstable or have criminal records.

Transitional programs offer between one month and six months of services, during which time agencies work on stabilizing the youth through intensive case management, counseling and independent living skills. In assisted living programs, rents in hotel rooms are subsidized while youth save money for an apartment or apartments are rented by agencies who then sub-lease them to employed or employable clients.

Innovative programming in housing for youth centers on increased flexibility in meeting the clients' needs. At the Storefront, youth who present themselves for emergency shelter services can, at times, be turned away because those beds are full. In such cases, the youth may turn to abandoned buildings ("squats") for shelter. The Storefront has brought food to the "squats" so that youth temporarily inhabiting them will not go hungry.

Two Los Angeles agencies, Los Angeles Youth Network and Teen Canteen, have begun integrating shelter and case management functions. This alliance is allowing both agencies the opportunity to concentrate on their individual strengths while enhancing services to the youth.

Agencies that have both short-term and longer-term programs make their decisions about who will be allowed into the longer-term programs based on the motivation of the youth. At the Storefront, youth petition their resident counselors and case managers to take part in the Phase II program. The final decision is made by the whole staff. At Hospitality House, after each month in the housing program, youth are required to ask for an extension. Usually, they write a letter and present it to the staff at the client review meeting. At this meeting, any staff concerns and accomplishments are raised directly with the youth. Staff provide positive reinforcement for the youth's achievements and confront issues and problems that could jeopardize the youth's stay in the housing program. This strategy is adopted to ensure that the youth has a commitment to changing his/her life.

Transitional programs are especially difficult for youth to complete. In the streets, youth are free to come and go as they please. In stabilization, they have to function in a context of rules, goals and minimum wage jobs. The drop-out rate in transitional programs can be significant. At Los Angeles Youth Network, the Storefront and the Gay and Lesbian Community Services Center, the programs are based on the idea that there are no failures. Youth are allowed to take "breaks" from the program and re-enroll after some time has lapsed. During these breaks, youth have the option of continuing to receive case management and other services.

The Storefront's stabilization program incorporates youth with mental health conditions who are working on stabilizing their medications. This subgroup is typically left out of services.

Some of the most noteworthy trends in housing programs include providing food to youth who are turned down for shelter, shared case management and shelter functions through an alliance of two agencies. In agencies that have both a crisis shelter and a stabilization program, the youth who show initiative are considered for the transition programs. In stabilizing the youth, an important issue is increasing the program timeframes, allowing youth to drop out of transitional programs and to re-enroll when they are ready, and working with youth with mental issues to stabilize their medication. In all of this programming, an effort is made to bring the services to the youth for more effective service delivery.

COUNSELING

"Case managers and counselors have a head on their shoulders. They have ideas if you have problems. They give you options when you can't think of anything on your own. It's been very helpful to me."

Young woman, San Diego

Counseling services are prominent in the service delivery systems. All of the projects offer some form of one-on-one and group counseling. In addition, some of the agencies provide family counseling.

In working with youth involved in prostitution, project counselors have found that a reality-focused approach, with a present and future orientation offers the most promise. Sharen Geant, Ph.D., a case manager at the Storefront, tried using a non-directive counseling style, but found it ineffective. She reports that the youth, who were entrenched in serious survival issues, got "stuck" in their pain, and that was counter-productive. She now uses a directive therapy style in her work.

Sessions may be "therapeutic counseling" or they may be "therapy". Broadly defined, the aim of counseling is to problem-solving -- dealing with the problems of daily life. Therapy is oriented to larger-scale personality and emotional issues facing the teens. Given the time restrictions inherent in most

programs, the distinction between therapy and counseling sometimes becomes more an artifact of the training and licensure of the individuals providing the services. In counseling, for example, emotional issues may have to be addressed before decision-making takes place. Likewise, it may not be appropriate to delve into emotional problems until the youth has made some basic life decisions. Each agency has developed internal guidelines as to the severity of the problems they are willing or able to work with and will refer youth to appropriate agencies when programmatic limits are reached.

In some agencies, licensed clinicians conduct therapy sessions with the youth. In others, licensed therapists supervise interns who work with the youth. The interns' clinical hours, when approved, can be counted toward licensure. Senior therapists can also play more informal roles, providing in-service trainings and clinical advice to line staff. Para-professional staff and volunteers may also spend time with the youth on hotlines, in outreach or in shelters, seeking to establish rapport and listening to the youth's concerns. They may offer practical advice, education and information, case management and referrals.

At Stepping Stone, a peer staff person will sometimes team up with a counselor in providing services to clients. This helps the youth feel more at ease while being counseled and enhances the therapeutic value of the services.

In working with youth with suicidal ideation, the California Runaway Hotline will make contractual agreements with youth who are unwilling to access services. The hotline operator first attempts to de-escalate the situation. He or she will then arrange for the youth to call regularly at given times until the crisis has begun to wane. Larkin Street Youth Center has also found contractual arrangements effective in working with suicidal youth and youth who have drug and alcohol issues.

A number of support groups have been developed which are tailored to the needs of the youth. Most of the shelters hold group sessions. Bill Wilson, Counselor, at the 1736 Family Crisis Center explains:

"Once or twice a day, we have groups. They're not didactic presentations, the groups focus on whatever issues the kids bring up. We might talk about families, or complimenting one another, or appropriate ways of expressing anger. We do group focus, child focus, whatever is important at that time. Yesterday, we did a role play around dealing with parents."

Larkin Street Youth Center holds a Lifers Support Group for long-term street youth. The group is based on the street family model (where kids help one another survive in the streets) and tries to use peer support in motivating the youth to transition off the streets. Hospitality House and Larkin Street Youth Center hold a variety of support groups, which emphasize self-esteem and

making good and healthy choices. Teen Canteen holds weekly support groups with the youth in their apartment program, thus helping the youth create a social network where they have peers outside of the streets.

Most of the youth entering the service system and many who interact with outreach workers have access to counseling services. Counseling methods vary, but the trend is to meet the youth's immediate needs. Lynn Rankin, at Stepping Stone says:

"The counseling style is whatever works. We do one-on-one for crisis intervention on such issues as rape or pregnancy. We do groups on decision-making, lots of kids don't know what they want to do. A tremendous amount of counseling time is spent getting them to adjust to the next step. We do impromptu groups if the kids are fighting or around drug issues."

Peers are often helpful in dealing with the issues facing the youth. Group sessions are thus held in most agencies, and are tailored to specific groups or issues.

DRUG AND ALCOHOL INTERVENTION

"I've done all the drugs but I hate them because you lose control. Crack is the #1 selling drug out there. I hate coke. It's getting harder for people to get off the streets because they're prostituting to get their rocks (crack) and their crank (speed)... If I had one wish to make L.A. a better place, it would be to get all the drugs out of L.A.

Young man, Los Angeles

Many of the youth involved with the projects have a variety of problems with drug and alcohol use and abuse. Yet, the projects report that they have a difficult time referring these youth to in-patient detoxification programs. Some county programs are through the Probation Department, and the youth are not eligible for these programs unless they commit crimes. Some of the youth are detoxifying on their own, or with a friend's help. Some attend twelve-step programs.

One youth in San Francisco describes detoxing with a friend's help:

"A couple of years ago, I was addicted to speed for 2-3 months. I'd do it every day. I was getting it for free because I was helping some guy bag it. I was so skinny. I had bags under my eyes, my hair was falling out. I was sick. I looked in the mirror and decided no more. I had about 3 grams of speed on me and I threw it in the toilet and flushed it. Then I went to a friend's house and passed out. I honestly thought I was dying. I was so tired and weak, I couldn't get out of bed. I couldn't eat, I could only drink a little bit of water. My friend came in every day and changed my sheets and brought me food. She helped me for a month and a half and finally I was fine.

Many youth do not have friends who will house them while they "kick" their habit. The twelve-step programs are often the only option for them. The Storefront, Larkin Street Youth Center and Aviva Respite Shelter have linked with providers of Alcoholics Anonymous, Narcotics Anonymous and Children of Alcoholics programs to bring the self-help, twelve-step programs in-house. At Larkin Street Youth Center, this is amplified with individual counseling and drug and alcohol rap groups.

Aviva Respite Shelter's program includes a drug and alcohol education component. Groups focusing on drug and alcohol issues are held at many of the agencies, including the Storefront, Aviva Respite Shelter, Larkin Street Youth Center, Los Angeles Youth Network, Teen Canteen and Gay and Lesbian Community Services Center.

The Alcoholic Anonymous, Narcotics Anonymous and Children of Alcoholic Parents twelve step programs are the most prominent forms of drug and alcohol intervention in the projects. When these programs are brought in-house, attendance is increased. Other intervention methods include drug and alcohol rap groups, individual counseling, and referrals to alternative drug and alcohol treatment methods.

INDEPENDENT LIVING SKILLS

"If you want to learn how to "pull a date", I can show you. I can show you how to make a fix to get high. But how to be normal and responsible, and things like that, we need to learn. There's a lot of schooling that kids need. It took me a long time to get it that I can't go to job interviews in jeans and a t-shirt. And kids live outside or in hotel rooms. You're not used to turning off the light, cleaning your room, cooking meals, and doing chores. The thought of cooking ... they're making me cook to learn the basics. I'm cooking, but it's not one of my favorites. Now I know that I can bust an egg in a skillet and maybe a little bacon and cook it and it'll taste half-way decent."

Young woman, Los Angeles

Independent living training programs can be informal or structured. The primary skills being taught are budgeting, banking, household management, roommate selection, conflict resolution and communication, food preparation and parenting.

At Aviva Respite Shelter, youth are given an independent living budgeting exercise. The youth look through newspaper ads and determine the cost of an apartment. To this, the costs of utilities, food, clothing and transportation are added. The sum total is then compared to their earning potential. This exercise becomes a "reality check" for youth who want an independent living situation. 1736 Family Crisis Center and the Storefront also hold budgeting sessions with the youth in their program.

At Hospitality House, Gay and Lesbian Community Services Center, Teen Canteen, and the Storefront, the youth are assisted in opening bank accounts. They are taught about bank charges, balancing checkbooks, and "bouncing" checks. Options House, Aviva Respite Shelter, Stepping Stone, Gay and Lesbian Community Services Center, 1736 Family Crisis Center and Hospitality House provide "hands-on" food preparation lessons. The youth either take full responsibility for the preparation of meals or assist in the process.

Aviva Respite Shelter culminates its parenting education program with a "Water Bottle Parenting Exercise". The girls spend 24 hours caring for 5 gallon bottles which represent babies. They carry them around or arrange for baby-sitters when they have appointments to go to. In the night, the girls are awakened by the sounds of crying and stay up for five minutes mothering the babies -- changing and feeding them. The discussion that takes place about the exercise emphasizes how the youth's lives would change if they became parents. The girls also discuss all the things they want to do before they commit to having children.

EMPLOYMENT AND TRAINING

"There's only so much that agencies can do. You need employers. \$4.25 an hour can't do a hell of a lot for you. Once you pay rent, you don't have anything left. If you don't have transportation or a diploma, you end up with nothing. Everywhere you go, they say help wanted. But they won't hire us. You need ID, it's screwed up. Others can make more money hustling in a day than I can make in a week."

Young Man, San Diego Storefront

Youth employment is a major challenge. The available jobs, given the low skill level of the youth, pay minimum wage. Many youth are simply not used to the structure of any environment, let alone a work environment. As a result, the youth need assistance not only in finding jobs, but also in retaining them.

In some of the agencies' employment assistance programs, the youth are coached in job-hunting techniques. Other programs have internal job development capacity which will directly help the youth find work or access job training programs.

In the Aviva Respite Shelter, the youth are given formal instruction on job seeking. The youth are encouraged to assess their skills and to examine their employability in the context of the cost of living. Gay and Lesbian Community Services Center and Teen Canteen staff also work closely with their clients, teaching them how to look for work, how to dress and comport themselves in job interviews.

Hospitality House has two staff persons, a Vocational Counselor and a Job Developer who assist the youth in finding work and accessing training programs offered, for example, by business or trade schools. Lea Trulock, Vocational Counselor at Hospitality House, describes the program:

"The job development component provides pre-employment counseling, we're screening and assessing for employability... If the youth keep getting fired from their jobs, it's not good for their self-esteem, you need to work with them before they go get a job... We provide on-going services to the youth, we do job development and job placement which includes placement into training programs. Each youth is individually supervised in his or her job search and receives a stipend to survive. We also provide follow-up services, in-house job counseling and keeping in touch with the employer to see how he or she likes the youth."

At the Storefront, the Independent Living Skills Instructor emphasizes work experience. He seeks out sources of employment and takes youth to the workplace. When a circus came to San Diego, he brought a busload of them to the work site. He's also taken youth to a major hotel to wash dishes for a minimum wage and a steak and lobster dinner. In this way, he hopes to get youth used to the structure of a work environment.

In employment training, an important set of skills is being taught -- how to look for work, how to interview. Once the youth have landed jobs, they are counseled on how to retain their jobs. Programs providing hands-on work experience are particularly promising in the delivery of effective services to these youth.

EDUCATION

"Most kids don't want to go to school. They want to wait and get their GED. Going to school and living in the streets is impossible. I tried it. You don't have clothes, you're dirty, the hours. It's a hard thing. You can't make it all the time, you don't have money to get there. You don't want to go to school with people who have homes. You have to wear the same clothes all the time so you feel different. It's a different culture."
Young man, San Francisco

Three of the agencies in the network have in-house education programs with accredited teachers. Options House, Larkin Street Youth Center and the Storefront provide educational programs that are based on the one-room school house model. The Options House program emphasizes motivating youth to return to school. In all the programs, youth define their goals with the teachers and work at their own pace in achieving them.

The school teacher at the Storefront is paid by the County Office of Education, Juvenile Court Schools. She explains her approach to working with these youth:

"Initially I chat with the kids. I see them outside. I ask them why don't you come to school. I watch how they interact with other kids. I do assessments. I'll start them off with an easy book so they can whip through it. I want them to succeed at school for the first time. This is an individualized program. When I talk about love, I talk to the whole class, when I talk algebra, it's to one or two of the kids. I have individual study contracts. I find out what subjects they like, geology or animals, or whatever, and I work on that. Every day they turn in assignments to me. This is amazing to me, they're homeless, and they want to take their algebra books outside of class."

The Larkin Street Youth Center teacher is employed by the San Francisco School District. She describes her program as a mix of tutoring, resources and referrals. She says:

"Kids respond best to individualized work. Kids also have to eventually function in groups. I have instituted a policy of giving school credit for the various groups they attend, Narcotics Anonymous, Alcoholics Anonymous, and Women's groups."

She finds that the youth have varying attention spans. With some youth, she can only work 15 minutes, with others, two hours or more.

PERSONAL HEALTH EDUCATION

"Last night, we had somebody come in and talk about AIDS and sexually transmitted diseases to us. That was interesting, but I'm AIDS-educated. I learned something about genital warts, though. I didn't know about that."

Young woman, Los Angeles

Personal health education is provided by many of the agencies in the network. It may be provided informally in the context of other services or in a group setting. Health-related topics include fitness and nutrition, AIDS and other sexually transmitted diseases and family planning.

In conducting outreach, Larkin Street Youth Center, CAL-PEP, Hospitality House, and WARN provide information about AIDS, as well as material assistance in the form of condoms and bleach. "Safe sex" is discussed in youth rap groups at Aviva Respite Shelter, Los Angeles Youth Network, Gay and Lesbian Community Services Center, Hospitality House, Youth Advocates and Larkin Street Youth Center.

All the projects participate in innovative AIDS prevention and education projects. For example, San Diego Youth and Community Services administers a cooperative, county-wide AIDS prevention project for high risk youth. The purpose of the project is to train selected staff and youth who return to their projects to train other staff and youth in AIDS prevention education.

Recently, CHLA, Division of Adolescent Medicine, received funding for an HIV/AIDS Prevention Project. The project includes outreach, shelter and a risk reduction clinic. The outreach workers approach youth and provide them with information on AIDS and HIV infection. Workers distribute condoms and provide referrals for food, shelter or whatever a youth may need. CHLA, Division of Adolescent Medicine, has expanded the number of shelter beds in the network through several subcontracts. A subcontract with Adolescent Alliance provides six beds specifically. Adolescent Alliance provides foster care using a group home model. The risk reduction clinic provides health care, health education and case management to asymptomatic and symptomatic HIV+ adolescents, between the ages of twelve and twenty one.

At 1736 Family Crisis Center, physicians from a local hospital give in-services to the youth about taking care of their bodies. At Aviva Respite Shelter, fitness and nutrition are taught as part of the core program offered to residents. Nutritional information is relayed to the youth at Options House, 1736 Family Crisis Center, Stepping Stone and Gay and Lesbian Community Services Center in the context of meal preparation and by staff at CHLA, Division of Adolescent Medicine, Youth Advocates and Larkin Street Youth Center youth clinics. The youth at the Storefront are offered instruction in first aid. In addition, most of the shelters provide hygiene packets to their clients, which can include shampoo, conditioner, combs, tooth brushes, toothpaste, and dental floss.

PRIMARY HEALTH CARE

"I feel at home here (L.A. Free Clinic), real comfortable. There's no value judgment. I come here all the time and send all my friends. They treat you with the medicine you need. I feel better knowing things are taken care and they've explained what's wrong. "

Young woman, Los Angeles

Youth medical clinics are offered by the San Francisco and Los Angeles grantees. In San Francisco, the clinics at Larkin Street Youth Center and Youth Advocates are staffed by the Department of Public Health. In Los Angeles, youth medical services are offered through a collaborative effort between the Los Angeles Free Clinic and the CHLA, Division of Adolescent Medicine.

The clinics at Youth Advocates and Larkin Street Youth Center offer a range of information and basic health screenings. More complex medical problems are referred to other medical facilities. The Los Angeles Free Clinic/CHLA youth clinic, as part of a larger medical institution, handles most, if not all of the youth's medical problems.

The CHLA, Division of Adolescent Medicine has a mobile medical team which is dispatched to many of the agencies in the Los Angeles service network. In the field, the nurse practitioner does medical screenings and limited lab work. At Larkin Street Youth Center, the nurse practitioner does street medical outreach. Walking the streets, she talks to youth about their symptoms. She checks ears and noses and makes referrals to General Hospital or to the health clinic, depending on the severity of the ailment. If a youth has been in to see her, but hasn't returned for the results, she mobilizes the outreach team to try and locate that patient.

Intake at the CHLA, Division of Adolescent Medicine, considers medical, psychological and social services needs. Any youth who visits the clinic will see at minimum an intake person, a physician and a social worker. Physicians are also trained to conduct an assessment of the youth's medical condition in the context of psychological and social needs. At Larkin Street Youth Center and Youth Advocates, the clinics are physically located in the agencies, and intake is comprehensive.

CHAPTER VII.

CONCLUSION

Juvenile prostitution is a form of child sexual exploitation. It is a harmful and complex social phenomenon that deserves the attention of communities and government agencies. When addressing the issue of juvenile prostitution, the complexity of factors sometimes lead policy makers, planners and providers away from an essential devastating result of sexual exploitation. As stated by Jed Emerson, former Executive Director of Larkin Street Youth Center:

"I know some kids who would rather starve on the streets than become prostitutes, but many, many will sell themselves. But prostitution is a slow form of suicide. Every time you prostitute you give away part of yourself, and the kids feel that. It's like when you prostitute you are saying, this is what I'm worth, I'm worth, say twenty-five dollars. And that's just about the value of human life in our neighborhood. Seventy-five, tops. And that is not a whole hell of a lot.

Survival on the streets necessitates doing whatever is required to make it through the day. As stated by a eighteen year old young woman in San Francisco who has lived on the streets:

"Some of the kids are pulling dates (prostituting). A lot of them will get offers to get pictures taken. They get offers to do porno movies and pictures for movies. A lot of them sell drugs, a whole bunch of different things. A lot of kids find some men that don't want to have sex with them, but just want company. They'll pay you to be a guest in their house, like a friend or a kid. They want companions, you can get a lot of money for that."

Another young woman in Los Angeles gives her opinion of why young people get involved in prostitution:

"For hunger, you see other people doing it and surviving, drugs, loneliness, wanting to feel wanted, it's a mental thing. . . . Some people feel it is the only way they can survive. . . . Trading sex for whatever is prostitution. You're giving them what they want, and they're giving you what you want. If what you want is a shower and a meal, that's what you need. If you need \$50, that's your need. It's a trade-off.

A fifteen year old boy in Los Angeles offers his perspective of life on the streets and why young people become involved in prostitution:

"They think they can't do anything else. They seem to be at the end of their rope so it's their last resort. I did it for money, I didn't want to be a burden on my friends. I did it once in a while, once a week. . . You lose compassion when you hustle. You have no compassion. You start thinking that everyone out there are the sleazy (people) cruising the boulevard. I used to go to the bookstore and in an alley. All I had to do was walk through the alley or by the alley and there would be cars parked there. There was this restaurant where I'd just sit there and people would come out and talk to me. I felt really used the first time."

Youth involved in juvenile prostitution also have a great deal to say about the needs of youth on the streets. A young woman in San Diego states:

"They need not to be in the streets in the first place. All kids are different. Everybody has different needs. They need to know that even if they can't go home, there is some place where they can go. Even if it's just to take a shower and get dressed to go to work they can do that. They need to know through other kids on the streets that the people in the shelters are okay. A lot of them think this is it, they have nowhere else to go. It took me three weeks before I could call this (shelter)."

Another young woman in San Francisco gives her opinion on the needs of youth on the streets:

"The kids need to know that somebody cares about them. They need a chance to prove that they can accomplish something without having somebody tell them what to do. They need shelter, they need food. I think almost every kid, no matter if they do drugs or have done them or haven't touched them, they need counseling for it. They need to have someone tell them, teach them about the streets, teach them the dangers of being out there and try to find ways through the system or around the system to get them off the streets or get them where they don't have to go to the streets. A lot of times there aren't enough services, and the kids are pushed into the streets. They're being shoved out there. The streets are always there, there are friends who can teach them. They need guidance."

A young man in San Diego provides his perspective of the needs of street youth:

"Letting the love and trust be felt. It's hard for kids off the streets to come to a (shelter) and trust it. The two biggest things are trust and love and not empty promises. You learn on the streets that a lot of people make promises to you and they are always empty. You get tired of believing in something that's not there. So, the (shelter) has to make sure that when they say they are going to do something, it happen, that it's not an empty promise."

It is no wonder that many homeless youth are mistrustful and fearful of "empty promises." Despite state and federal policies that mandate all youth under the age of eighteen are to be protected by the social service system, the number of homeless youth living on the streets indicate that the system of protection is not working. The reasons are not entirely due to a lack of knowledge or understanding of the problem, but rather attributed to a lack of resources in an overburdened social service system. Competing priorities for tax dollars on a federal, state and local level is a reality that calls into question who and what is deserving of support.

The projects funded by the OCJP Child Sexual Exploitation Intervention Program provide alternatives to youth involved in prostitution. The experiences and successes of the projects prove that cooperation and collaboration in communities can make a substantial difference in providing services to sexually exploited youth. Each of the project's have successfully advocated for and developed a range of services that have assisted many youth. These project's set an example for other communities as they begin to examine options and services for youth involved in prostitution.

The challenge for communities electing to intervene in the problem of child sexual exploitation is a commitment to long term change. It requires clear policy initiatives, multiple strategies, collaborative efforts, and resources. It is demands that resources be focused on these youth to end the cycle of victimization and exploitation. A fifteen year old girl staying in a shelter in Los Angeles sums up why communities should get involved . When asked about the needs if youth on the street, she said:

"A home and lots of counseling after what they've been through, their minds are gonna be changed from that experience. They need to find someone who really cares about them, that's the main thing."

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GLOSSARY OF TERMS

General

Child Sexual Exploitation: Any form of sexual interaction between an adult and a child under the age of eighteen. The adult, by virtue of age and experience, is in the position to manipulate the child, thereby exploiting the child for the adult's sexual satisfaction. Examples of child sexual exploitation include child molestation, child pornography, and juvenile prostitution.

Juvenile prostitution: Any juvenile engaging in sexual activity with an adult in exchange for money, drugs, food, shelter, clothing, transportation or other form of exchange.

Survival Sex: Any juvenile engaging in sexual activity with an adult in exchange for food, shelter or other form of exchange.

Runaway Youth: Any juvenile that is without supervision of a parent or guardian for more than a twenty-four hour period.

Throwaway Youth: Any juvenile that has been abandoned or told to leave the living situation by the parent or guardian and is without any means of support. This can also include youth who are referred to as "system failures", youth who have been in the system of substitute care and have been denied further service for any number of reasons.

Homeless Youth: Any juvenile that has been living on the streets for a period of two or more months without any means of support by parents or guardian.

Services

Outreach: The provision of information, referral and crisis counseling services in the locations where juvenile prostitutes congregate.

Hotline: The provision of a toll-free 24-hour crisis telephone line with trained counselors for juvenile prostitutes.

- Shelter:** The provision of safe housing, food and other basic necessities for juvenile prostitutes operated by trained child care professionals. Depending on the shelter's service delivery pattern, case management, counseling, independent living skills, employment, education, and medical services can be offered as well. The length of time of a shelter stay depends on the shelter policy.
- Counseling:** The provision of problem-solving and short-term therapy to sexually exploited youth to assist the youth to examine choices and make decisions that will create a life free from exploitation.
- Drug and Alcohol Interventions:** The provision of self-help, counseling and treatment services to assist youth to lead a life that is free from alcohol and other drugs. Self-help services can include groups like Alcoholics Anonymous and Narcotics Anonymous.
- Independent Living Skills:** The provision of educational and experiential assignments that teach the skills of self-reliance and self-sufficiency to youth.
- Employment and Training:** The provision of pre-employment and employment skills to assist youth obtain and maintain employment. Pre-employment skills include application and resume preparation, interviewing and communication skills. Employment skills include job-specific skills as well as conformance to general standards of job performance.
- Education:** The provision of basic skills such as reading and math by a certified teacher or volunteer tutors. It can also include assistance to obtain a high school equivalency certificate (GED).
- Personal Health Education:** The provision of general nutrition and health self-care information and education. Information and education can include AIDS prevention, alcohol and other drug prevention and pregnancy prevention.
- Primary Health Care:** The provision of medical care and related services.

Street Slang Related to Individuals

AC/DC:	A bisexual
Bashers:	Individuals who assault and rob others; "fag bashing", assaulting and robbing gay men.
Boosters:	Individuals who steal and sell expensive goods for money or drugs.
Chicken:	A young boy, generally under 16 years of age.
Chicken Hawk:	Men who like young boys for sex.
Drag Queen:	A male who dresses as a female.
Dyke:	A lesbian.
Fish:	A biological female.
Miss Thing:	A gay male prostitute or drag queen.
The California Welfare and Institutions Code (CWIC) category for youth who have committed a status offense, such as running away, truancy, or incorrigibility.	
The CWIC category for youth who have committed a crime such as a felony or misdemeanor.	
Skinheads:	Individuals who are generally identified by their shaved heads. Nazi-identified or white supremacist skinheads many have an aggressive attitude, especially in regard to racism. Sharpskins are skinheads against racial prejudice.
Straight, breeder:	A heterosexual.
Strawberries:	Individuals who exchange sex for drugs, especially crack cocaine.
Trick, John, Bucks, Dates	A client for prostitution.
TS:	A transsexual.
TV:	A transvestite.
Vice:	Police Officers assigned to the vice detail.

Street Slang Related to Drug Terms

Cleaned up:	To stop drug use.
Crack:	Rock cocaine.
Crank:	Crystal meth amphetamine.
Dope, Joint:	Marijuana.
Dosed:	Under the influence of LSD (acid).
Dust:	PCP, Angel Dust.
Poppers:	Amylnitrate.
Rig, point:	Intravenous (IV) needle used for injecting drugs.
Rocks:	Crack cocaine, also known as rock bud.
Shooters:	IV drug users.
Speed, Water:	Amphetamines.
Speed Freak:	An individual who uses amphetamines frequently.
Stoned, flying, buzzed, wiggled out, spaced, zoned:	An individual on drugs.
Strung out:	An individual who is addicted to drugs.
Tracks:	IV needle scars on arms, legs, hands, or neck.
Tweak:	To inject amphetamines.
Tweak and freak:	To inject amphetamines and have sex.
Works:	IV needle and syringe used to inject drugs.

Street Slang Related to Miscellaneous Terms

Bump and roll:	Pickpocketing.
Bust:	Arrest.
Colors:	Colors representing gang affiliation.
Coming out:	Identifying oneself as gay or a process of examining issues surrounding one's sexuality.
Flags:	Colored bandanas worn in specific places (around neck, in pockets) to indicate sexual preference.
Hustling:	Prostitution, especially male prostitution.
Long cash:	Large denominations of currency; generally over one hundred dollars.
Punking:	Extorting money by threatening physical violence.
Rolling:	Robbing.
S & M:	Sadomasochism.
Squat:	An abandoned building or makeshift living space where homeless youth temporarily reside.
Sweep:	A large scale police raid.
The Hall:	Juvenile Hall.
Turning a trick or pulling a date:	Prostitution with a client, receiving money for sex.
Working:	Prostitution.
Working the streets.	Prostitution on the streets.

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