

COUNTYWIDE CRIMINAL JUSTICE COORDINATION COMMITTEE

MINUTES OF THE **September 20, 2017** MEETING

Kenneth Hahn Hall of Administration
500 West Temple Street, Room 140
Los Angeles, California 90012

MEMBERS AND ALTERNATES PRESENT

Chairman: Mark Ridley-Thomas, Supervisor, Second District and Chairman of the County Board of Supervisors

Kevin Brazile, Assistant Presiding Judge, Superior Court

*Carol Clem for Kenneth Clayman, Acting County Public Defender

David Cons for Sandra Brown, U.S. Attorney

*Justin Eisenberg for Charlie Beck, Chief, Los Angeles Police Department

Peter Espinoza, Director, Office of Diversion and Reentry

Jonathan Fuhrman for Ed Eng, Chair, County Economy and Efficiency Commission

Janice Fukai, County Alternate Public Defender

Scott Gordon, Supervising Judge, Criminal Division, Superior Court

Doug Haubert, Long Beach City Prosecutor, County Prosecutors Association

Dan Jeffries for Mike Feuer, Los Angeles City Attorney

*Kelly Jones for Eric Garcetti, Mayor, City of Los Angeles

Kelly Harrington for Jim McDonnell, Sheriff

*Jason Hasty for Debra Duardo, Superintendent, County Office of Education

Jonathan Lucas, County Coroner – Chief Medical Examiner

David Marin, Field Office Director, U.S. Immigration and Customs Enforcement

Edward McIntyre for Rodney Gibson, Chair, County Quality & Productivity Commission

Emilio Mendoza for Brandon Nichols, Acting Director, County Department of Children and Family Services

Don Meredith for Joe Gardner, President, County Probation Commission

Sheila Mitchell for Terri McDonald, County Chief Probation Officer

William Montgomery for Scott Minnix, Director, County Internal Services Department

Chris O'Quinn, Chief, Southern Division, California Highway Patrol

Robert Philibosian, Peace Officers Association of Los Angeles County

Devallis Rutledge for Jackie Lacey, District Attorney and Vice Chair of CCJCC

Darneika Watson-Davis for Michelle King, Superintendent, Los Angeles Unified School District

Lance Winters for Xavier Becerra, California Attorney General

***Not a designated alternate**

I. CALL TO ORDER / INTRODUCTIONS

Chairman Mark Ridley-Thomas, County Supervisor, Second District

The meeting was called to order at 12:00 p.m. by Los Angeles County Supervisor Mark Ridley-Thomas, Chairman of CCJCC.

Self-introductions followed.

II. APPROVAL OF THE MINUTES

Chairman Mark Ridley-Thomas, County Supervisor, Second District

There were no requests for revisions to the minutes of the July 19, 2017 meeting. A motion was made to approve the minutes.

ACTION: The motion to approve the minutes of the July 19, 2017 meeting was seconded and approved without objection.

III. EXECUTIVE DIRECTOR'S REPORT

Mark Delgado, Executive Director, Countywide Criminal Justice Coordination Committee

Mark Delgado, Executive Director of the Countywide Criminal Justice Coordination Committee (CCJCC), provided the Executive Director's Report to the committee.

Youth Diversion Subcommittee

As previously reported, the Board of Supervisors directed CCJCC in January of this year to establish a Youth Diversion Subcommittee to develop a coordinated approach to youth diversion across the county, with an objective of minimizing youth contact with the juvenile or criminal justice system (<https://goo.gl/TKWPI7>).

The subcommittee is developing a report to provide a roadmap for diversion at the initial point of contact with law enforcement, including counsel and release, pre-booking diversion, and post-booking diversion opportunities in suitable cases. To that end, the report will address the following points:

- County infrastructure needs to coordinate diversion efforts countywide;
- Partnerships and referral mechanisms between law enforcement agencies and community organizations that would conduct assessments and provide diversion services;
- Diversion programming elements that have been shown to provide effective intervention and promote healthy youth development;
- Information sharing needs to support diversion expansion; and
- Process and outcome evaluation recommendations.

The report from the Youth Diversion Subcommittee is scheduled for submission to the Board of Supervisors in October.

Court-Referred Community Service

The Board of Supervisors approved in August a recommendation to fund the Community Development Commission (CDC) to act as the agent of the County of Los Angeles in developing and implementing a monitoring program for community service referral agencies.

CCJCC and CDC have developed the funding agreement and, with final approvals, it is expected to be executed this week. CDC's work will include:

- Establishing standards and requirements for community service referral agencies.
- Monitoring compliance with established standards.
- Instituting a new list and qualification process for referral agencies.

Information Systems Advisory Body

The Information Systems Advisory Body (ISAB) is a multi-agency, multi-jurisdictional policy subcommittee of CCJCC established in 1982 to oversee the coordination, planning, and development of major justice information systems.

Mr. Delgado introduced to the committee Mr. Richard St. Marie, who was recently appointed as the new Director of ISAB and joined the ISAB office on September 5, 2017.

ACTION: For information only.

IV. COMMERCIAL SEXUAL EXPLOITATION OF CHILDREN (CSEC)

Michelle Guymon, Director, Child Trafficking Unit, Probation Department
Captain Chris Marks, Human Trafficking Bureau, Sheriff's Department
Emilio Mendoza, Assistant Regional Administrator, MART & Commercial
Exploitation of Children, Department of Children and Family Services

Michelle Guymon, Director of the Child Trafficking Unit of the Probation Department, appeared before CCJCC to provide an overview of the County's Integrated Leadership Team and efforts to combat human trafficking and the commercial sexual exploitation of children.

Joining Ms. Guymon in this presentation were:

- Captain Chris Marks of the Sheriff's Department Human Trafficking Bureau
- Emilio Mendoza, Assistant Regional Administrator, MART & Commercial Sexual Exploitation of Children, Department of Children and Family Services

Ms. Guymon thanked Supervisor Ridley-Thomas and the Board of Supervisors for their leadership in support of efforts to address this problem in the county. She also thanked

the many departments and agencies, many represented at this meeting, that have partnered on this issue.

Los Angeles County CSEC Integrated Leadership Team

The Los Angeles County Commercial Sexual Exploitation of Children (CSEC) Integrated Leadership Team (ILT) was established in 2015 at the direction of the Board of Supervisors. The ILT was directed to focus on all issues in the county related to the commercial sexual exploitation of children. In addition, it was instructed to report back to the Board every quarter with updates on the progress of efforts and initiatives to address this problem.

Los Angeles County CSEC Steering Committee

The Los Angeles County CSEC Steering Committee was also established in 2015. This consists of a broader group of agencies than the ILT.

The Steering Committee was established as a result of Senate Bill 855 (SB 855), which helped move the state toward a victim-centered approach to CSEC matters.

SB 855 was passed in 2014 and included the following changes: (1) Clarified under the Welfare and Institutions Code Section 300 that commercially sexually exploited children could be served under the child welfare system, whereas in the past they could not; and (2) Established a state-funded county CSEC program through which counties could opt in to receive funding in order to provide services and support for CSEC youth, and also to develop an interagency protocol to serve CSEC youth. The latter included a multi-disciplinary team to provide coordinated services and support.

Los Angeles County CSEC Initiatives

There are a number of workgroups that are working on CSEC initiatives that address a wide variety of issues. Ms. Guymon discussed several of these.

Victim Witness Testimony Protocol

Phase 1 of this initiative is to be implemented in the coming months. This seeks to ensure that there is support throughout the process for young people who are testifying against their trafficker/exploiter. County departments, community groups, and all of the agencies working with the youth are a part of this. Support services are in place throughout the pre-testimony period, day of testimony, and post-testimony phase.

Detention Interagency Identification and Response Protocol

This is another protocol that is expected to be implemented soon. This seeks to identify Probation youth that have been commercially sexually exploited but had not been arrested for prostitution. These are youth that are on probation for a variety of other

reasons. Ms. Guymon noted that last year there were over 200 disclosures of Probation youth that had been sexually exploited.

One way in which to increase the identification of these youth is through internal training, which includes knowing what questions to ask and doing follow-up.

Once the CSEC youth are identified, Probation can begin to provide the services and support that is needed.

Safe Youth Zone Protocol

This is a protocol that began about a year ago and was initiated by former Supervisor Don Knabe. This is in a pilot phase and includes participation by the Long Beach Police Department, other law enforcement in the South Bay area, and several fire departments.

The Safe Youth Zone Protocol was developed in response to a number of incidents in which young people reached out to advocates, Deputy Probation Officers, or social workers asking for assistance as they sought to escape from their exploiter.

This initiative provides young people with places where they can seek support and temporary refuge at any time of the day. The first responder can then go to that location to meet with the person.

211 Portal

A 211 Portal is being developed specifically for CSEC services. There will be a soft launch of this in November and it will be implemented countywide at the beginning of the new year.

CSEC youth that are in need will be able to get information about mental health, public health, and other services through this portal. This will also provide useful information for county agency providers, foster care providers, and others that need to know where these services can be obtained.

CSEC Awareness Training Module For Los Angeles County Employees

Ms. Guymon estimated that about 17,000 individuals have received CSEC training. This training continues to be held for county agencies, community partners, and other individuals.

A CSEC Awareness Training Module will be implemented in the coming months that will focus on making Los Angeles County employees aware of CSEC issues.

County Website

A website is being developed which will host a variety of information about CSEC-related issues, including training events and workshops for parents. The website will be an addendum to the Los Angeles County website.

CSEC Prevention/Intervention Workshops For Youth

A CSEC prevention curriculum for educating and empowering young women and girls has been in use for about two years. About 150 personnel from the Los Angeles Unified School District (LAUSD) have been trained on the curriculum and they have used it with after school programs. It has also been used with foster care placements and within the faith-based community.

It is important to educate young people about what CSEC is because a lot of the recruitment happens through peer-to-peer conversations.

Ms. Guymon reported that the curriculum will be made available in Spanish before the end of the year.

In addition, a CSEC intervention curriculum is being developed for young people that have been identified as commercially sexually exploited.

Other Los Angeles County CSEC Initiatives

Other CSEC initiatives that are either ongoing or upcoming include the following:

- Foster Care Provider Roundtable
- Parent CSEC Prevention Workshops
- Parent CSEC Intervention Workshops
- Young Men's CSEC Prevention Curriculum

L.A. Regional Human Trafficking Task Force

Captain Chris Marks of the Sheriff's Department Human Trafficking Bureau appeared before the committee to discuss the LA Regional Human Trafficking Task Force.

The task force has been in operation for just under two years. Upon taking office as Sheriff of Los Angeles County, Sheriff Jim McDonnell sought to develop a strategy to combat human trafficking, with a focus on CSEC issues. As Chief of the Long Beach Police Department, he had promoted similar efforts in that city.

Sheriff McDonnell created a Human Trafficking Bureau within the Sheriff's Department as well as the L.A. Regional Human Trafficking Task Force.

In addition to the Los Angeles County Sheriff's Department, the task force combines resources from a number of departments and agencies, among which include the

Department of Homeland Security, U.S. Attorney's Office, the California Highway Patrol (CHP), County District Attorney's Office, Los Angeles Police Department (LAPD), LAUSD Police Department, County Probation Department, Department of Children and Family Services (DCFS), and the Coalition to Abolish Slavery and Trafficking (CAST).

The task force participants are co-located in one building, which makes it the largest task force of its kind in the nation.

The following three-prong strategy is used: (1) Victims are identified and rescued; (2) Traffickers are investigated, arrested, and prosecuted; and (3) Efforts are made to attack and reduce the demand for commercial sex.

Identifying Victims

The task force is supplemented by a team of analysts that attempt to identify CSEC youth online and through social media sites. If they identify someone within the local region that fits certain criteria, that information is provided to task force investigators. The next step will then be to seek to rescue the victim and arrest the trafficker(s).

Captain Marks remarked that a new MOU provides that if a CSEC youth runs away from placement, it will no longer just be a police report for a missing runaway child. Instead, the task force will actively investigate and try to locate the minor.

Holding Exploiters and Buyers Accountable

The task force investigators conduct online operations to identify and arrest traffickers by posing as vulnerable girls through various social media platforms. In addition, Sheriff McDonnell has added young-looking deputies to the task force to assist with undercover operations.

Captain Marks noted that arrests of traffickers occur regularly as a result of the online undercover activities of the task force.

Addressing Demand

The task force engages in traditional operations such as street sweeps and sting operations to address the demand side of this problem. Cyber operations are also conducted as part of this effort.

Additionally, in November the task force will launch a partnership with a non-profit called Demand Abolition. This is a nationwide organization that is active in 11 communities throughout the nation and their focus is on ending demand for commercial sex.

Demand Abolition has partnered with technology companies, such as Google and Microsoft, to bring awareness to the demand side and also to attack this problem in the cyber world.

Online buyer deterrence operations are utilized. For example, they will purchase Google advertising space in the Los Angeles County region so that when someone searches for escorts in this area, the top ad that will be displayed will be from the task force. When that is clicked on, the person will be taken to a notice that will inform the person that they are breaking the law and will provide resources that the person can go to for seeking help.

Cyber patrols are also used by Demand Abolition. This may involve partnering with another non-profit called Every Man Protecting Innocent Kids (EMPIK). Volunteers will post ads and engage through text with responders to these ads. Outreach efforts are made to inform the individuals about the harm that is caused by the commercial sexual exploitation of young people.

Another aspect of the cyber patrols involves the use of computer programs. The task force will place an ad through Demand Abolition on a social media advertisement platform. An individual that responds will actually be responding to a computer program that interacts with the person. The program will then send a message to the person informing him that what he is doing is illegal and that his telephone number has been forwarded to local law enforcement. Another non-profit, Bot Technology, assists with this.

Through a partnership with Facebook, the telephone numbers obtained from these types of deterrence operations can be matched with users. Computer technology can then piece together profiles of the types of individuals that engage in this behavior. Public messaging is then directed to individuals that fit these profiles. This may be in the form of advertising about the dangers of commercial sex.

Sporting Events

The expansion of the National Football League (NFL) to Los Angeles could potentially lead to an increase in commercial sex activity. Captain Marks noted that 10 of the 11 cities where Demand Abolition is active have NFL teams.

Task force analysts are preparing for this by reviewing historical records of ads that appear to be related to commercial sex trafficking during previous years in San Diego. Correlations have not yet been found between ads and various factors such as days of the week or home games.

The analysts are also continuing to monitor key words through social media advertisements, but they are also adding in words that may show CSEC activity related to NFL games.

In addition, Sheriff's Department deputies that work at the Stubhub Center in Carson are now being given an added operational briefing component for identifying and reporting sex trafficking.

The Metropolitan Transit Authority (MTA) already has a campaign called “Don’t Be Silent” as well as a dedicated web page and ongoing employee training to address the CSEC problem. The task force is now in talks with them concerning the stadium being developed in Inglewood and issues that may raise.

Further, there have been meetings with the L.A. Airport Police concerning CSEC activity, not just with respect to local NFL games but also with respect to the development of Manchester Square. The Inglewood Police Department has also expressed interest in working with the task force.

Captain Marks reported that the task force is partners with Homeland Security Investigations (HSI), which is able to monitor the activity of private jets at airports. This may be particularly important when major sporting events are held in the area, such as the Super Bowl in 2021. If girls are brought in this way, law enforcement will have a mechanism to monitor that.

Law Enforcement First Responder Protocol

Emilio Mendoza, Assistant Regional Administrator with the Department of Children and Family Services, appeared before the committee to provide information about the Los Angeles County CSEC Law Enforcement First Responder Protocol.

Mr. Mendoza noted that there had been a time when sex trafficking of minors was viewed as a federal jurisdiction issue, with a focus on foreign trafficking as opposed to domestic. That has now changed as local law enforcement and agencies are taking a lead in combating this issue.

The Law Enforcement First Report Protocol has been in place for about three years, having been launched in August 2014. Initial efforts to address CSEC on the local level were not coordinated, and this created the impetus to develop the protocol.

This was first piloted at the Compton and Century Sheriff’s stations, along with the Long Beach Police Department. It was subsequently expanded to the entire Sheriff’s Department, the 77th and Southeast Divisions of the LAPD, and the metro rail systems.

The protocol expresses a commitment to treat commercially sexually exploited children as victims of child abuse and human trafficking, rather than criminalizing them as delinquents.

Law enforcement officers in participating areas are given CSEC awareness training. When a CSEC youth is identified, the response is to provide support services rather than punishment.

Law enforcement will interface with the youth and that individual will be brought to a staging area where law enforcement can begin an investigation into the trafficker/exploiter.

A mandatory report to the DCFS child abuse hotline is made by law enforcement and either the DCFS Multi-Agency Response Team (MART) or the Probation Department's Child Trafficking Unit will respond.

If the minor is a DCFS youth or an unknown youth, then DCFS will respond and the Probation Department will provide secondary support. Similarly, if there is an existing case within the Probation Department, they will take the lead and DCFS will provide secondary support.

Once DCFS or Probation responds, an initial assessment is performed to determine the needs of the child. There is an informal safety planning meeting and a 72-hour advocacy plan in which there may be a determination of emergency placement. An advocate from Saving Innocence is also assigned to assist the minor.

Medical placement Hubs are located at the MLK and USC County hospitals. Consideration is also being given to expanding to other medical facilities.

A courtroom in Dependency Court has been assigned to handle these CSEC cases. The Saving Innocence advocate is with the youth throughout the process and they keep in contact with the lead department.

Multi-Agency Review Committee (MARC)

The Multi-Agency Review Committee (MARC) consists of all of the agencies that are participating in the First Responder Protocol. MARC meets monthly and has the following responsibilities:

- Review protocol and cases without identifying information;
- Identify successes and barriers;
- Engage youth and survivors for feedback on the Protocol;
- Analyze data and outcomes;
- Refine the Protocol, as necessary; and
- Assess the sufficiency of resources.

MARC provides an opportunity for resolving problems or complications that arise and for making improvements. One example is that of working with other counties and states to help youth that are brought here from other areas and return them back to their place of origin.

Outcome Data

From August 2014 through June 2017, participating agencies in the Law Enforcement First Responder Protocol had 272 recoveries of CSEC youth, which included 210 unique individuals (there have been a number of repeat rescues).

The Probation Department and DCFS are also collecting data on the areas where the protocol is not being piloted.

A total of 35 of the rescued youth came from 10 other counties in California. The highest number from outside counties came from San Bernardino County, which was the home for 10 of the rescued youth.

It was also found that 12 of the rescued youth came from eight states within the United States. The highest number from one state was Arizona, which was home to 3 of the rescued youth.

Among law enforcement agencies, the LAPD was responsible for 146 of the rescues, the Sheriff's Department was responsible for 72, the Long Beach Police Department was responsible for 52, and other agencies were responsible for the remaining 2 rescues.

The intent is to ultimately expand the First Responder Protocol countywide. With the LAPD, the intention is to go citywide by November of this year.

Questions

Don Meredith of the County Probation Commission inquired about the relationship between domestic versus international human trafficking. Captain Marks reported that all of the CSEC human trafficking that they are dealing with is from within the United States. There is international human trafficking activity associated with adult sex workers, but this has not been seen with CSEC.

Long Beach City Prosecutor Doug Haubert inquired as to whether there are services available for the rescued individuals that are 18 and older.

Ms. Guymon reported that a new advocacy contract for services on the advocate side will service young people up to the age of 21. She also reported that a Deputy Probation Officer has been added to her unit to work with the 18 to 21 year old CSEC youth.

Mr. Mendoza stated that DCFS serves certain youth between the ages of 18 to 21 that had already been part of their system when they became adults.

Robert Philibosian with the Peace Officers Association of Los Angeles County inquired as to the percentage of out-of-state CSEC youth that have no local ties. Ms. Guymon stated that the majority of the CSEC youth from out-of-state that are seen do not have any local ties. Efforts are made to return them home instead of absorbing them here because they don't tend to have contacts in this county.

Andrea Pott with the District Attorney's Office asked about what efforts are being made by the Probation Department and DCFS to curtail recruitment efforts that may take place at juvenile halls and welcome centers.

Ms. Guymon stated that the Probation Department does prevention workgroups in the juvenile halls. CSEC survivors do outreach and engagement with youth to educate them about the realities of what happens to youth that become involved in that. She added that help may also be needed for the recruiters because they may also be facing pressure from the traffickers/exploiters. Efforts are being made to engage with those individuals as well.

Mr. Mendoza stated that DCFS has partnered with the Department of Mental Health to provide a Child Family Team (CFT) approach that identifies resources for the youth. This could take a variety of forms, including working within the existing system, locating a distant relative that can assist, or moving the youth to a new location. These intensive services have been successful.

Supervisor Ridley-Thomas remarked that this is an important issue that requires ongoing attention and engagement. There has been a lot of education around this issue over time, and law enforcement has now adopted an approach of viewing the CSEC youth as victims in need of rescue and assistance.

This represents a step forward in the understanding of this problem. Additionally, the services now being provided to CSEC youth are as extensive as they have ever been and that is also very positive.

Supervisor Ridley-Thomas cautioned, however, that Los Angeles County departments and partner agencies must not rest on their laurels. Those that wish to do harm will continue to innovate. Therefore, it is important to remain dynamic in response to CSEC activity in this county.

The Supervisor also stated that he believes that the owners of professional sports franchises and their representatives will be helpful and responsive to local efforts to combat any CSEC activity that may take place during sporting events. He offered any assistance that his office can provide in engaging with them on this matter.

The speakers were thanked for their presentations.

ACTION: For information only.

V. OTHER MATTERS / PUBLIC COMMENT

Public comments were made by Ms. Jacqueline Glass and Ms. Terry Rubinroit.

VI. ADJOURNMENT

The meeting was adjourned at 1:05 p.m.