

**DOMESTIC MINOR SEX TRAFFICKING**  
Dallas, Texas



*Shared Hope International exists to rescue and restore women and children in crisis. We are leaders in a worldwide effort to prevent and eradicate sex trafficking and slavery through education and public awareness.*



Publisher  
PIP Printing  
[www.pip.com/springfieldva](http://www.pip.com/springfieldva)  
September 2008

For further information please contact:

Samantha Vardaman, Director of Programs  
[Samantha@sharedhope.org](mailto:Samantha@sharedhope.org)

Melissa Snow, Project Director  
[Melissa@sharedhope.org](mailto:Melissa@sharedhope.org)

Shared Hope International  
1501 Lee Highway, Suite 101  
Arlington, VA 22209  
[www.sharedhope.org](http://www.sharedhope.org)

*This project was supported by Award number 2006-DD-BX-K294 awarded by the U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance. The opinions, findings, and conclusions or recommendations included in this publication are those of the authors and do not necessarily reflect the views of the Department of Justice.*

# **Dallas Assessment**

Identification of domestic minor sex trafficking  
victims and their access to services

July 2008

**Prepared for  
Shared Hope International**

By Nicole Hay

## Acknowledgements

The commercial sexual exploitation of domestic minors is an odious crime that profits from the victimization of the most vulnerable of American society; the young, the unprotected, and the previously abused. Many domestic minors lured into the commercial sex industry become trapped in a vicious cycle of victimization that is nearly impossible to escape without some form of intervention. Parents traditionally responsible for this role are overwhelmingly absent or unable to counter this growing market of crime; fortunately, a number of gifted professionals in Dallas are filling the need for intervention on behalf of the victimized minors and are pouring immeasurable passion into advocating for their futures.

Special acknowledgment goes to the Child Exploitation/High Risk Victims & Trafficking Unit (CE/HRVTU) of the Dallas Police Department for their aggressive efforts to pursue at-risk youth and prostituted minors as well as the traffickers/pimps who are gaining from each victim's loss of security and innocence. CE/HRVTU is leading the fight to spread awareness about this criminal phenomenon and has answered the challenge to confront runaway youth from a victim-centered approach. This unit's willingness to evaluate the reality of human trafficking and create solutions has led to a pioneering model for identifying domestically trafficked minors (DTMs) that has rescued hundreds of children since its inception.

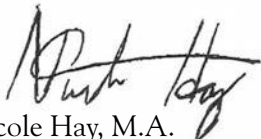
Juvenile court judges and probation and parole officers within the Dallas County Juvenile Justice Department have also expanded their understanding of DTMs and collaborated in brainstorming how best to treat and rehabilitate these youth. Caseworkers and probation and parole officers in the Department are on the frontlines attempting to reach this street savvy, yet fragile population of victims who are often detained, released, and detained time and time again. The desire of some juvenile court judges and other professionals in the Juvenile Justice Department to find DTMs an alternative to criminal detention and provide them access to community-based services is promising.

The Letot Center is related to the Dallas County Juvenile Justice Department, and is successfully fostering trust with prostituted minors; restoration is beginning to take place even within the short span of thirty days. Caseworkers and residential managers at the Letot Center are rapidly making inroads towards victim restoration and transformation due to the exhaustive energy they pour into the sexually exploited minors they receive.

Perhaps the greatest sign of Dallas' commitment to combating sexual exploitation and sex trafficking is in the operation of the Child Exploitation, High Risk Victims & Trafficking Unit (CE/HRVTU) of the Dallas Police Department. Additionally, their collaboration with the North Texas Anti-Trafficking Task Force, funded by the Department of Justice, has facilitated cooperation and education on the realities of DMST in Dallas. The dedication of the Task Force and the CE/HRVTU, including the willingness of its members to confront gaps and challenges honestly, is responsible for many promising practices identified in this report.

A number of other champions in the Dallas community and Dallas justice system are proving invaluable to the strides being taken in this city to identify and provide services to sexually exploited minors. This Rapid Assessment is built on the expertise of these individuals in the hope that their efforts will be useful for greater progress to come.

Sincerely,



Nicole Hay, M.A.  
Lead Field Assessor



Linda Smith, Founder and President  
Shared Hope International

# Table of Contents

Acknowledgments _____	iv
Glossary: Acronyms & Terms _____	vi
Executive Summary _____	1
Research Methodology _____	5
Background Research of DMST in Dallas _____	5
Research Findings	
1. <i>Prevention</i> _____	10
1.1 Law Enforcement _____	11
1.2 Prosecutors _____	14
1.3 Public Defenders _____	16
1.4 Juvenile Court Judges _____	17
1.5 Juvenile Detention Facilities _____	18
1.6 Child Protective Services _____	20
1.7 NGOs/Social Service Providers _____	21
1.8 Conclusions _____	23
1.9 Best Practices & Gaps _____	24
2. <i>Prosecution</i> _____	25
2.1 Law Enforcement _____	26
2.2 Prosecutors _____	28
2.3 Public Defenders _____	30
2.4 Juvenile Court Judges _____	31
2.5 Juvenile Detention Facilities _____	33
2.6 Child Protective Services _____	34
2.7 NGOs/Social Service Providers _____	35
2.8 Conclusions _____	36
2.9 Best Practices & Gaps _____	37
3. <i>Protection</i> _____	39
3.1 Law Enforcement _____	40
3.2 Prosecutors _____	41
3.3 Public Defenders _____	42
3.4 Juvenile Court Judges _____	43
3.5 Juvenile Detention Facilities _____	44
3.6 Child Protective Services _____	46
3.7 NGOs/Social Service Providers _____	47
3.8 Conclusions _____	49
3.9 Best Practices & Gaps _____	50
Overall Conclusions _____	52
Recommendations _____	53
Appendix A CEU Resource Card _____	56
Appendix B Juvenile Justice Department 2007 Cases of Prostitution Charges _____	57
Appendix C Letot Center Statistics _____	58

# GLOSSARY OF ACRONYMS & TERMS

## Acronyms

CE/HRVTU	Child Exploitation High Risk Victims & Trafficking Unit, Dallas Police Department
CPS	Child Protective Services
DA	District Attorney
DCAC	Dallas Children’s Advocacy Center
DCJD	Dallas County Juvenile Department; a department of Dallas County Juvenile Justice System devoted to youth.
DFPS	Department of Family and Protective Services
DMST	Domestic Minor Sex Trafficking
DOJ	U.S. Department of Justice
DTMs	Domestic Trafficked Minors
DPD	Dallas Police Department
FBI	Federal Bureau of Investigation
HRV	High Risk Victims
LEIA	Law Enforcement Instructors Alliance
NCMEC	National Center for Missing and Exploited Children
NGO	Non-governmental organization
TVPA	Trafficking Victims Protection Act
USAO	U.S. Attorney’s Office

## Terms

**Buyer**—A buyer, also known as a “john” or a “client,” is an offender who receives sexual services in exchange for anything of value given to any person.

**Commercial Sexual Exploitation**—As defined by the Trafficking Victims Protection Act of 2000, a commercial sex act includes any sex act in exchange for either money or something of value (such as shelter, drugs, food, etc.) that can be received by any person. Commercial sex acts can take place in a number of venues, including but not limited to, prostitution, pornography, and stripping/exotic dancing.

**Domestic Minor Sex Trafficking**—Defined as obtaining, recruiting, harboring, transporting, or providing a U.S. citizen or lawful permanent resident under the age of 18 for a commercial sex act, by the Trafficking Victims Protection Act of 2000. The use of force, fraud, or coercion is not necessary to prove in a case of domestic minor sex trafficking as the victim is under the age of 18 and cannot consent to the act.

**Pimp**—A pimp is synonymous with a trafficker and is recognized as a perpetrator who profits from the sexual exploitation of another under his/her control.

**Trafficker**—Defined under the TVPA as an offender who recruits, harbors, transports, provides or obtains a trafficking victim.

## EXECUTIVE SUMMARY

Domestic minor sex trafficking (DMST) is an increasingly lucrative and complex criminal activity that victimizes vulnerable American children. DMST is defined by the federal Trafficking Victims Protection Act (TVPA) as the obtaining, recruiting, harboring, transporting, or provision of U.S. minors or lawful permanent residents for the purpose of commercial sexual exploitation, including prostitution, pornography, and stripping/exotic dancing. The economic incentives presented to traffickers by a growing commercial sex industry, as well as an increased opportunity to access vulnerable minors due to family fragmentation and Internet access, place American youth at risk. In facing this challenging landscape of absent or uninformed adults and sophisticated perpetrators, the U.S. government and specifically the Department of Justice, are turning their attention towards bolstering local government and community-based identification of and service provision to victims of human trafficking. Although the TVPA acknowledges that commercially sexually exploited minors are victims, domestic trafficked minors (DTMs) often gain access to the justice system and services by being labeled as delinquents and charged with prostitution.

The United States Department of Justice (DOJ) has identified human trafficking as a vast and problematic situation both worldwide and within the United States itself.<sup>1</sup> In 2006, Attorney General Alberto Gonzales announced that Dallas, Texas, was one of ten locations selected to receive a grant from the DOJ, Office of Justice Programs to construct a local human trafficking task force that would comprise entities from both law enforcement and social services in order to effectively combat human trafficking in Dallas, Texas.<sup>2</sup> The recipients of the dual grant were the Dallas Police Department funded by DOJ, Office of Justice Programs, Bureau of Justice Assistance (BJA) and Mosaic Family Services Inc. (Mosaic) funded by DOJ, Office of Justice Programs, Office for Victims of Crime (OVC). The goal of the North Texas Anti-Trafficking Task Force (NTATTF) is to identify and rescue victims of human trafficking while arresting and prosecuting the perpetrators. To this end, the Dallas Police Department and Mosaic Family Services are tasked with actively recruiting other agencies and organizations—both government and nongovernmental organizations (NGOs)—in order to form a comprehensive network of responders to situations of human trafficking.

This Rapid Assessment (RA) is one part of a Shared Hope International project, funded by the U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance (BJA), which seeks to assess the identification and provision of services to DTMs in ten U.S. locations. Research was gathered between March 12, 2008 and April 18, 2008, through 26 interviews with professionals from 13 organizations and agencies identifying and responding to DTMs. Background research on existing laws and resources was also included. The assessment used the *Rapid Assessment Methodology and Field Interview Tool: Domestic Minor Sex Trafficking*, developed by Shared Hope International, and employed in Dallas by Nicole Hay, M.A.

The RA investigated the three areas of Prevention, Prosecution, and Protection (the three Ps) outlined by the U.S. Department of State Office to Monitor and Combat Trafficking in Persons (TIP) as key areas necessary to effectively combat trafficking in persons. The “three Ps” are a commended holistic approach to evaluating measures to address trafficking in persons and are used to organize the Department of State, Office to Monitor and Combat Trafficking in Persons’ annual Trafficking in Persons Report.

---

<sup>1</sup> “Report on Activities to Combat Human Trafficking: Fiscal Years 2001-2005.” U.S. Department of Justice. <<http://www.usdoj.gov/crt/crim/introduction.pdf>>. Accessed on May 12, 2008.

<sup>2</sup> “Attorney General Gonzales Announces Enhanced Programs to Combat Human Trafficking.” Department of Justice Press Release. October 3, 2006. <<http://www.ojp.gov/newsroom/pressreleases/2006/06-671.htm>>. Accessed on May 9, 2008.

**Prevention** of domestic minor sex trafficking includes activities that preempt the entry of minors into sexual exploitation and activities that directly or indirectly lead to identifying minors trapped in commercial sexual exploitation. Prevention begins with public awareness that teaches youth, parents, and civic society about the dangers and damages of commercial sexual exploitation. Outreach to families and minors already at-risk is a necessary preventative measure. Training professionals such as law enforcement, the juvenile justice system, and NGOs to identify minors victimized by sex trafficking is essential to both the prosecution of traffickers/pimps and the restoration of victims.

**Prosecuting** DMST is essential to serving justice for victims, deterring future victimization, and uncovering a more comprehensive understanding of DMST operations. Prosecutions target traffickers/pimps, and consumers. It is important to note that traffickers include facilitators and recruiters, such as hotel owners, taxi cab drivers, and club managers, according to the TVPA. Just as successful prosecutions feed prevention through deterrence, the identification and testimony of DTMs fuel successful prosecutions.

**Protection** addresses the justice system's primary goal to rescue and restore victims of sexual exploitation. Although there is controversy over the best process and place for restoration, victim security from a trafficker/pimp is an indisputable necessity. Specialized treatment, medical testing, counseling, and education all determine the success of victim restoration. Offering an environment of stability and relationships of trust throughout a DTM's rescue process is critical to avoiding revictimization.

This RA adopts the TVPA definition of a domestic minor trafficking victim, which classifies a minor as anyone under the age of 18 and defines commercial sexual exploitation to include, but not be limited to, prostitution, pornography, and stripping/exotic dancing. A commercial exchange under the TVPA takes place if anything of value is given or received by any person for a commercial sex act, including both monetary gifts and gifts in-kind.<sup>3</sup> This assessment focuses on the sex trafficking of U.S. citizen and lawful permanent resident minors.

Both best practices and gaps are acknowledged and highlighted throughout this report in an effort to facilitate communication between professionals responding to DMST in Dallas and to assist in activating increasingly efficient measures for identification and service provision to DTMs. Best practices are also identified in an attempt to develop models that can be shared with other cities across the U.S in an effort to advance the fight against DMST. Ultimately, the goal of this RA is to provide an actionable tool to assist the North Texas Anti-Trafficking Task Force and the Dallas community at large in its goal to eradicate sex trafficking in the Dallas area and restore the individuals who are victimized by this human rights violation.

## Key Findings

**1. A lack of awareness regarding DMST and its legal framework results in victims being misidentified.** Some professionals within governmental and social service entities are not identifying DMST victims. One reason for this is a lack of awareness regarding this victim population that results in inconsistent questioning methods. In large part, this ignorance has been combated by the training and advocacy of the Child Exploitation/High Risk Victims & Trafficking Unit (CE/HRVTU) of the Dallas Police Department. Furthermore, the dearth of specialized services and avenues of accessing services for DTMs under the law has contributed to professionals' lack of understanding the crime of domestic minor sex trafficking as such. The result is a systematic lack of data collection and misidentification.

---

<sup>3</sup> H.R. 3244: Victims of Trafficking and Violence Act of 2000. Sec. 103. Definitions. <<http://www.state.gov/g/tip/rls/61124.htm>>. Accessed May 22, 2008.



**2. There is inconsistent labeling of DMST victims.** In 2007, the CE/HRVTU of the Dallas Police Department identified 119 minors exploited through prostitution. Although the justice system and service providers are treating these minors and others recovered from commercial sexual exploitation with a victim-centered approach, they are not consistently labeled as DTMs. The CE/HRVTU is reshaping this paradigm through the consistent labeling of DTMs as “High Risk Victims” which continues to educate professionals that these children are victims and not delinquents. However, those who have not received the training are likely to identify the DMST victim through a variety of different terminology causing confusion on identification and access to services. The use of consistent terminology that invokes a protected legal victim status, much like the term child sexual abuse victim, would be beneficial in further awareness and a streamlined response.

**3. Domestically trafficked minors are being charged for activities committed throughout the course of their victimization.** There is a victim-centered mentality found throughout the entities encountering DMST victims, including members of the Dallas Police Department and the juvenile justice system. While a victim-centered approach is a vital and admirable component for these entities, DTMs are still officially identified and provided services through a juvenile justice process, including arrest. Significant effort has been institutionalized to identify domestic trafficked minors as High Risk Victims and prevent their labeling as “delinquents” or “prostitutes.” Despite this admirable stance, utilizing the juvenile justice process, DTMs are still left to carry the dual status of both victims and offenders.

**4. Dallas Police Department, Child Exploitation/High Risk Victims & Trafficking Unit has created a unique and effective investigative tool to combat domestic minor sex trafficking.** The Dallas Police Department, Child Exploitation/High Risk Victims & Trafficking Unit (CE/HRVTU) has developed an investigative tool to identify high risk victims (HRV) by flagging all minors who have run away from home four or more times in one year, as well as any minors that are repeat victims of sexual abuse or sexual exploitation. In 2007, CE/HRVTU identified 189 HRV cases 119 of which involved prostitution. Officers in the Dallas Police Department are trained to notify CE/HRVTU immediately with any potential cases of DMST.

**5. Law enforcement and prosecutors are aggressively pursuing traffickers/pimps.** In 2007, 29 cases against these offenders were filed by state prosecutors. In addition, 44 suspects were charged with 67 felonies on behalf of all identified High Risk Victims by the Dallas Police Department. Of those High Risk Victims cases, 75% included felony charges specifically related to domestic minor sex trafficking. To be exact, 55 domestic minor sex trafficking related cases were filed on 33 of the 44 suspects.

**6. Logistical and legal challenges are hindering DTMs from accessing services.** Although the TVPA protects all victims of sex trafficking, a process for NGOs and service providers to offer services funded by the TVPA only exists for foreign national victims of sex trafficking in the U.S., leaving out specific funding for services for victims of domestic sex trafficking. Most NGOs and service providers are unaware of the steps necessary to gain access to services for DTMs. Furthermore, the dual status of victim/offender that many domestically trafficked minors hold hinders qualification for services, as well as provision of those services.

**7. Adequate, protective placement and services is progressing but still insufficient.** Reunification with family and rehabilitation within a community are preferred by those working with victimized minors; however, safety from traffickers/pimps and the flight risk of most DTMs creates a special need for protective placement for an initial period of time. Currently, the only option for protecting a DTM is to criminalize the victim with a misdemeanor or lesser charge. Secure placement and treatment for identified DTMs that is now taking place is progressive and can be attributed to Letot Center’s short-term treatment of DTMs. Their programming allows a DTM to bypass the juvenile detention facility and

transitions the minor directly from identification to the Letot Center. However, there is a need to grow current placement options to include a long-term placement or transitional facility in Dallas County for DMST victims. The psychological, emotional, and physical abuse inflicted upon a victim by a trafficker/pimp requires specialized treatment. A grave need for DMST victim analysis and successful treatment models exists.

**8. Public awareness and prevention programs targeting communities and youth is negligible.** Whereas many NGOs and service providers have developed public awareness and prevention programs focused on substance abuse, none have outreach initiatives that specifically educate communities on domestic sex trafficking, and only one program operated by Promise House has outreach that specifically targets minors involved in prostitution. As this population of victims is most often transient and almost invisible, overlooking the awareness of community members that could be first responders or rehabilitators is detrimental. With the glamorization that society frequently associates with pimps and the commercial sex industry, prevention programs that convey the dangers of this lifestyle to youth are needed.

**9. Legal changes to the Texas statute on human trafficking and Dallas County Code governing the commercial sex industry are necessary.** A September 2007 revision to the Texas statute on human trafficking places all human trafficking under forced labor and has hindered prosecutors from successfully convicting traffickers/pimps in cases involving the sex trafficking of minors. This powerlessness is exemplified by state district attorney (DA) reports stating that 27 trafficking prosecutions were filed under the statute in 2007 prior to September and only two prosecutions for the remainder of the year. A recent investigation found a 12 year old girl dancing in a strip club, highlighting the need to change Dallas County ordinances governing the commercial sex industry. The Dallas City Council is currently reviewing these ordinances.

**10. Streamlining and consistency are effective tools in combating DMST.** Coordination between the Dallas Police Department, CE/HRVTU and the Letot Center provides a promising practice of streamlining cases of DMST in order to provide victims with access to services and to create consistency and stability for a victim brought into the juvenile justice system. The Letot Center and CE/HRVTU have outlined a protocol that takes a DMST victim directly from identification to the Center, thereby bypassing juvenile detention. The consistent relationship between a CE/HRVTU officer and a DTM throughout detention, placement, or parole also fosters trust and leads to greater cooperation by the victim.

## Conclusions

Dallas professionals serving DTMs have established a number of creative systematic and case-by-case practices that are successfully identifying a large number of victimized minors trapped in commercial sexual exploitation. Inter-agency and community communications, and a willingness to evaluate and evolve a victim-centered approach have been a positive development in Dallas. However, a gap in understanding continues to exist between professionals in the justice system and community-based organizations and individuals who can be informed through heightened public awareness campaigns. Measures to streamline cases of DMST are facilitating consistent relationships throughout transition that are fostering trust with DTMs and leading to aggressive prosecution of traffickers/pimps. Responders are eager for guidance and expertise on treating the psychological and emotional state of this population of victims.

## Research Methodology

The research methodology guiding this RA used Shared Hope International's (SHI) *Rapid Assessment Methodology and Field Interview Tool: Domestic Minor Sex Trafficking in the U.S.* that was developed by SHI. In addition to comprehensive research on existing laws and media reports, qualitative and supplemental quantitative information was obtained through performing 26 interviews of professionals that come into contact with DTMs. In accordance with the Rapid Assessment Methodology and Field Interview Tool, questions were asked in the categories of the "three Ps:" Prevention, Prosecution, and Protection.

The 26 interviews performed spanned 13 agencies and organizations that could potentially come into contact with DTMs. Interviewees were categorized in the report according to seven fields of work distinguished by the Rapid Assessment Methodology and Field Interview Tool. These fields are:

- Dallas Police Department, Child Exploitation/High Risk Victims & Trafficking Unit
- Dallas County Juvenile Justice Department
- Dallas County Child Protective Services
- Dallas District Attorney's Office, Organized Crime Division
- Federal Bureau of Investigation, Internet Crimes
- Dallas Children's Advocacy Clinic
- Dallas Juvenile Court Judges
- Dallas Juvenile Public Defenders
- Letot Center
- Lutheran Social Services
- Mosaic Family Services
- Promise House
- U.S. Attorney's Office for the Northern District of Texas

Interviews were completed between March 12, 2008 and April 18, 2008, and interviewees voluntarily signed a consent form in accordance with Institutional Review Board (IRB) requirements. When informed consent in writing was not possible to obtain, a Research Subject Information Sheet was provided in accordance with IRB procedures.

## Background Research

As the U.S. government has turned its attention to the issue of sex trafficking, first responder professionals on a local level who come into contact with potential DMST victims are gaining awareness through trickle-down education and training from professionals at the state and federal levels sensitive to the issue. Solidifying a victim's status under the Trafficking Victims Protection Act (TVPA) is beginning to create a common language that helps responding professionals know how to identify and serve victims of DMST.

### **Trafficking Victims Protection Act (TVPA) and Reauthorizations**

The federal law governing human trafficking is the Trafficking Victims Protection Act of 2000 and subsequent reauthorizations.<sup>4</sup> The TVPA defines sex trafficking as "the recruitment, harboring, transportation, provision, or obtaining of a person for the purpose of a commercial sex act."<sup>5</sup> According

---

<sup>4</sup> H.R. 972: "Trafficking Victims Protection Reauthorization Act of 2005." <<http://www.state.gov/g/tip/rls/61106.htm>>. Accessed on April 18, 2008.

<sup>5</sup> Public Law 106-386: "Victims of Trafficking Protection Act of 2000." October 28, 2008. <<http://www.state.gov/documents/organization/10492.pdf>>. Accessed on April 18, 2008.

<sup>6</sup> Public Law 106-386: "Victims of Trafficking Protection Act of 2000." October 28, 2008. <<http://www.state.gov/documents/organization/10492.pdf>>. Accessed on April 18, 2008.

to the law, a commercial sex act is “any sex act, on account of which anything of value is given to or received by any person.” Sex trafficking is categorized by the TVPA as a “severe form of trafficking” if force, fraud, or coercion is employed or if a victim is under the age of 18.<sup>6</sup>

### **Texas State Law Governing Human Trafficking**

The Texas state statute on human trafficking exposes several inconsistencies with definitions outlined in the federal TVPA. Title V, Chapter 20A of the Texas Penal Code states an offense of trafficking occurs when a person “knowingly traffics another person with the intent or knowledge that the trafficked person will engage in forced labor or services” or if a person “intentionally or knowingly benefits from participating in a venture” that involves trafficking a person. Under the statute, trafficking means to “transport, entice, recruit, harbor, provide or otherwise obtain a person by any means.”<sup>7</sup>

*Forced Labor or Services.* A revision to the Texas statute on human trafficking, which took effect in September 2007, inserted language that now defines all human trafficking in terms of “forced labor or services.” According to the revised statute, “forced labor or services” is defined by a number of factors, all of which require proof that specific measures of force, fraud, or coercion took place or were threatened.<sup>8</sup> This revision places the Texas state statute at odds with the TVPA provision that eliminates the requirement to prove force, fraud, or coercion in the event that the victim of trafficking is a minor, under the age of 18. In practice, the revision has resulted in decreased prosecution of traffickers/pimps for victims of all ages, as demonstrated by the state DA’s report that 27 cases of sex trafficking were filed in 2007 prior to the effective date of the revision and only two cases after the revision.<sup>9</sup>

*Sentencing.* Under the Texas statute, an offense of trafficking in persons is a second-degree felony, unless a minor under the age of 18 is trafficked or the offense results in the death of the trafficked victim, in which case the offense is a first-degree felony.<sup>10</sup> A first-degree felony is punishable by a jail confinement of life, or a sentence no longer than 99 years and no less than five years, and/or a fine not to exceed \$10,000. A second-degree felony is punishable by a jail confinement of no more than 20 years and no less than two years, and/or a fine not to exceed \$10,000.

### **Texas Law on Sexual Offenses**

In addition to a state statute on trafficking in persons, a number of sexual offenses that could involve DTMs are prosecutable under Texas state law, including sexual assault, aggravated sexual assault, indecency with a child, and sexual performance by a child. Prostitution is a crime under public indecency law, and offenses of compelling or promoting prostitution under the same statute are often used in lieu of human trafficking charges. Kidnapping and aggravated kidnapping can also potentially be a charge involved in prosecuting a trafficker/pimp. These offenses can be applied to various types of sexual exploitation, and most statutes outline specific subdivisions for pornography and other unlawful material related to sex acts. The chart below identifies the offense as well as the sentence applied for any offense against a minor. Notice that the age definitions of minors vary between the offenses. The age of consent for sexual conduct in Texas is 17.<sup>11</sup>

---

<sup>7</sup> Texas Penal Code: Chapter 20A. “Trafficking in Persons.” Effective September 1, 2003. <<http://tlo2.tlc.state.tx.us/statutes/petoc.html>>. Accessed on April 19, 2008.

<sup>8</sup> Texas Penal Code: Chapter 20A. “Trafficking in Persons.” Amended September 1, 2007. <<http://tlo2.tlc.state.tx.us/statutes/petoc.html>>. Accessed on April 19, 2008.

<sup>9</sup> Texas District Attorney’s Office: Division of Organized Crime. April 2008.

<sup>10</sup> Texas Penal Code: Chapter 20A. “Trafficking in Persons.” Effective September 1, 2003. <<http://tlo2.tlc.state.tx.us/statutes/petoc.html>>. Accessed on April 19, 2008.

<sup>11</sup> Texas Statutes: Penal Code. <<http://tlo2.tlc.state.tx.us/statutes/petoc.html>>. Accessed on April 19, 2008.

## Texas State Statutes Related to Sexual Offenses

Offense	Statute #	Age Defining Minor or Child	Sentence
Sexual Assault	22.011	17 years	2 <sup>nd</sup> degree felony
*Aggravated Assault	22.021	17 years	1 <sup>st</sup> degree felony
Aggravated Kidnapping	20.04		1 <sup>st</sup> degree felony
Indecency with a child	21.11	17 years	2 <sup>nd</sup> degree/3 <sup>rd</sup> degree felony
Injury to a child	22.04		All degrees
Prostitution	42.02		Misdemeanor (B)
Compelling Prostitution	43.05	17 years	2 <sup>nd</sup> degree felony
Promotion of Prostitution	43.03		Misdemeanor (A)
Aggravated Promotion of Prostitution	43.04		3 <sup>rd</sup> degree felony
Sexual Performance by a child	43.25	14 years/18 years	1 <sup>st</sup> degree felony/2 <sup>nd</sup> degree felony

\*Minimum 25 year sentence when the victim is a child under 14.

*Prostitution.* Prostitution is outlawed under Texas public indecency law and is defined as offering, agreeing to engage in, or actually engaging in sexual conduct for a fee, or soliciting another person in public to engage in sexual conduct for hire. The offense is a Class B misdemeanor, unless the offender has been convicted once or twice before for the same offense, in which case prostitution becomes a Class A misdemeanor.<sup>12</sup> Class A misdemeanors are punishable by a fine not to exceed \$4,000 and/or a maximum jail term of one year. Class B misdemeanors are punishable by a fine not to exceed \$2,000 and/or a maximum jail term of 180 days.

*Compelling Prostitution, Promotion of Prostitution, Aggravated Promotion of Prostitution.* Compelling and promoting prostitution are offenses very similar to sex trafficking under the TVPA. Compelling prostitution is frequently used to prosecute traffickers/pimps in lieu of a charge of trafficking in persons, especially due to legal challenges that have arisen from the revision of the state human trafficking statute. The threshold for prosecuting a charge of compelling prostitution appears less daunting for minors, as prosecution requires only that a minor under 17 is caused “by any means” to prostitute, or that some force, threat, or fraud is used.<sup>13</sup> Promotion of prostitution occurs if an individual gains money or other property from an agreement to gain the proceeds of prostitution, or if an individual “solicits another person to engage in sexual conduct with another for compensation.” Aggravated promotion of prostitution involves receiving or scheming to receive proceeds from two or more prostituted individuals. Texas law categorizes compelling prostitution as a second-degree felony, promotion of prostitution as a Class A misdemeanor, and aggravated promotion of prostitution as a third degree felony.<sup>14</sup>

### Texas Family Law relevant to Domestic Minor Sex Trafficking

Many cases of DMST are originally identified by CPS or other agencies as crimes of sexual abuse or neglect. These laws are also useful tools in gaining access to DTMs and ensuring their safety against perpetrators within the family or home. Texas Family Code Chapter 261 is the statute that governs *Investigation of Report of Child Abuse or Neglect*. The statute includes sexual conduct harmful to a

<sup>12</sup> Texas Penal Code: Chapter 43 Public Indecency: Section 43.02. “Prostitution.” Effective September 1, 2003. <<http://tlo2.tlc.state.tx.us/statutes/petoc.html>>. Accessed on April 19, 2008.

<sup>13</sup> Texas Penal Code: Chapter 43 Public Indecency: Section 43.05. “Compelling Prostitution.” Effective September 1, 2003. <<http://tlo2.tlc.state.tx.us/statutes/petoc.html>>. Accessed on April 19, 2008.

<sup>14</sup> Texas Penal Code: Chapter 43 Public Indecency: Section 43.03, 43.04. “Promotion of Prostitution, Aggravated Promotion of Prostitution.” Effective September 1, 2003. <<http://tlo2.tlc.state.tx.us/statutes/petoc.html>>. Accessed on April 19, 2008.

child's mental, emotional, or physical well being in the definition of abuse, as well as failure to make a reasonable effort to prevent sexual abuse as neglect. This statute is the law that guides training of CPS caseworkers and also mandates the Department of Family and Protective Services to investigate, report, and record cases of abuse and neglect.<sup>15</sup>

The Texas Family Code stipulates that the parent-child relationship can be terminated if the court finds by clear and convincing evidence that abuse or neglect has occurred.<sup>16</sup> A recent court decision affirmed that CPS can only remove a child from parental custody in the case of an emergency, meaning there is a threat of imminent danger.<sup>17</sup> This ruling is likely to affect the way in which CPS workers investigate cases of sexual abuse and exploitation.

### **Domestic Minor Sex Trafficking in the Public Eye**

Dallas has been a leader in professional response to prostituted youth. As early as 1999, prior to the passing of the federal TVPA, the Dallas Police Department's CE/HRVTU was acknowledged by the National Center for Missing and Exploited Children as a unit worth modeling.<sup>18</sup> Public awareness seems to follow the professionals' education on prostituted youth, with a number of articles emerging in 2006 that highlighted the Letot Center's efforts to serve commercially sexually exploited minors.

Most recently, two incidents in the beginning of 2008 brought DMST into the public eye. The first involved the arrest of two minors, one charged with prostitution and the other with compelling prostitution. One of the 13 year old girls was detained for soliciting a date of prostitution from an undercover Vice officer. The CE/HRVTU was notified and an investigation was initiated. During the investigation another 13 year old was identified. The 13 year old who was arrested for prostitution was placed at Letot, a public-private organization that partners with the Dallas County Juvenile Justice Department. The 13 year old later (placed at Letot) told police she was invited to the nightclub and compelled into prostitution by her friend, the other 13-year-old recovered from the nightclub. The second 13-year-old was arrested for compelling prostitution as a result of her actions (Recruiting, Directing, etc.). Reports suggest that an adult associated with the 13-year-old is involved.<sup>19</sup>

Confirmed through an interview with the DPD, CE/HRVTU an adult female was arrested and charged with Felony Child Endangerment related to the exploitation of both girls. The adult female was the aunt of the 13 year old who was arrested for compelling prostitution.

The second case reported by the media in the beginning of 2008 involved the identification of a HRV who revealed further exploitation at a Dallas strip club while being interviewed by CE/HRVTU for exploitation that may have occurred while she was a runaway. Two adults, one woman who stripped at Diamond Cabaret and a man connected to the woman but unemployed by the club, offered the runaway

---

<sup>15</sup> Texas Family Code: Chapter 261 Investigation of Report of Child Abuse or Neglect. <<http://tlo2.tlc.state.tx.us/statutes/docs/FA/content/htm/fa.005.00.000261.00.htm>>. Accessed May 22, 2008.

<sup>16</sup> Texas Family Code: Chapter 161 Termination of the Parent-Child Relationship. <<http://tlo2.tlc.state.tx.us/statutes/fa.toc.htm>>. Accessed May 22, 2008.

<sup>17</sup> In re Sara Steed, et al., Memorandum Opinion. Texas Court of Appeals Third District. May 22, 2008. <<http://libertylegal.org/Img/pdfOpinionpolygamist.pdf>>. Accessed May 23, 2008.

<sup>18</sup> Klain, Eva J. Prostitution of Children and Child Sex Tourism. National Center for Missing and Exploited Children and Office of Juvenile Justice and Delinquency Prevention. April 1999. <<http://tlo2.tlc.state.tx.us/statutes/fa.toc.htm>>. Page 36. Accessed May 22, 2008.

<sup>19</sup> Eiserer, Tanya and Rebecca Lopez "Girl, 13, forced 13 year-old friend into prostitution, police say" Dallas Morning News 26 March 2008, online ed., <[http://www.dallasnews.com/sharedcontent/dws/news/localnews/crime/stories/DN-teenviceVice\\_26met.ART.State.Edition1.469ae71.html](http://www.dallasnews.com/sharedcontent/dws/news/localnews/crime/stories/DN-teenviceVice_26met.ART.State.Edition1.469ae71.html)>. Accessed on April 5, 2008.

minor shelter and then brought her to strip at Diamond Cabaret. The minor was told to lie about her age, and the club claims it did not knowingly employ her as a minor. Ms. Abrams and Mr. Bell, the woman and man involved, are being charged on felony counts for sexual performance of a child, as well as organized crime. Additionally, Mr. Bell faces two counts of aggravated sexual assault and aggravated kidnapping, while Ms. Abrams faces a charge of prostitution.<sup>20</sup> The minor was not arrested, but further details about her treatment are unknown.

### **Laws Governing the Commercial Sex Industry**

Section 35, Subchapter 10 of the Dallas County Development Code outlines rules and regulations for businesses that have high potential for involvement in commercial sexual exploitation, such as escort services, massage businesses, adult motels, and other adult-oriented businesses.<sup>21</sup> A recent case involving the commercial sexual exploitation of a minor has proven the jurisdiction of Subchapter 10 to be insufficient for effectively penalizing commercial sexual establishments found exploiting a child through prostitution. Under the Dallas County Development Code, a business can only be shut down if those responsible *knowingly* allow prostitution or are convicted on two separate charges of sex-related crimes within a one-year period. Although two responsible adults have been indicted in the case involving Diamond Cabaret, media reports reflect outrage that the club cannot be closed or penalized for employing a minor.<sup>22</sup>

Public outrage induced by aggressive media coverage served as a catalyst for Dallas City officials to quickly tackle a deficiency in its city ordinances governing the commercial sex industry. The city ordinance previously in effect hampered civil enforcement action by Dallas City officials against the strip club. The wording in the ordinance has since been changed and used against the establishment.

---

<sup>20</sup> Eiserer, Tanya. "Club where girl, 12, stripped will keep license," Dallas Morning News, March 27, 2008. <[http://www.dallasnews.com/sharedcontent/dws/news/localnews/crime/stories/DN-clubs\\_27met.ART.West.Edition1.1589397.html](http://www.dallasnews.com/sharedcontent/dws/news/localnews/crime/stories/DN-clubs_27met.ART.West.Edition1.1589397.html)>. Accessed on April 5, 2008.

<sup>21</sup> Dallas County Development Code: Section 35: Subchapter 10. "Sexually-Oriented Businesses." <<http://www.cityofdenton.com/pages/devcode.cfm?DDC10-SexuallyOrientedBusinesses.pdf&object=1613&folderID=45&fileID=2598&action=view>>. Accessed on April 19, 2008.

<sup>22</sup> Eiserer, Tanya. "Club where girl, 12, stripped will keep license," Dallas Morning News, March 27, 2008. <[http://www.dallasnews.com/sharedcontent/dws/news/localnews/crime/stories/DN-clubs\\_27met.ART.West.Edition1.1589397.html](http://www.dallasnews.com/sharedcontent/dws/news/localnews/crime/stories/DN-clubs_27met.ART.West.Edition1.1589397.html)>. Accessed on April 5, 2008.

# I. PREVENTION

Prevention of domestic minor sex trafficking includes activities that preempt entry of minors into sexual exploitation and activities that directly or indirectly lead to identifying minors trapped in commercial sexual exploitation. Prevention begins with public awareness that teaches youth, parents, and civic society about the dangers and damages of domestic minor sex trafficking. Outreach to families and minors already at-risk is a preventative necessity. Training professionals, such as law enforcement, the juvenile justice system, and nongovernmental organizations (NGOs)/social services, to identify minors victimized by sex trafficking is essential to prosecution of traffickers and the restoration of victims.



# 1.1 LAW ENFORCEMENT

The Dallas Police Department (DPD) has made significant strides in preventing DMST and identifying DTMs by flagging chronic runaways as a vulnerable population and streamlining DMST cases to the Child Exploitation/High Risk Victims & Trafficking Unit (CE/HRVTU). Dallas County encompasses 32 separate police agencies. The DPD has three units primarily coming into contact with DTMs: Patrol, the Vice Unit, and the CE/HRVTU. Protocol is for all law enforcement to transfer any case of suspected DMST to CE/HRVTU while securing the HRV and/or DMST victim at Letot. This streamlining has yielded major success in identifying and serving a larger number of DTMs. Nonetheless, it remains a possibility that minors might be misidentified by Vice or patrol officers as adults, or might be charged with prostitution and delivered directly to juvenile detention. However, in most cases even if a DTM is taken directly to the detention facility they will be immediately transferred to Letot. As training on DMST has reached those in the juvenile justice system, charged minors may also be identified as DTMs by the courts.

## 1.1.1 Child Exploitation/High Risk Victims & Trafficking Unit

Determining that a specific unit was necessary to handle the unique nature of cases involving exploited minor victims, in 2004 the DPD expanded the Child Exploitation Unit to include an additional level of specialization which includes High Risk Victims and Trafficking. As a result, the CE/HRVTU was formed to streamline cases of chronic runaways, child sexual exploitation, sex trafficking, and Internet crimes against children. Recognizing that most DTMs had prior entry into the justice system through runaway episodes that made the minors vulnerable to exploitation on the streets, CE/HRVTU created a High Risk Victims (HRV) list that flags all minors who have run away from home four or more times in one year. Minors with repeated instances of sexual abuse or sexual exploitation are included on the HRV list as well. In the words of one officer, the runaway population of Dallas (over 6,000 each year) is a “goldmine of minors involved in prostitution.” If any of these minors are identified, law enforcement is trained to notify CE/HRVTU. The unit consists of a civilian caseworker, detectives specializing in victim-sensitive interviewing, and detectives specializing in sexual exploitation investigations. The focus of the DPD, CE/HRVTU is to first identify and locate any potential victim. Once that has been achieved then our focus is to stabilize the victim. After that attention is directed on any and all possible exploitation and/or abuse the child may have suffered either currently or in the past. In an effort to comprehensively respond to the situation of exploitation/abuse it is the intention of the CE/HRVTU to identify root causes which created an environment for exploitation through prostitution. Another main goal of CE/HRVTU is to proactively curb repeat runaway incidents before resulting in recruitment into the commercial sex industry. In 2007, CE/HRVTU identified 189 HRV cases, 119 of which involved prostitution. See below for a yearly comparison of HRV identifications.

Date	Identified	# involving Prostitution
11/04–11/05	136 HRV	85
2006	131 HRV	65
2007	189 HRV	119

## 1.1.2 Dynamics of HRVs

The CE/HRVTU has worked extensively to identify the root factors that create vulnerabilities making children susceptible to recruitment into prostitution. Children involved in prostitution are often runaways with a history of sexual abuse and an array of psychosocial problems. These factors create an environment where a trafficker/pimp poses into a “boyfriend” offering the homeless youth security, love, and affection—all things children (especially girls) ages 12-17 are looking to obtain. Traffickers/pimps utilize tactics that isolate their victims from outside assistance and propagate the deceitful

reality that they [trafficker/pimp] are the only person the child can depend on and trust. The children become attached to the exploiter and—similar to a situation of domestic violence—will do anything to try to manage the abuse and appease their abuser. Violence followed by affection both physically and psychologically bind the child to the trafficker/pimp all while impressing the misconception of choice to the child.

As a result, prostituted youth who have frequent contact with law enforcement, juvenile justice, and Child Protective Services are often distrustful of the system and do not self-identify as victims. Often the child will adamantly voice that she is not a victim and does not want assistance. Even if the child recognizes her involvement in prostitution, rarely will she identify her “boyfriend” as the exploiter and almost always she will protect his identity. Professionals working with exploited or at risk children require preparedness training to understand the dynamics of HRV/DMST so they can see through the hardened shell of the exploited youth to recognize the traumatized child locked inside.

### **1.1.3 Training**

CE/HRVTU trains Dallas law enforcement on the identification of HRVs and commercially sexually exploited minors. The training includes the Vice Unit and other patrol officers that typically handle prostitution-related crimes and are likely to come into contact with victims, as they are the officers on the street. Since units like the Vice Unit traditionally take an apprehensive approach towards cases involving prostitution, training emphasizes utilizing a victim-centered approach in recovering DTMs. Training by CE/HRVTU introduces the concept of sex trafficking, but attempts to communicate the concept to an audience that has traditionally identified such cases as child prostitution. Proper identification of prostituted youth as victims is imperative in order to align proper access to service and identification of the real criminal which is the trafficker/pimp.

### **1.1.4 Identification**

Commonly, law enforcement first identifies a DTM through a status offense, such as violating curfew or running away. If probable cause or suspicion exists that the minor is connected to prostitution, DPD directs law enforcement to immediately contact CE/HRVTU. As a resource for officers, DPD distributes a card that outlines protocol for contacting CE/HRVTU in the case of any minor suspected of prostitution or in the case of a minor violating curfew in a high prostitution area. (See Appendix A). A CE/HRVTU detective is always available to respond and investigate any case involving a DTM. Identification can be verified through intake interviews and followed with verifying photos, ID, social security numbers, and date of birth. Law enforcement officers acknowledge that it is common for a victim to lie about her age. Locating and detaining a victim long enough to determine age and identity is a significant challenge that is combated in part by the expediency of a pre-existing HRV list.

### **1.1.5 First Response**

Vice Unit, patrol officers, CE/HRVTU detectives, and the FBI are the four primary law enforcement units that first respond to DTMs. The Vice Unit makes it a practice to target high prostitution areas undercover. As a proactive measure, DPD officers and FBI agents monitor websites, such as Craigslist and MySpace, to identify sexually exploited minors and/or assist in bringing material evidence against a trafficker/pimp. Other less common ways that a victim might be identified are through tips from the community and CPS. Of the 119 minors involved in prostitution recovered by CE/HRVTU in 2007, 89 were recovered from the streets by police officers.

### **1.1.6 Interviewing**

While CE/HRVTU is sensitive to the victim status of a DTM, other officers and law enforcement entities without awareness may not show the same understanding. The danger of revictimization is minimized through protocol directing law enforcement to streamline suspected DTMs to CE/HRVTU. Therefore,

CE/HRVTU detectives normally perform initial interviews. Expertise in interviewing this particular population of victims has grown and CE/HRVTU has developed a specialized adolescent interviewing model for this population of victims who are trained by traffickers/pimps to lie to law enforcement and have often been convinced that law enforcement is their enemy. Another core principle is the understanding of the victims' relationship with her trafficking/pimp and the acknowledgement that she will often view him as her "boyfriend." CE/HRVTU stresses a relational approach to interviewing and assumes that multiple interviews will be necessary in order to gain truthful information about a DTM's history. CE/HRVTU opposes an approach that uses flip-interviews, which is a model typically utilized by police officers interviewing a suspect or perpetrator who has information about another perpetrator. In order to build trust with the DMST victim, it is imperative that the victim's needs are seen as a priority. The goal of this unique approach by the CE/HRVTU is first to identify and provide for a victim's needs, and second to pursue the trafficker/pimp.

Officers at CE/HRVTU are on call at all times to do intake interviews if a suspected DTM is identified and recovered. CE/HRVTU takes extreme measures to create a comfortable, yet structured environment for a suspected victim, whether they initially are taken to DPD headquarters and then transferred to Letot Center, or directly taken to Letot Center by a law enforcement officer. While sensitivity is required to create trust with DTMs, one CE/HRVTU interviewee emphasized the need to establish authority and structure so the minor feels protected.

#### **1.1.7 Charging**

Most commonly, DPD officers charge DTMs with delinquency in order to place the minor in a staff-secure or secure facility and limit flight risk and recapture by the trafficker/pimp. Although DPD views minors exploited through prostitution as victims, officers are finding no alternative to filing a charge that will allow detention of a victim in a protective location. These charges can include prostitution, though officers prefer to use a lesser offense, such as runaway, in order to place a commercially sexually exploited minor at the Letot Center. Due to an informal agreement with the juvenile judge in charge of detention hearings, law enforcement is able to take a minor suspected of being exploited through prostitution and charged with prostitution or a lesser offense directly to the Letot Center. Because the Letot Center is licensed by the Texas Department of Family and Protective Services as an Emergency Shelter, a court order is not required for admission. The Letot Center is a staff-secure facility in a public-private partnership with the Juvenile Justice Department. Caseworkers at the Letot Center are all licensed juvenile probation officers; they determine the best course of action for a charged minor. In most cases, the Juvenile Prosecutor has afforded Letot Center staff a large amount of discretion in determining whether to defer prosecution of a charge or implement an alternative probation plan (including a placement plan). If a parent or guardian is identified, often a minor is allowed to receive family services from home. In circumstances where a DTM has previously been charged with prostitution, a detention hearing is required.

#### **1.1.8 Public Awareness**

The DPD, in conjunction with the U.S. Attorneys Office for the Northern District of Texas (USAO) and the Law Enforcement Instructors Alliance (LEIA), held a seminar in early April 2008 on human trafficking and sexual exploitation. The conference was open to prosecutors and law enforcement.

The DPD and CE/HRVTU have expressed a desire to increase public awareness and training on DMST. Efforts thus far have targeted training law enforcement. DPD would like to expand that training, now that it is more refined, to service providers and the general public.

## 1.2 PROSECUTORS

Juvenile prosecutors, District Attorneys (DAs), and federal prosecutors from the USAO come into contact with DTMs in Dallas County. Collaboration between law enforcement and these entities is taking place with greater frequency since the creation of the CE/HRVTU, the Letot Center, and the North Texas Anti-Trafficking Task Force. State prosecutors will not pursue cases against traffickers/pimps or buyers unless they have identified and have access to a victim.

### 1.2.1 U.S. Attorney's Office

The USAO leads the North Texas Anti-Trafficking Task Force and is active in training professionals within the legal arenas that would come into contact with sex trafficking victims. The USAO has a specific prosecutor designated to human trafficking cases, as well as a prosecutor designated to child sexual exploitation.

### 1.2.2 District Attorney's Office

The Texas District Attorney's Office Criminal Section includes an Organized Crime Division and a Child Abuse Division. Although any and all DAs could come into contact with DTMs, the Organized Crime Division sees a large number of sex trafficking cases. It is foreseeable that DTMs could be identified first by investigators in the Child Abuse Division and transferred to Organized Crime.

### 1.2.3 Juvenile Prosecutors

Juvenile prosecutors, along with the juvenile courts, were offered training by the CE/HRVTU on identifying minors involved in prostitution and their "flagging" system to target HRVs. This training focused on identification, interviewing considerations, and special services unique to this population of victims, such as a secure facility. Juvenile prosecutors through this training see minors charged with prostitution as victims rather than offenders, and have expressed a primary goal to rehabilitate the minors and sustain their exit from prostitution.

### 1.2.4 Training

In April 2008, the USAO coordinated with DPD and LEIA to hold the Human Trafficking & Sexual Exploitation National Seminar available to prosecutors and law enforcement officers. DAs reported attending this training, which featured teaching on "The Game" of pimping, successful investigative tools in human trafficking cases, organized crime and pimping, and gaining the cooperation of juveniles involved in prostitution as witnesses during a trial. Additional training attended by federal prosecutors included the annual Crimes against Children Conference coordinated by Dallas Children's Advocacy Center, as well as training offered by the National Center for Missing and Exploited Children (NCMEC). There is a gap between abundant training provided to prosecutors on victim identification and strategic prosecution in sexual exploitation and sex trafficking cases, and the negligible training on victim services and protection. USAO prosecutors and state DAs have attended presentations on DMST by CE/HRVTU at Anti-Trafficking Task Force meetings. Juvenile prosecutors attending similar presentations at the court expressed gaining only a vague understanding of what constitutes sex trafficking.

### 1.2.5 Identification

DTMs are most commonly identified by law enforcement before reaching a prosecutor. Nearly 50% of minors involved in prostitution that reach a juvenile prosecutor are referred by CE/HRVTU, whereas the other 50% are referred by the other law enforcement agencies in Dallas county. Although CE/HRVTU treats DTMs as victims, and as a first preference does not charge DTMs with prostitution, this statistic verifies that CE/HRVTU does charge a DTM with prostituted-related charges in some cases and works

alongside the juvenile prosecutor in considering the best future for a DTM. According to CE/HRVTU's practices, these cases most likely involve a DTM who has compelled others to prostitute or who a previous record of involvement in prostitution and unsuccessful restoration. Since sex trafficking cases have been placed within the same prosecution unit as Internet crimes in both the USAO and the DA's Office, a number of sex trafficking victims are being discovered through Internet sites, such as Craigslist and MySpace. However, neither office, reported identifying any DTMs. Domestic trafficked minors might go identified by prosecutors because sufficient evidence to pursue a case against a trafficker/pimp does not emerge in law enforcement investigations. Texas state DAs and DPD are working to provide training that urges law enforcement and DAs to ask questions that will identify the trafficking victim status of a minor involved in cases of sexual exploitation and organized crime.

## 1.3 PUBLIC DEFENDERS

Dallas County Public Defender's Office (PDO) has a Juvenile Division. The PDO is separate from the courts, prosecutors, and probation services. In the 304th and 305th District juvenile courts, there are four public defenders, any one of whom may represent minors in cases that involve prostitution or other types of sexual exploitation. A minor will only receive legal services from a public defender or a private attorney after a detention hearing takes place. As most DTMs are taken directly to the Letot Center, they are not coming into contact with public defenders immediately.

### 1.3.1 Training

Public defenders have not received any training on sex trafficking and expressed that a victim versus offender status does not affect their mission, which is to obtain the least restrictive sentence possible for their clients.

### 1.3.2 Identification

If a minor involved in prostitution is referred for a disposition hearing, a public defender has access to any reports that a prosecutor has accessed, including those created by law enforcement and/or CPS. Should information regarding any sexual exploitation arise from interviews between a public defender and a referred minor, protocol is to contact CPS. Though an adult is most commonly involved in a juvenile's prostitution, most charged victims are not forthcoming with information on their trafficker/pimp. Since public defenders are not raising DMST as a key defense, questioning along these lines to identify a trafficker/pimp is not necessarily pursued.

## 1.4 JUVENILE COURT JUDGES

In total, five juvenile court judges serve Dallas County, one of whom performs all juvenile detention hearings. This hearing judge is responsible for an informal agreement allowing DTMs to be taken directly to the Letot Center by law enforcement without a hearing.

### 1.4.1 Training

Judges reported attending a presentation by CE/HRVTU over a year ago on sexually exploited minors and runaway youth. This training was viewed as educational, although it failed to alter their original approach to dealing with children involved in prostitution. Since prostitution is a legal offense and considered “risky behavior”, the courts take a traditional juvenile-focused approach that emphasizes correcting behavior and rehabilitating the minor.

### 1.4.2 Letot Center Collaboration

The Letot Center is allowed to receive minors charged with prostitution or lesser offenses without a detention hearing. This is due to the Letot Center’s license by the Texas Department of Family and Protective Services as an emergency shelter permitting it to admit minors without a court order. As a result of this arrangement, juvenile court judges report hearing an estimated few dozen cases of prostitution charges against minors in the court in 2007.

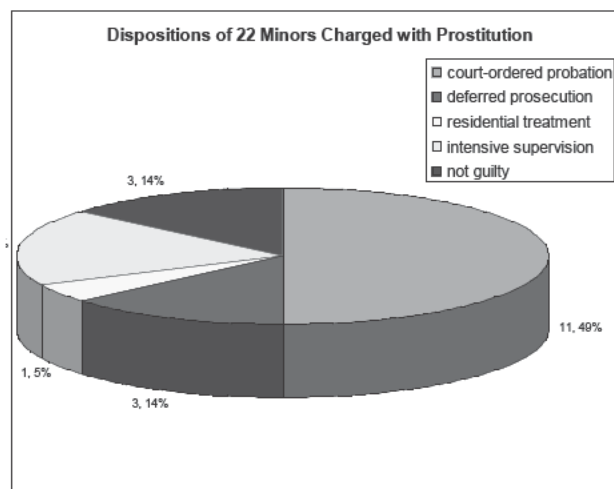
If taken to the Letot Center, the court defers prosecution of a minor involved in prostitution until a juvenile prosecutor can pursue the charge at a later date within the statute of limitations. If caseworkers at the Letot Center determine a plan of treatment and the charged minor complies, most DTMs will never appear before a judge. This discretion is afforded caseworkers at the Letot Center by the juvenile prosecutor working closely with the Letot Center through the Juvenile Justice Department probation services.

### 1.4.3 Detention

Federal law governing the detention of minors in state and city juvenile justice systems requires any charged minor to receive a detention hearing within 24 hours, and every ten days thereafter. This requirement applies to juveniles placed in a secure facility, typically a juvenile detention facility. The agreement of the juvenile court to divert DTMs to the Letot Center is intended to reduce the risk of flight from an unsecured placement by a charged minor but also eliminates the need for this hearing as the Letot Center is not a secure facility, rather it is only staff-secure. Juvenile court judges report that safety and flight remain risks when placing a juvenile in the Letot Center and they stress a need for a more secure facility and legal revision that will allow minors with misdemeanors and lesser charges related to exploitation through prostitution to be placed at such a location.

## 1.5 JUVENILE DETENTION FACILITIES

Juvenile detention facilities in Dallas County that house females include a secure pre-adjudication facility and the Letot Center. Once law enforcement identifies a minor involved in prostitution or sexual exploitation, she is delivered directly to the Letot Center or she is taken to juvenile detention to await a detention hearing within 24 hours. After a detention hearing, a minor is released to the Letot Center, placed in juvenile detention to await adjudication, released to a parent or guardian, or in rare incidences released to CPS custody. Juvenile Probation Services (JPS) reported 22 minors charged with prostitution in 2007, all of whom were placed in juvenile detention for some period of time. Of those 22 cases, 11 minors received a disposition of court-ordered probation, three received deferred prosecution and three to six months probation, one was placed in residential treatment, and four were placed under intensive supervision or supervisory caution. In three cases, the charged minors were found not guilty of prostitution and released to their families.<sup>23</sup>



### 1.5.1 Identification

Minors charged with prostitution are held in pre-adjudication detention and receive a detention hearing within 24 hours to determine a place and level of continued pre-adjudication detention, unless they are diverted directly to the Letot Center. A minor receives a hearing every ten days thereafter to review more details of the case and to discuss the behavior while in detention. The average amount of time a minor spends in a pre-adjudication facility before adjudication and long-term placement or parole is 22 days. DTM cases are not all referred to one specific caseworker or unit within juvenile detention. Typically, a psychological assessment of a DTM is performed within the first ten days of detention—this can uncover facts about sexual exploitation and lead to specialized services (psychiatric or counseling).

### 1.5.2 Letot Center

The Letot Center is a staff-secure facility resulting from a public-private partnership between the Dallas County Juvenile Justice Department and the Letot Center. The Letot Center is licensed by the Texas Department of Family and Protective Services as an emergency shelter. All caseworkers are juvenile probation officers certified by the Dallas County Juvenile Justice Department. The mission of the Letot Center is to prevent the abuse and exploitation of adolescents through collaboration with law enforcement and the provision of a wide range of professional services, to divert adolescents from the juvenile justice system and when appropriate, to reunite runaway adolescents with their families and their schools. In 2007, the Letot Center provided in-patient services to 483 minors, 130 (27%) of whom had been sexually exploited (records do not specify whether exploitation is commercial or non-commercial).

<sup>23</sup> See Appendix A for more details on these 22 cases.



### **1.5.3 Training and Public Awareness**

The Letot Center receives training on sex trafficking and sexual exploitation from CE/HRVTU. Staff have offered training to over 40 local volunteer attorneys and judges in the Dallas Volunteer Attorney Program to conduct a juvenile law class that teaches parents and youth about the juvenile court system and consequences of juvenile crimes. The Letot Center was featured in The Oxygen Network's March 2008 documentary "Domestic Trafficking of Adolescents" as an example of a facility tackling the problem of DMST.

### **1.5.4 Interviewing**

Letot Center caseworkers have specific training in DMST and treatment of victims of sexual exploitation provided by various sources, such as CE/HRVTU and NCMEC. Intake interviews by Letot Center caseworkers and CE/HRVTU officers assess the specific treatment needs of each case, and informal expertise has evolved through the longevity of each caseworker's experience with this population of victims. Caseworkers are familiar with the concept of pimping and are prepared to obtain information on a trafficker/pimp and release it to law enforcement for investigation. Pursuing a trafficker/pimp is not a formal goal of caseworkers; they are primarily concerned with rehabilitating DTMs.

## 1.6 CHILD PROTECTIVE SERVICES (CPS)

Child Protective Services (CPS) operates under the Texas Department of Family and Protective Services (DFPS). Investigators with the agency receive training on the Texas Family Code. When a case is reported, a screener either dismisses or categorizes the case as Priority One or Priority Two, and forwards it to a caseworker for action. After a caseworker is assigned, a supervisor can still decide to dismiss a case.

### 1.6.1 Identification

CPS has not received or offered training on DMST or sex trafficking in general. The agency reported being overwhelmed with cases, as well as the mandatory training for investigators and caseworkers, in which there is a high turnover rate. As there is no trafficking law under the Texas Family Code, most investigators are unfamiliar with the term.

CPS is referred cases through its hotline, law enforcement, tips from family or community responders, the juvenile courts, and service providers. No protocol exists prescribing questions to ask in order to identify a prostituted minor as a DTM, and no specific subcategory is designated for prostitution-related abuse. If information arises that a minor has been commercially sexually exploited, this information is recorded in the history narrative. Screeners, caseworkers, and investigators are trained to ask questions about sexual abuse that could lead to discovery of exploitation, although the difference might not be acknowledged.

Due to unfamiliarity with the definition and terminology of trafficking, CPS caseworkers used the term “child prostitute” or “prostituted child” in reporting an instance of domestic minor sex trafficking. As a practice, investigators report social security numbers, photos, ID, and date of birth on the form that documents a minor’s case. This form is available to caseworkers, supervisors, prosecutors, and law enforcement who become involved. CPS clarified that the identification of a DTM, whether a runaway or juvenile who is assessed for risk behaviors that could lead them into DMST, depends in large part upon the individual investigator and caseworker. A lack of uniformity in investigations was reported as a problem.

### 1.6.2 Prioritization

The young age of a victim or the immediacy of danger flags a CPS case as Priority One. Between September 2006 and August 2007, CPS received 18,047 reports of child abuse and neglect.

## 1.7 NGOs/SOCIAL SERVICE PROVIDERS

A number of NGOs in Dallas County exist to provide services to trafficking victims or sexually abused and exploited children. However, each NGO is inadequate in one or multiple ways to meet the specific needs of DTMs. Four NGOs represent the spread of services available: Mosaic focuses upon foreign trafficking victims, Lutheran Social Services centers on foreign trafficked minors, Dallas Children's Advocacy Clinic (DCAC) focuses upon sexually abused children, and Promise House is geared toward sexually abused and exploited females. Those NGOs that provide services to trafficking victims are not identifying such victims as domestically trafficked minors, primarily because this classification does not transfer into a distinct path to services. Many interviewees expressed a desire to help any trafficking victim in need of services, but stated that they run into legal barriers to providing service to minors, such as constraints on time to work with the minor before contacting a parent/guardian or CPS. For example, Promise House and a number of other runaway shelters provide residency for DTMs, but the facilities are not secure and a minor can only be sheltered for 48 hours before parental/guardian consent must be obtained.

### 1.7.1 Training

DCAC hosts an annual conference on Crimes Against Children that features topics such as sex trafficking, sexual exploitation, and sexual abuse. In 2007, more than 1,500 professionals from across the country attended.

NGOs represented on the North Texas Anti-Trafficking Task Force have received training on DMST from CE/HRVTU, but this training only reaches the Task Force representatives(s). NGOs unfamiliar with the Task Force did not have any background in sex trafficking classification, although all view minors exploited through prostitution, pornography, and stripping as victims. A lack of training on the legal definition of DTMs is preventing service providers from contacting law enforcement when signs or suspicions of traffickers/pimps emerge in interviews.

### 1.7.2 Identification

Sex trafficking cases are referred to NGOs primarily by law enforcement, as well as community-based providers. NGOs that have street outreach programs are also coming into contact with minors involved in prostitution through these programs; however, they are not identified as trafficking victims. The NGOs that focus on trafficking concentrate on adult and/or foreign victims and did not report providing services to any DTMs. DCAC reports having interviewed and treated a number of DTMs. DCAC typically receives cases from two sources: CPS and law enforcement. Since CPS cases of abuse and exploitation tend to be younger children and tend to involve a child outcry, not many cases of DMST result from this case pool. DTMs brought to DCAC for interviewing by law enforcement or prosecutors have usually already been identified as sex trafficking victims.

### 1.7.3 Outreach

A number of NGOs are active in street outreach that target either youth in crisis or sex trafficking victims. Mosaic is active in street outreach and has allocated an official position to Trafficking Street Outreach. Although outreach workers patrol suspect neighborhoods to identify and serve potential trafficking victims, this program is oriented towards foreign populations and primarily adults. Mosaic outreach youth programs preventing HIV/AIDS and substance abuse are also programs that could potentially identify and spread awareness about trafficking, although that is not currently their mission. Promise House orients outreach towards runaway youth on the streets and has identified and served many minors involved in prostitution through the relationships built by outreach workers, albeit DTM status is not being recognized. Of the 300 minors contacted by outreach in 2007, Promise House estimates that 15-20% were involved in prostitution.

#### **1.7.4 Public Awareness**

Promise House has taken the initiative in raising awareness in Dallas County of homeless youth and youth-at-risk. In 2007, the group launched a media campaign called “Who’s Sofa Surfing Tonight?” that shed light upon the 6,000 teen runaways in Dallas each year. The campaign received the endorsement of the Dallas Mayor, who held a joint press conference with Promise House to draw attention to the issue. In the numerous interviews that Promise House conducted with Dallas media, the organization highlighted a connection between runaway youth and commercial sexual exploitation, revealing the vulnerability of a young, unprotected population.

## 1.8 CONCLUSIONS

Increasing awareness and training on DMST for law enforcement is leading to increased identification of DTMs. Streamlining cases of DMST to CE/HRVTU and flagging chronic runaways is proving effective in identification of DTMs and lowering the chance of revictimization. While law enforcement is receiving education and resources, service providers and the community at large do not understand how to identify or respond to the commercial sexual exploitation of domestic minors. Since no line of services is activated by the classification of DTM, this label is not gaining significance with NGOs, CPS, or public defenders, and is neglected and misunderstood.

Although DTMs are being treated as victims by most professionals in contact with them, legally, these minors are being criminalized with a charge so that they can be detained in a secure or staff-secure location.

## 1.9 Best Practices & Gaps

### 1.9.1 Best Practices

Best practices in preventing DMST through identification and awareness are those that create uniformity, consistency, and efficient streamlining of protocol throughout the different professions in the juvenile justice system and community at large. These include the creation of a CE/HRVTU to handle all cases of DMST that are identified, and also to spread awareness about the nuances of this criminal activity throughout law enforcement and the Juvenile Justice Department. Since law enforcement are typically first responders and have the initial opportunity to identify victims, education in this field is maximizing success in recovering DTMs from the streets in a progressively victim-sensitive manner. The formation of a High Risk Victims List at CE/HRVTU that automatically flags chronic runaways is providing a tool for all law enforcement to rapidly identify and respond to DTMs and youth at-risk. Furthermore, by streamlining the placement of domestic trafficked minors to the Letot Center—thereby largely bypassing the juvenile detention center—DTMs are receiving restorative services faster and are placed with staff that have a higher level of expertise in dealing with the effects of domestic minor sex trafficking on the juvenile victim.

### 1.9.2 Gaps

**Minors involved in commercial sexual exploitation are not consistently identified as sex trafficking victims.** Although minors found in commercial sexual exploitation are being treated as victims by the justice system and service providers, they are not consistently identified as DTMs. This misidentification is primarily due to a lack of consistent terminology and ignorance of this population's protection under the TVPA. For example, if a minor is charged with prostitution, they are officially labeled a delinquent and not as a victim. Nevertheless, law enforcement, juvenile courts, and the juvenile department are treating minors with a victim-centered approach. Because no legal classification exists for a DTM that would trigger immediate access to services under the TVPA, service providers, CPS, and untrained justice professionals who encounter a potential victim do not know to initiate a line of questioning that will lead to the identification of DTMs or their traffickers/pimps. In large part, this ignorance has been combated by the training and advocacy of the Child Exploitation/High Risk Victims & Trafficking Unit of the Dallas Police Department; however, the use of consistent terminology that invokes a legal status would be beneficial in identification and effective response.

Public awareness and prevention programs targeting communities and youth are limited. Many NGOs, service providers, and arms of the justice system have developed public awareness and prevention programs focused upon substance abuse, though none have outreach that specifically educates communities on domestic sex trafficking, and only one program has outreach that specifically targets minors involved in prostitution. As this population of victims is most often transient and almost invisible, overlooking the awareness of community members that could be first responders or rehabilitators is damaging. With the glamorization that society frequently associates with pimping and the commercial sex industry, prevention programs that convey the dangers of this lifestyle to youth are needed.

Child Protective Services is failing to identify and investigate DMST. Child Protective Services has not received training on DMST and has no protocol for designating or investigating cases of DMST. In competition with an overwhelming number of reports, cases of DMST are losing the battle for prioritization, primarily due to the older age of the victims, lack of a child outcry, and the fact that a majority of perpetrators are non-familial. In effect, most cases are dismissed without investigation.

## II. PROSECUTION

Prosecuting DMST is essential to serving justice for victims, deterring future victimization, and uncovering a comprehensive understanding of DMST operations. Prosecutions should target traffickers/pimps, as well as the buyers of commercial sex acts from children. It is important to note that the federal TVPA includes the crime of facilitation and recruitment by third parties, such as hotel staff, taxi drivers, and club managers. The identification and testimony of DTMs fuels successful prosecutions.

## 2.1 LAW ENFORCEMENT

### 2.1.1 Prosecuting Traffickers

A number of laws pertaining to child abuse, exploitation, and sexual abuse are included in the Texas penal code. In practice, local law enforcement commonly looks to the state crimes of sexual assault, kidnapping, organized crime, and compelling prostitution, as well as trafficking in human beings to investigate and prosecute traffickers/pimps. Federal laws used to charge traffickers/pimps include the TVPA, the Mann Act, kidnapping, laws on child obscenity and laws on sexual abuse.<sup>24,25</sup> If pornographic images are identified, a number of other charges are available at both the state and federal level. DPD pursues investigations in collaboration with state DAs and investigators within the DA's office. If a case is prosecuted under federal law, either FBI or ICE agents are required to be involved in any investigation against a trafficker/pimp. FBI interviewees noted that DTMs are often victims of online pornography as well as prostitution; therefore, investigating both avenues and cross referencing the two has been helpful in identifying victims and prosecuting traffickers/pimps. As trafficking cases are complex and most often require some undercover investigation, DPD and state DAs are partnering to urge law enforcement to pursue cases against traffickers/pimps. Between November 2004 and November 2005, CE/HRVTU opened 63 felony cases of child sexual exploitation and 76 felony cases in 2006.

In 2007, CE/HRVTU opened 67 felony cases on 44 suspects on charges related to High Risk Victims—a larger category of victims that includes but is not limited to child sexual exploitation/trafficking abuses. Of the 2007 cases 33 suspects were charged with 55 felonies related to child sexual exploitation, including six charges of sex trafficking. This is extremely revealing of the successfulness of the HRV model as it targets youth who have been deemed vulnerable for DMST and in fact, 75% of the time, this is proven true.

### 2.1.2 Witness Testimony

A number of professionals in the justice system emphasized that obtaining victim-witness testimony from a DTM poses a major challenge to successfully investigating traffickers/pimps. DTMs are skeptical of law enforcement and other authorities, often loyal to traffickers/pimps who are viewed as “boyfriends,” and fearful for their own safety and future. This reluctance impacts all stages of building a case from investigation to prosecution, and requires that law enforcement perform very thorough investigations in order to provide substantial amounts of corroborating evidence for trial against a trafficker/pimp. Though the CE/HRVTU understands that the victim-witness testimony is a critical component in securing the prosecution of the trafficking/pimp it is their philosophy that the prosecution of the trafficker/pimp should never be at the expense of the victim. State laws are very strict in requiring live witness testimony for any trial; therefore, *in camera* interviews are almost never used in lieu of trial testimony against a trafficker/pimp or buyer at trial. Access to services does not hinge upon a DTM's cooperation in an investigation or prosecution.

### 2.1.3 Prosecuting Buyers

The CE/HRVTU expressed significant will to pursue the buyers of children exploited through prostitution. However, legal and investigative barriers have caused minimal results. Often buyers operate with anonymity through the use of internet and fake names thus providing a limited trail of evidence. However, despite these difficulties, in 2007, CE/HRVTU charged one buyer identified through a DTM investigation with a charge of sexual assault.

---

<sup>24</sup> Mann Act. 18 U.S.C., Section 2421. “Transportation Generally.”  
<[http://www.law.cornell.edu/uscode/18/uscode\\_sec\\_18\\_00002421----000-.html](http://www.law.cornell.edu/uscode/18/uscode_sec_18_00002421----000-.html)>. Accessed on May 23, 2008.

<sup>25</sup> Citizens' Guide to United States Federal Exploitation and Obscenity Laws.  
<<http://www.usdoj.gov/criminal/ceos/citizensguide.html>>. See 18 U.S.C., Sections 2243 and 2241. Accessed on May 32, 2008.



#### **2.1.4 Prosecuting DTMs**

Charges against DTMs can include prostitution and compelling prostitution, although in practice, law enforcement commonly charges a DTM with a lesser Class B or Class C misdemeanor, such as violating curfew, runaway, loitering, truancy, or resisting arrest. Law enforcement acknowledges a conflict between the victim and delinquent status of a DTM charged with any offense. However, since there is no way to detain a DTM in a secure location without charging the minor, law enforcement claims that charging a minor for her own safety is a necessity. Benefits resulting from the charge and detention of the victim include access to services and security for the victim. A result of the juvenile justice system's agreement with Letot Center is that most charges against DTMs are deferred and never prosecuted.

## 2.2 PROSECUTORS

### 2.2.1 Prosecuting Traffickers

Federal laws available to prosecute traffickers/pimps include child pornography, kidnapping, sexual abuse, the Mann Act<sup>26</sup> and the TVPA. At the state level, DAs prosecute traffickers/pimps on charges of sexual assault, compelling prostitution, trafficking in persons, and kidnapping. Frequently, prosecutors will include or opt for charges of compelling prostitution, as the state charge of human trafficking is harder to prove. The Organized Crime Division of the DA's Office prosecutes most state cases against traffickers/pimps. In 2007, this Division filed 29 cases of sex trafficking, the majority of which involved domestic victims. In contrast, the USAO reported no prosecution of cases of DMST in 2007. Both state and federal prosecutors noted that DTMs are often exploited through prostitution as well as online pornography. Cross-referencing cases of pornography and prostitution, particularly through Internet searches, has been a common practice at both the state and federal level, leading to the prosecution of traffickers/pimps with laws on sexual exploitation. At the federal level, these cases involving DTMs have been successful only with laws on child pornography, obscenity and sexual abuse, not with the TVPA.

### 2.2.2 Prosecuting Buyers

Laws that could be used to prosecute buyers in DMST cases include sexual assault, rape, solicitation of prostitution, and indecency with a child. Most prosecutions of buyers are pursued in state court as a misdemeanor.

### 2.2.3 Witness Testimony

Prosecutors encounter many challenges in obtaining and corroborating a DTM's witness testimony in cases against traffickers/pimps. Interviewers sensitive to a DTM's needs are the key to gaining credible testimony in prosecuting a trafficker/pimp. In order for a case to be built against a perpetrator, a verifiable victim must exist. However, DTMs do not view themselves as victims, are skeptical of legal authority, and are typically loyal to their trafficker/pimp. What appears to be a hostile demeanor and a shifting testimony can impair the ability of a jury to view a DTM as a victim. In the words of one prosecutor, "these teens make tough witnesses." However, juvenile and state prosecutors agreed that it is important for the jury to see a victim at the trial, both for a victim's restoration and the jury's understanding of the victimization. Texas state law is very strict in requiring a victim to testify at trial against the accused perpetrator, and rarely, if ever, are alternative methods of victim-witness testimony considered a sufficient substitute.

### 2.2.4 Challenges of Law

Effective September 2007, the Texas Legislature amended the state anti-trafficking statute to require proof of the use of force, threat, or fraud in perpetrating the crime of trafficking in persons. This change poses a challenge to prosecutors pursuing charges against traffickers/pimps. The impact upon state sex trafficking prosecutions has been debilitating, as evidenced by state prosecutors filing 27 sex trafficking cases in 2007 before September, and only two cases in the months following. As a result, concerns have been raised and the Attorney General's Office has ordered an interim hearing report on the statute that will be presented in August 2008.

---

<sup>26</sup> Mann Act. 18 U.S.C., Section 2421. "Transportation Generally."  
<[http://www.law.cornell.edu/uscode/18/uscode\\_sec\\_18\\_00002421----000-.html](http://www.law.cornell.edu/uscode/18/uscode_sec_18_00002421----000-.html)>. Accessed on May 23, 2008.

### **2.2.5 Prosecuting DTMS**

DTMs are frequently charged with misdemeanors such as runaway, curfew, loitering, or resisting arrest, rather than prostitution<sup>27</sup>. Juvenile prosecutors are not pursuing prosecution of these charges if a DTM submits to restoration at Letot Center. If extenuating circumstances exist, such as previous charges of prostitution or chronic violation of probation, a charge of prostitution is more likely prosecuted. Prostitution is a Class B misdemeanor, whereas runaway, curfew violation, loitering, and resisting arrest are Class C misdemeanors. If a DTM is placed at Letot Center and prosecution is deferred, the charge of either prostitution or a lesser offense is set aside but not expunged.

### **2.2.6 Detention**

Juvenile probation retains the option of changing the placement of a DTM to the juvenile detention facility if behavioral challenges arise at Letot Center or while on probation. Juvenile probation officers also engage a DTM in cooperating with prosecutors in investigating and prosecuting a trafficker/pimp. A minor charged with an offense less than a Class B misdemeanor cannot be placed in detention but a minor charged with the Class B misdemeanor of prostitution can be placed in either the Letot Center or the juvenile detention facility. Although the Letot Center claims to have services geared specifically for DTMs as victims, juvenile probation staff claim that neither the Letot Center nor the juvenile detention facility have access to services that are equipped to adequately meet the psychological and psychiatric needs of a DTM.

---

<sup>27</sup> See Section 2.1.4.

## **2.3 PUBLIC DEFENDERS**

### **2.3.1 Prosecuting Traffickers/Pimps and Buyers**

Public defenders in the juvenile justice system were not aware of the TVPA or any state statute on trafficking in persons. Identification of a DTM was not a familiar classification, and public defenders expressed the belief that this label would have no relevance to the defense of a juvenile. Unfamiliarity with trafficking has prevented public defenders from asking questions that could lead to identification of a trafficker/pimp in a case of a juvenile charged with prostitution. Information gained by public defenders from their clients is not always available to law enforcement. Therefore, it is possible that information relevant to prosecuting a trafficker/pimp is not conveyed to authorities if disclosed in private interviews between a public defender and the client DTM.

### **2.3.2 Prosecuting DTMs**

Minors charged with an offense are asked at an announcement hearing before a juvenile court judge whether their family plans to hire a private attorney or whether the court should appoint a lawyer to represent the minor. The court may appoint a juvenile public defender or a private attorney that accepts court appointments. Costs for a court appointed attorney are based on a family's income level. A plea of guilty or not guilty does not affect a minor's access to counsel.

### **2.3.3 Security**

Public defenders stated a goal of attaining the lowest sentence possible for their juvenile client. The presence of a trafficker/pimp, unless claimed as a threat by the juvenile, will not be considered by a public defender in advocating for release.

## 2.4 JUVENILE COURT JUDGES

### 2.4.1 Law

Juvenile court judges are unfamiliar with the TVPA or the state statute on trafficking in persons, although judges take a victim-centered approach to rehabilitating DTMs. This is evidenced by the detention hearing judge's informal agreement to allow DTMs to bypass court hearings and be taken directly to Letot Center upon the initiative of a law enforcement officer. However, the fact that some DTMs are being prosecuted for prostitution and sent to juvenile detention by juvenile court judges, reflects a tension in the judges' victim-centered approach towards a DTM and their conviction that a DTM is in need of disciplined restoration.

### 2.4.2 Jurisdiction

Juvenile court judges have jurisdiction over cases under Texas Juvenile Law, meaning they have jurisdiction over all cases in which a minor is charged. If a minor from another state commits an offense in Dallas County, a juvenile court judge has jurisdiction to adjudicate the minor. If a minor fleeing parole or probation in another state is discovered by Dallas County law enforcement, a juvenile court judge will transfer the minor back to the resident state of the minor pursuant to the Interstate Compact<sup>28</sup>. Transversely, if a minor charged in Dallas County flees to another state, juvenile courts contact law enforcement in other states to locate the juvenile.

### 2.4.3 Prosecuting Traffickers and Pimps

The juvenile court judges interviewed stated their support of the aggressive investigation of traffickers/pimps by the CE/HRVTU. The greatest challenge to these investigations and subsequent prosecutions is obtaining information from a DTM about her trafficker/pimp. A juvenile judge cannot order a DTM to cooperate in the investigation of a trafficker/pimp; however, the judge ensures CE/HRVTU access to interview a victim.

### 2.4.5 Prosecuting DTMs

As DTMs are typically considered a flight risk, juvenile court judges reported a need to detain minors involved in prostitution in a secure facility for rehabilitation. If CE/HRVTU, another DPD unit, or juvenile probation officers bring forward evidence that a minor is involved in prostitution, the juvenile court judge will take this into account in considering placement and services. Cases adjudicating charges of prostitution typically appear before associate judges. Following adjudication, a DTM receives a disposition and is either released on probation to a responsible parent or sent to long-term placement (see Appendix B for a detailed look at the 22 cases of prostitution charges that received a disposition in 2007). Juvenile court judges would prefer not to label DTMs as offenders within the justice system but see no other way to detain them for their own protection. Laws prohibiting secure long-term placement for misdemeanor offenses prevent detaining a DTM in a secure facility without adjudicating the minor as a delinquent. The Letot Center—the only juvenile detention facility able to provide specialized care for DTMs is a staff-secure, short-term placement).

### 2.4.6 Detention

One juvenile court judge holds all detention hearings within 24 hours of a filed charge against a minor. In order to address the growing number of teens charged with prostitution, the juvenile court allows law enforcement to deliver a DTM directly to the Letot Center to immediately receive services. If charged with a Class B misdemeanor of prostitution, the juvenile can either be placed in detention and held for adjudication or taken directly to the Letot Center. However, this protocol may change in the near future to require juvenile detention for Class B misdemeanors, which includes prostitution charges. If behav-

---

<sup>28</sup> Interstate Compact for Juveniles, as amended.

<<http://www.csg.org/programs/ncic/documents/InterstateCompactforJuveniles.pdf>>. Accessed on July 3, 2008.

ioral challenges arise, the Juvenile Prosecutor can decide to prosecute charges against a DTM at a later time within the statute of limitation.

#### **2.4.7 Flight Risk**

Juvenile court judges acknowledge that DTMs are a population of victims that are a flight risk. Judges came to this conclusion after seeing a number of minors charged or involved with prostitution repeatedly appear in their court, either on new charges or for breaking probation. Regretful that a DTM must be charged as an offender in order to be detained, judges expressed the grave necessity for a secure facility is an overriding concern.

## 2.5 JUVENILE DETENTION FACILITIES

### 2.5.1 Legal Classifications

Juvenile detention was aware of the term sex trafficking but unfamiliar with the federal TVPA or the state statute on trafficking in persons. The charges most frequently related to DTMs in the juvenile justice system are prostitution, compelling prostitution, and soliciting prostitution. In 2007, 24 juveniles charged with prostitution were detained in juvenile detention facilities. Charges against minors who may be victims of DMST are typically Class B misdemeanors or lesser offenses.

### 2.5.2 Prosecuting Traffickers/Pimps

Juvenile detention caseworkers, both in detention facilities and at the Letot Center, work closely with DPD and prosecutors to aggressively pursue traffickers/pimps. Law enforcement agents in the CE/HRVTU maintain contact with detained DTMs throughout detention, placement, or probation to foster trust with a DTM and gather information that could support prosecution of the trafficker/pimp.

Juvenile Probation staff identified the greatest challenge to prosecuting a trafficker/pimp as gaining testimony from the victim DTM. Consistency in relationships developed through caseworkers and CE/HRVTU officers is the key to persuading a DTM to share information about her trafficker/pimp. Probation staff verified that almost all detained minors involved in prostitution were forced, introduced, or managed by an adult, at least initially.

### 2.5.3 Prosecuting DTMs

Juvenile detention staff view minors involved in prostitution as “the true victim” and have a mission to rehabilitate DTMs and avoid revictimization. Both juvenile judges and juvenile detention staff prefer to reunite a DTM with family and provide services in the community if possible. This preference creates tension within the system due to the perceived necessity of preventing flight risk through placement in a secured facility. DTMs who are considered a flight risk, or who have previous involvement in prostitution, are those likely to be placed in juvenile detention rather than the staff-secure Letot Center. These juveniles will be charged with prostitution and adjudicated before a juvenile judge. The disposition will be release on probation or placement in a facility. In Texas, a juvenile can only be detained in a juvenile detention facility for pre-adjudication before relocation. The average stay for juveniles held in detention pre-adjudication is 22 days; however, the courts can lawfully delay adjudication until the statute of limitations on an offense expires. In the case of prostitution, the statute of limitations is two years. Juvenile prosecutors do not typically implement any delay as a technique for detaining DTMs but simply reserve the right to prosecute charges if the DTM does not comply with the probation orders.

## **2.6 CHILD PROTECTIVE SERVICES (CPS)**

### **2.6.1 Law Enforcement Collaboration**

CPS reported being generally divorced from law enforcement field investigations and prosecutions. Collaboration between law enforcement and CPS has slowly improved since CPS placed a representative on the North Texas Anti-Trafficking Task Force one year ago. This representation has opened the agency up to a greater awareness of DMST and also broadened channels of communication with other agencies.

### **2.6.2 Streamlining**

CPS is implementing a new position that will be notified of all cases flagged for sexual exploitation including High Risk Victims. This position will assist all CPS caseworkers in investigating sexual exploitation. The position requires previous experience with law enforcement as it is anticipated that the position will work as a liaison with DPD, CE/HRVTU.

### **2.6.3 Protection**

CPS is reluctant to get involved in cases involving teenage victims. CPS is better versed in protecting victims of sexual abuse as opposed to commercial sexual exploitation. CPS has a primary mission to protect children and a secondary mission to reunite families. Unless a case of sexual exploitation involves a perpetrator in the home, CPS does not take custody of a minor. If law enforcement identifies a victim of "serious sexual abuse" and evidence of neglectful supervision exists, CPS must cooperate with law enforcement to protect the child. As there are no secure placements for minors in Dallas, law enforcement is reluctant to involve CPS in DMST cases because law enforcement will lose custody of a DTM (unless charges have been filed). In cases of alleged familial sexual abuse or exploitation, CPS will investigate the case and determine if the claim can be substantiated.

### **2.6.4 CPS Contacting Law Enforcement**

CPS caseworkers and investigators contact law enforcement if a sexual abuser or exploiter is identified through the CPS investigation. If CPS identifies a sexually abused or exploited minor, a copy of the intake report is faxed to DPD. However, the intake report will not likely identify a minor involved in prostitution, and most caseworkers do not ask specific questions that lead to identifying a trafficker/pimp.



## 2.7 NGOs/SOCIAL SERVICE PROVIDERS

### 2.7.1 Difficulties in Obtaining Justice for DMST Victims

As many NGO caseworkers and victim interviewers are unaware of the crime of DMST, few ask questions of victims that could lead to identifying traffickers/pimps or buyers. Those NGOs that gain access to DTMs through street outreach expressed that they would be reluctant to contact law enforcement or prosecutors with information about a trafficker/pimp out of fear that the victim might be charged with prostitution and thereby revictimized. Caseworkers reported cases in which minors shared information about prostitution and identified an older “boyfriend” or adult, but the minors would not share specific names or details that could implicate a perpetrator. Most NGOs expressed that suspicion alone would not cause them to contact law enforcement or prosecutors.

## 2.8 CONCLUSIONS

Prosecutions of traffickers/pimps are being aggressively pursued, particularly in cases involving DTMs, due to joint efforts between the DAs and CE/HRVTU. Federal prosecutors and FBI tend to focus on more complex cases of organized crime that involve multiple victims, most often foreign born victims of human trafficking. The same energy should be directed towards investigating and prosecuting buyers for participating in the commercial exploitation of children.

CPS, service providers, and public defenders play a negligible role in assisting prosecutions of perpetrators. CPS and public defenders are unfamiliar with the TVPA or legal classification of a DTM; therefore, they are not asking questions in suspect cases that could lead to identifying traffickers/pimps. Although some service providers are aware of the TVPA and treat DTMs as victims, caseworkers are generally reluctant to contact law enforcement with information on suspected perpetrators that are not specifically identified. Also, some do not contact law enforcement out of fear of the consequences for a victim.

DTMs are being charged with prostitution or lesser charges and taken to the Letot Center for short-term treatment or transferred to juvenile detention. Secure detention or placement for a minor involved in DMST is reported by law enforcement, juvenile court judges, and prosecutors as necessary to prevent flight risk.

## 2.9 Best Practices & Gaps

### 2.9.1 Best Practices

Best practices for prosecution of traffickers/pimps emphasize collaboration, information-sharing, and victim-sensitive measures used to obtain credible victim testimony. Prosecutions are revealing the collaboration between law enforcement and prosecutors responding to DMST more than in any other area. The North Texas Anti-Trafficking Task Force has facilitated increased communication, particularly between law enforcement and state prosecutors. The effect is reflected in the numbers: the majority of victims in the 29 prosecutions of traffickers/pimps by the DAs Office in 2007 were domestic minors. State prosecutors expressed that this is in large part due to aggressive investigations by CE/RVRU against traffickers/pimps, which is translating into successful prosecutions due to increased communication. Another reason for successful prosecutions is the practice of matching the identities of DTMs found in prostitution with victims exploited on Internet sources, such as MySpace and Craigslist. Placing Internet crimes within the same Organized Crime division that prosecutes crimes involving sexual exploitation is facilitating this avenue of corroboration. Prostituted minors are also commonly exploited in pornography displayed over the Internet, providing an opportunity to corroborate evidence and lead to the discovery of a trafficker/pimp.

Dallas city has quickly tackled a deficiency in its city ordinances governing the commercial sex industry after law enforcement discovered a 12-year-old dancing in a sexually-oriented establishment. The city ordinance previously in effect hampered civil enforcement action by Dallas city officials against the strip club. The wording in the ordinance has since been changed and used against the establishment.

### 2.9.2 Gaps

**Locating victims and obtaining testimonies are the greatest challenges to prosecution of traffickers/pimps.** DTMs are classified across the various professions in contact with these victims as a flight risk and a challenge to locate. Additionally, all professionals and particularly prosecutors acknowledge that DTMs are reluctant to inform on their trafficker/pimp. This reluctance can either be a result of loyalty and emotion, or fear for safety and consequence.

**Unfamiliarity with sex trafficking laws by public defenders and CPS could be hindering prosecutions of traffickers/pimps and blocking identification of DMST victims.** This unfamiliarity with sex trafficking laws on the part of both public defenders and CPS is reducing the likelihood that useful information regarding traffickers/pimps and buyers could be exposed during an interview. If public defenders and CPS are not aware of the legal consequences for these perpetrators and the likelihood of their existence, these professionals are less likely to ask questions or relay information that could lead to successful prosecutions.

**Law enforcement and prosecutors are aggressively pursuing traffickers/pimps, however, pursuit of buyers should be increased.** Law enforcement and prosecutors are aggressively pursuing traffickers/pimps, as reflected by the 29 cases filed by state prosecutors in 2007, and the 33 suspects charged with 55 felonies related to commercial sexual exploitation by CE/HRVTU in 2007. Legal barriers cause difficulty in pursuing buyers of DTMs however, despite these odds, in 2007 CE/HRVTU charged one buyer identified through a DTM investigation with a charge of sexual assault.

**DTMs are charged with an offense in order to detain them in facilities that provide services.**

Although professionals in the juvenile justice system lament the practice, DTMs are being charged with

prostitution or lesser offenses in order to ensure their safety through detention.

**Legal changes to the Texas Statute on Human Trafficking and Dallas County Code governing the commercial sex industry are necessary.** A September 2007 revision to the Texas statute on human trafficking that now requires proof that a trafficker used force, threat, or fraud has debilitated prosecutors from successfully convicting traffickers/pimps. This issue is highlighted by state DA reports that 27 prosecutions were filed under the statute in 2007 prior to September with only two prosecutions for the remainder of the year.

## III. PROTECTION

The primary concern in combating DMST is to rescue and restore victims of sexual exploitation. Although there is controversy over the best process and place for restoration, victim security away from a trafficker/pimp is a necessity. Specialized treatment, medical testing, counseling, and education all affect the success of victim restoration. Offering an environment of stability and relationships of trust throughout the rescue and restore process is the key to protection.

## 3.1 LAW ENFORCEMENT

### 3.1.1 Detention

Law enforcement's primary goal is to secure a DTM in a safe location away from a trafficker/pimp or other perpetrator; their secondary goal is to prosecute a perpetrator. DPD can detain a minor for up to six hours before a charge must be filed or the minor must be released to parents or a guardian. Juvenile detention is the only secure facility available to DTMs in Dallas and is often the preferred placement due to the risk of flight of many DTMs. The Letot Center is an alternative facility where victims can be taken and immediately begin receiving services but is only staff-secure. Law enforcement view DTMs as victims, but officers expressed feeling they have no option but to charge a victim with either prostitution or a lesser offense in order to detain a victim and prevent flight. CE/HRVTU and state DAs have discussed the possibility of detaining a minor with a witness protection order, which has taken place only in rare circumstances. A protective order for the witness is pursued by a criminal prosecutor and requires a court order from a judge. Prosecutors and law enforcement stated that protective orders are not easy to obtain and are not an ideal solution to ensuring the safety of DTMs.

### 3.1.2 Access to Services

Access to services by a DTM does not rely upon an investigation or case against the perpetrator. Additionally, the CE/HRVTU does not require victim testimony or cooperation in order to receive services. If a DTM is detained with a charge of prostitution or lesser offense, they are immediately able to access services through the Juvenile Justice Department (commonly Letot). CE/HRVTU employs a civilian caseworker certified who interviews a suspected DTM and determines what types of services and placement is necessary. This caseworker will recommend services for each DTM to either the Letot Center or a juvenile court judge, and appears at any hearing for cases in which CE/HRVTU has charged a minor with prostitution.

## 3.2 PROSECUTORS

### 3.2.1 Detention

Prosecutors identified the difficulty in securing a DTM as a victim-witness as a challenge to successfully prosecuting traffickers/pimps. Currently, the available option is to detain DTMs at the Letot Center on a misdemeanor charge. Thirty days at the Letot Center and possibly more time on probation allows juvenile detention caseworkers to encourage DTM cooperation with prosecutors in investigating and prosecuting their trafficker/pimp.

### 3.2.2 Interviewing

Although live victim testimony is required at trial in almost all circumstances under Texas state law, state and federal prosecutors have solicited the help of Dallas Child Advocacy Center (DCAC) to implement victim-sensitive measures throughout the trial process. Prosecutors use DCAC to perform forensic interviews with DTMs to determine their testimony. At DCAC, these interviews take place only between a DTM and an interviewer in a comfortable, videotaped room. Prosecutors, law enforcement, CPS, and family members are able to watch from another room. These measures not only foster trust and avoid revictimization of a DTM but also assist with the credibility of a victim's testimony, as multiple interviews often create damaging discrepancies in testimony.

A DTM who has been released on probation is contacted by prosecutors through a DTM's probation officer for interviewing and retrieving testimony throughout the trial. Prosecutors can also gain access to the DTMs for interviewing through phone calls or mail, just as they do with victims in other criminal cases.

### 3.2.3 Access to Shelter

A minor charged with a Class B misdemeanor of prostitution can be placed in either the Letot Center or juvenile detention. The Dallas Juvenile Justice Department is considering a change in this protocol, however, that would require all Class B misdemeanors to be placed in juvenile detention for a hearing. The prosecution of a case against the trafficker/pimp or buyer is not affecting whether a DTM receives services.

## **3.3 PUBLIC DEFENDERS**

### **3.3.1 Victim Typology**

Juvenile public defenders' observation that most minors charged with prostitution have previously entered the justice system corroborates the same observation made by juvenile court judges. Likewise, juvenile prosecutors report that most minors have experienced or witnessed sexual abuse, and have often entered the juvenile justice system previously. Juvenile court judges, and juvenile prosecutors both report that most minors adjudicated on charges of prostitution are also chronic runaways or have had previous charges of prostitution. Public defenders reported that the majority of DTM clients are from broken families.

### **3.3.2 Access to Services**

The goal of juvenile public defenders is to obtain the lightest sentence possible for a juvenile client. This goal translates into lobbying for the least restrictive placement possible. A juvenile public defender will advocate for services for the juvenile and family; a number of other contacts, such as juvenile probation officers, caseworkers, and CE/HRVTU officers, are lobbying for services as well. A charged DTM can access the same services whether pleading "true" or "not true" to an offense (the equivalent of "guilty" or "not guilty"). As a result, juvenile public defenders do not necessarily factor access to services into advising their client on a plea.



## **3.4 JUVENILE COURT JUDGES**

### **3.4.1 Victim Typology**

As elsewhere in the juvenile justice system, minors charged and/or adjudicated for prostitution are considered victims, although detained as offenders. Juvenile court judges characterize the majority of DTMs that appear before the court as teen females, although a few young boys have also been adjudicated. Judges stated that most victims have witnessed or experienced sexual abuse and the majority of victims come from broken homes. A disproportionate amount of minority youth appears before the court for involvement in prostitution, although this issue touches minors of all demographics. Victims from Dallas, other Texas locations, and out-of-state areas are represented in the DTM pool. Judges took note that an adult, commonly male, is almost always involved in the prostitution of a minor, although a rare few who originally entered under the management of an adult transitioned to prostituting independently.

### **3.4.2 Placement and Treatment**

Judges expressed a preference for reuniting DTMs with families and providing services in a home and community setting, as opposed to detention or residential treatment. Unfortunately, the reality, is that many DTMs do not have responsible parents or guardians and/or are a flight risk, thus requiring treatment in a secure facility at the start of their restoration. Neither adequate community-based services nor residential treatment services are sufficient for the specialized needs of DTMs, and a treatment model for rehabilitation would prove beneficial. Judges identified the creation of a long-term placement facility for females in Dallas County as a priority, as none currently exist. The Letot Center, while proving successful in serving victims, can only offer residency to minors for an inadequate 30 days.

### **3.4.3 Juvenile Detention Alternative Initiatives Project**

Judges would prefer to find an alternative to charging DTMs with an offense in order to ensure their security and are putting efforts into developing programs that could bypass detention and possibly the adjudication of minors for prostitution and related offenses. The Juvenile Detention Alternative Initiative (JDAI) is an effort funded by the Casey Foundation that draws together community organizations and juvenile justice professionals in an effort to identify existing and missing resources in the community that could help rehabilitate juveniles charged with lesser crimes. The goal of JDAI is to avoid putting youth into custody who instead could access services within the community setting, which avoids any additional burden on the juvenile detention system. JDAI looks for holistic approaches to treatment, although the goal is for services to be implemented pre-adjudication.

## 3.5 JUVENILE DETENTION FACILITIES

### 3.5.1 Victim Typology

Juvenile detention facilities identified all DTMs detained in Dallas as predominately female and typically from socio-economically lower income backgrounds and they usually have families without both biological parents. Racially, of the 22 minors charged with prostitution and held in juvenile detention, two were Caucasian, four Hispanic, and sixteen African American.<sup>29</sup> Nearly all DTMs have had prior history witnessing, if not experiencing, sexual abuse in their childhood. Most have previously entered the juvenile justice system through a number of avenues. A common description used to characterize DTMs was street savvy and hardened.

The Letot Center has recorded statistics on the parental configuration of juveniles placed in the Letot Center. 10% of juveniles in the Letot Center previously were in CPS custody and 46% had a single parent in the year 2007.

### 3.5.2 Detaining

The operational mission of the Juvenile Justice Department is to assist youth in becoming law-abiding, productive citizens. The operational mission of the Letot Center, which is partnered with the Juvenile Justice Department, is to prevent the abuse and exploitation of adolescents through collaboration with law enforcement and the provision of a wide range of professional services, and to reunite runaway adolescents with their family and their school when appropriate. Restoring DTMs in a secure facility or releasing them to a responsible parent or guardian is a goal of juvenile court judges, prosecutors, and probation officers who work at the juvenile department or Letot Center. Unfortunately, a criminal charge is currently employed to provide a DTM with safety and avoid flight risk. One probation officer recalled a handful of situations in which traffickers had tried to retrieve DTMs from the Letot Center, a staff-secure facility.

In 2007, the Juvenile Justice Department reported detaining 22 minors charged with prostitution in juvenile detention.<sup>30</sup> Minors are separated by gender and held in different sections of the juvenile detention facilities based on a subjective behavior ranking that considers the severity of an offense, age, and behavior since arrival. DTMs have a reputation for harassing other females in detention and, therefore, are typically placed separately from the general population. DTMs are not detained with violent felons who have committed crimes like murder or assault. According to juvenile probation services, DTMs represent the highest recidivism rate of any population in juvenile detention, and many DTMs chronically return to detention through what one juvenile prosecutor termed “a revolving door.”

### 3.5.3 Placement

Unlike many other states, Texas law only provides for juveniles to be held in detention pre-adjudication. Juvenile courts are required to adjudicate a charged minor before the statute of limitations expires. Average time in detention pre-adjudication is 22 days. If adjudication takes place, a disposition hearing follows, and a long-term placement or probation plan is determined. Despite three secure facilities for males in Dallas, no secure residential placement facilities for females exist. As such, when placed in detention, female DTMs are transferred to facilities in Houston, San Angelo, or Victoria. Long-term placement is typically six to nine months, after which DTMs are reunited with family, though they

---

<sup>29</sup> See Appendix A for further details on these 22 minors.

<sup>30</sup> See Appendix A for the outcomes and demographics of these 22 cases.

are on probation and have access to services. If no responsible adult exists to take custody of a DTM, juvenile parole officers will attempt to have CPS take custody. At times, juvenile court judges have had to order CPS to take custody of a DTM. It is a challenge for CPS to find foster care for a DTM, and often DTMs will flee to the streets again.

The Letot Center is a staff-secure facility that can only provide residence to DTMs for 30 days. A number of juvenile parole officers and caseworkers reported that the Letot Center is successfully treating DTMs, however, the shortness of a 30-day stay is minimizing the impact. The Letot Center is currently planning to construct an adjacent long-term residential facility for female juveniles. In 2006, the Letot Center received 1,053 juvenile referrals. In 2007, 483 juveniles were detained at the Letot Center, 78% of whom were females, the majority having been involved in prostitution and 29% identified as sexually exploited (although not specifically commercial sexual exploitation). These DTMs are distinct from the 22 DTMs charged with prostitution in 2007 and held for a period of time in juvenile detention.

#### **3.5.4 Access to Services**

Dallas County Juvenile Justice Department is the most well-funded juvenile justice department in the state and has abundant resources in-house and through community contracts. However, juvenile parole officers noted that no counseling or psychiatric services are specialized for DTMs, at the Letot Center or elsewhere, and few counselors employed or contracted by the Juvenile Justice Department are comfortable working with this population. One probation officer recalled a recent case in which she lobbied a counselor in psychiatric services to provide therapy for a DTM, and the counselor expressed she was not comfortable handling the case.

A DTM has access to all services while in juvenile detention. In juvenile detention, an intake unit assesses a juvenile's specialized needs, but all juveniles receive medical testing and psychological testing pre-adjudication. Detained juveniles receive education on HIV and STDs, but the testing is voluntary; therefore, detained DTMs could be suffering from STDs that are unidentified and untreated. DTMs can access services through the Juvenile Justice Department with the assistance of a juvenile parole officer or caseworker until the age of 18, at which time services can no longer be processed.

#### **3.5.5 Letot Center Services**

As the Letot Center is partnered with the Dallas County Juvenile Justice Department, all services provided through the department are accessible to DTMs at Letot. Through experience, the Letot Center employs caseworkers sensitive to the special needs of DTMs. Caseworkers and counselors identify key issues, such as self-esteem, and pointedly discuss topics related to pimping, prostitution, and the dangers involved in commercial sexual exploitation. Medical testing and care is made available. Education is emphasized, as well as holistic restoration of an entire family in those cases in which a DTM has parents or guardians. However, the Letot Center caseworkers identified a void of psychiatric and psychological services to address the emotional damage that DTMs have endured.

#### **3.5.6 Treatment**

Juvenile detention facilities emphasized the need for a treatment model that is successful in decreasing the recidivism rate of minors involved in prostitution. For those who have family, treating the entire family, not just the juvenile, is vital to restoration. Parole officers expressed a desire to see more partnership between faith-based and community programs that can support the basic needs of a DTM and her family, as well as provide opportunity for fun activities and positive alternatives to the commercial sex industry.

## 3.6 CHILD PROTECTIVE SERVICES (CPS)

### 3.6.1 Inadequate Placement

Home placements and certified residential facilities where CPS leases beds are inadequate to meet the safety and therapy needs of a DTM.<sup>31</sup> CPS and collaborating NGOs reported that DTMs placed in foster care frequently run away to return to their pimps. The CPS foster care system places minors on a behavioral scale ranging from Tier One to Tier Four. Secure facilities are suited for Tier Three and Tier Four minors who have severe behavioral issues and are geared towards rehabilitating a minor until s/he can be placed in a foster home. Only two lock-secure residential homes exist in the Dallas-Fort Worth Metroplex, neither being located within Dallas County but rather in Denton and Fort Worth. Although families who foster Tier Three and Tier Four minors are trained in sexual abuse, one residential facility expressed that foster families are often not prepared to cope with a DTM's specialized needs, and are not able to receive guidance from residential caseworkers who are familiar with the minor's case.

### 3.6.2 Access to Services

Although the label of DTM does not change access to services, it is rare that CPS takes custody of a minor that has been adjudicated by juvenile courts unless ordered to do so. Custody issues frequently arise between CPS, NGOs, and the Juvenile Justice Department because CPS is overwhelmed with cases, prioritizes cases involving young children, and only deals with familial abuse. CPS reports an inability to provide safe placement and services to teens involved in prostitution, and is better equipped to place younger adolescents and children. If family or relatives exist, CPS will work to reunite DTMs with family members. If placed within CPS custody, a DTM has access to all available services, although behavioral psychotherapy is not available under the CPS healthcare contract.

---

<sup>31</sup> Certified by Texas Department of Health and State Services.

## **3.7 NGOS/SOCIAL SERVICE PROVIDERS**

### **3.7.1 Mosaic Family Services, Inc.**

Mosaic is the Department of Justice, Office of Justice Programs, Office for Victims of Crime (OVC)-funded service provider lead for the North Texas Anti-Trafficking Task Force. Mosaic coordinates services for all victims of human trafficking although funds provided through the TVPA by OVC are restricted to foreign national victims of human trafficking. If Mosaic cannot provide the necessary services or shelter, they have taken the responsibility of finding residential assistance and services for the victim. Mosaic caseworkers have received training on sex trafficking, specifically DMST and commercial sexual exploitation, through presentations by CE/HRVTU at Anti-Trafficking Task Force meetings. This training only included Mosaic representatives on the Task Force. Mosaic does not have a residential facility and would not be able to detain any DMST involuntarily or voluntarily for more than 48 hours without parental/guardian consent. Funds for service provision for DMST victims would not be available through those designated under the TVPA and administered by OVC. Therefore, Mosaic would need to allocate money from other funding streams, private funds, or community partners. CPS is contacted by Mosaic staff if any familial sexual abuse or exploitation is identified.

### **3.7.2 Lutheran Social Services**

Lutheran Social Services (LSS) has two programs in Dallas; one trains foster parents and handles CPS cases, and the other receives funding from the U.S. Department of Health and Human Services, Office for Refugee Resettlement for refugees and trafficking victims that are unaccompanied minors. The program director for unaccompanied minors has not handled any cases of DMST. Should a case arise, LSS would contact CPS. LSS does not have a residential facility, and would not be able to detain a victim involuntarily or voluntarily for more than 48 hours without parental or guardian consent.

### **3.7.3 Dallas Children's Advocacy Center**

DCAC is a clearing house of services available to sexually abused and exploited children. DCAC was built based upon a national model that brings together CPS sexual abuse caseworkers, law enforcement, state DAs, medical services and caseworkers. DCAC serves victims from ages zero to 16, but will rarely handle the case of a 16-year-old. DCAC itself and others have observed that the center is best equipped to service children and adolescents rather than teens, and is focused on child abuse rather than exploitation. DCAC does not have a residential facility and cannot hold a minor more than 48 hours without parental or guardian consent or without court order. A CPS caseworker from the sexual abuse unit is on-site, and CPS is always involved in cases.

Caseworkers at DCAC specialize in forensic interviewing and work to provide a trusting relationship, a comfortable atmosphere, and a streamlining process for children. Interviewers perform videotaped forensic interviews with minors in a room where law enforcement, CPS, the DA, and parents can watch from another room. Interviewers have a background in sexual abuse, have had training on sexual exploitation, and are thorough in asking questions that can lead to identifying a perpetrator.

### **3.7.4 Promise House**

Promise House is a crisis intervention program for children, youth, and young adults. The organization provides emergency shelter, transitional living, education, counseling, street outreach, and advocacy programs. Promise House can provide shelter to a minor for 48 hours before needing to obtain parental or guardian consent. Medical services are available but require parental consent to access.

If information regarding sexual abuse or exploitation by a family member is uncovered during intake or therapy, CPS is contacted. Should information arise that provides the name and identity of a trafficker/pimp or buyer, Promise House caseworkers say they will contact law enforcement. However, Promise House workers expressed that the majority of minors involved in prostitution are not willing to name a trafficker/pimp, and/or cannot identify specifics about a buyer. Although these questions might be asked, a line of questioning that would uncover the presence of a trafficker/pimp is not the emphasis in interviews. In considering safety, however, Promise House has had some instances when minors have fled with pimps or other non-guardian adults who find the facility.

## 3.8 CONCLUSIONS

Although DTMs are being treated as victims, they are legally identified as delinquents and are gaining access to most services as charged minors. The Letot Center is providing an alternative staff-secure location to service DTMs for 30 days but has time and security limitations and does not avoid criminalization. No long-term detention facilities for females exist in Dallas County.

Charged minors are receiving services through the Dallas County Juvenile Justice Department, but these are not specialized for DTMs, who require intensive counseling and treatment. NGOs that either serve trafficking victims or sexually abused minors are not targeting DTMs as a victim population, and would not know how to gain access for these minors due to the need for parental or guardian consent. There are inadequate community services to meet the needs of DTMs, and CPS is reluctant to take cases involving DMST due to the older age of victims, flight risk, and an assumption that CPS is not responsible for custody unless familial exploitation or abuse occurred.

Professionals in the juvenile justice system and law enforcement are seeking alternatives to charging and detaining DTMs, and prefer to reunite a victim with family and provide services in a community setting if security considerations are minimal.

## 3.9 BEST PRACTICES & GAPS

### 3.9.1 Best Practices

As law enforcement and prosecutors have initial access to victims and testimony, the ability for a unit or division member to recommend and coordinate services either with NGOs or juvenile courts is invaluable to restoring a DTM with minimal retraumatization. CE/HRVTU and USAO have employed a caseworker or victim witness services coordinator to organize victim services for sex trafficking victims within the unit. This position fills an important gap between rescue and restoration, which otherwise is not bridged within frontline responders that primarily affect prevention and prosecution.

Another victim-sensitive measure is the use of DCAC in performing a videotaped forensic interview of a victim that is viewable to all invested parties. Prosecutors have expressed the need to perform minimal interviews in order to prevent discrepancies in testimony. This streamlining also makes the interviewing process as comfortable as possible for DTMs. Nevertheless, it is recognized that DCAC interviewers and the center are generally inadequately equipped to handle cases of older teens; however, the one-stop model provided is beneficial.

The formation of a public-private partnership between the Letot Center and the Juvenile Justice Department has created efficiency, consistency, collaboration, and resource supply in the justice system's response and restoration of DTMs. Despite the unfortunate need to charge minors in order to give them access to the Letot Center, the facility is able to provide for the needs of a DTM in ways that no other facility currently can—through the experience and expertise of juvenile probation officers, open communication with the courts, a large amount of discretion, and a staff-secure placement. Letot's partnership with the Juvenile Justice Department and CE/HRVTU is a replicable model that alleviates burdens on the juvenile justice system and aids the rehabilitative goals of a service provider.

### 3.9.2 Gaps

Logistical and legal challenges are hindering DTMs from accessing services. Although the TVPA and TVPRA outlines victims rights for all victims of sex trafficking, a process for NGOs and service providers to offer services funded by the TVPA only exists for foreign victims of sex trafficking, not domestic victims. Most NGOs and service providers are unaware of steps to gain access to services for DTMs, both due to the lack of allocated resources and the need for parental or guardian consent. As a majority of DTMs do not belong to a responsible adult who can be located within 48 hours, the lack of procedure for accessing designation services is likely to lead to a DTM being released or fleeing to dangerous situations of further victimization.

Adequate secure placement and services is progressing but insufficient. Although those in contact with this population of victimized minors ultimately prefer reunification with family and rehabilitation within a community, safety from traffickers/pimps and the flight risk of DTMs creates a need for detention and secure placement for an initial period of time. Currently, the only option for detaining and securing a DTM is to criminalize the victim with a misdemeanor or lesser charge, and professionals are seeking a less punitive alternative. Secure placement and treatment that is now taking place with the Juvenile Justice Department is progressive but short-term, and the fact that no long-term placement facilities for females exists in Dallas County is lamentable. The psychological, emotional, and physical abuse imposed upon a victim by a trafficker/pimp requires specialized treatment that even those on the frontlines do not feel adequate to fully understand. A grave need for victim analysis and successful treatment models exists.



An alternative to criminalizing DTMs that provides for detention and secure placement is needed. Although recognized as victims by most in the juvenile justice system, professionals are resorting to criminalizing a DTM in order to detain the minor in a secure place to receive some services and maintain contact critical for the prosecution of traffickers/pimps. Labeling a DMST victim as a delinquent serves to revictimize the minor and draw the victim further into the juvenile justice system. A legal alternative is needed.

## Overall Conclusions

A multitude of Dallas professionals within the justice system and in the community are gaining awareness of DMST and are increasingly equipped to identify a DTM or minor at risk for commercial sexual exploitation. However, education and training of service providers, CPS, and elements of the juvenile justice system has not brought these individuals to a competent level of understanding of DMST as of yet. Whereas law enforcement and prosecutors are familiar with the victim status of sexually exploited minors under the TVPA and state law, professionals in other fields are not. Outreach programs targeting youth still focus on substance abuse, and although some exist that address prostitution, none couple knowledge of traffickers/pimps with knowledge about the damages that commercial sexual exploitation inflicts.

No incentive or protocol exists for categorizing a commercially sexually exploited minor as a DTM because this label does not activate access to specific services under the TVPA nor does it eliminate the delinquent charge of prostitution that is being placed upon most DTMs in order to detain and secure them. Since CPS is reluctant to take most cases of DMST due to the age of victims, the flight risk, and lack of familial exploitation or abuse in most cases, victims do not have access to services outside of the Juvenile Justice Department. Most NGOs addressing sex trafficking are focusing upon serving foreign victims, and legal challenges arise in serving minors due to the need for parental or guardian consent.

Many DTMs are a flight risk and require a secure and protective facility for detention and/or placement in most circumstances. Professionals in contact with this population of victims would prefer to reunite a victim with family and provide services that meet the needs of the entire family unit. Flight risk is a challenge and currently, the only alternative is to charge minors with a misdemeanor or lesser charges in order to enter the victim into the justice system.

Public awareness campaigns are lacking in the community, as are adequate services to meet the needs of DTMs. Even within the Dallas County Juvenile Justice system, no long-term secure facility for females exists in Dallas County. Victims need long-term placement that is secure but also serves entire families and offers alternative-future programs that can help transition a minor from placement to a positive family setting if possible.

Justice is being served on behalf of many DTMs whose traffickers/pimps are being pursued by CE/HRVTU, other DPD units, and state prosecutors. Federal prosecutors generally have focused on complex cases with multiple foreign victims, although federal prosecutors reported upcoming prosecutions involving domestic minor victims. The greatest challenge to prosecuting perpetrators is the testimony of a DTM. Prosecutions of consumers are not considered a priority by law enforcement and prosecutors investigating traffickers/pimps. Collaborative efforts have proven very fruitful in producing successful convictions, albeit “compelling prostitution” is most often charged in lieu of “sex trafficking” charges due to debilitating changes to the state statute on human trafficking in September 2007.

# RECOMMENDATIONS

## Classification

- 1. An official intake document is necessary to identify situations of domestic minor sex trafficking.** All service providers, as well as law enforcement and CPS, have intake documentation. In order to create uniformity in identification and response of DTMs, a statewide intake document that includes questions specific to the victimization experienced through DMST is crucial. It is also important that such a process reflect the multitude of entities that can identify a domestically trafficked minor, the various ways DTMs can be entrenched within multiple systems (e.g., the juvenile justice system, child welfare, etc.) and the fact that DTMs are often identified within different stages of their exploitation. This process would facilitate proper identification of DMST victims enabling their access to services and shelter appropriate for their trauma, safety risks and mental and physical health needs.
- 2. CPS screeners, investigators, and caseworkers need to subcategorize sexually exploited minors in reports.** Currently, the only status CPS reports on any referred case is that of “victim.” A subcategory that identifies the existence or suspicions of DMST/commercial sexual exploitation needs to appear on any intake form and subsequent reports.
- 3. Research and implement protective alternatives to charging DTMs.** Although the current cooperation with Letot Center is showing success, charging DTMs as delinquents or offenders is not a long-term solution to providing child victims of commercial sexual exploitation with protection. Options such as witness protection orders or parental consent waivers should be researched.

## Public Awareness and Training

- 4. Increase public awareness and training for community professionals and organizations.** Whereas most professionals in medical and educational industries are trained to see signs of domestic violence or sexual abuse, sex trafficking is an unfamiliar concept. Community members who are coming into contact with at-risk minors need training on sexual exploitation, including how to identify victims and who to notify. Additionally, the reality that traffickers/pimps are usually behind prostitution of a minor, considered a victim under the TVPA, needs to be conveyed to the general public.

Distributing resource/contact cards or flyers with information on CE/HRVTU and sex trafficking to restaurants and hotels would heighten awareness and provide first responders with a tool. Promise House currently distributes flyers about their programs to businesses in high-risk areas.

- 5. Include training on the TVPA and the state statute on sex trafficking as mandatory education for CPS employees.** CPS workers trained at The Academy receive education upon Texas Family Law, which does not include sex trafficking. This training needs to incorporate specific identification and investigation into sexual exploitation and should encompass background on the TVPA as well as the state statute on sex trafficking. Although it is apparent that mandatory training is already burdensome upon caseworkers and investigators, inclusion of sexual exploitation education is a necessity and should naturally streamline into the curriculum.

## Prevention Programs

- 6. Adapt substance abuse and crisis prevention programs that are reaching youth to also educate minors on the dangers of the commercial sex industry.** Although DTMs are a distinct class of victims, youth-at-risk for substance abuse and flight are also at risk for sexual exploitation. Preexisting preventative programs that have already built relationships with many of these minors need to introduce and expose a realistic picture of the commercial sex industry lifestyle.

**7. Utilize community programs and the faith-based community to provide mentors to high-risk youth that have history as runaways or are in the foster care system.** DTMs are often characterized as transient, neglected, and almost invisible in the Dallas community. These characteristics allow a DTM or at-risk youth to fall through the cracks, and individuals who have personal contact with these minors are those that can prevent their invisibility.

## **Investigations**

**8. Train public defenders, CPS, and NGOs to ask specific questions and relay any suspicions of traffickers/pimps to law enforcement.** Due to legal ignorance or fear of consequences for DTMs, information about traffickers/pimps that might arise in interviews with DTMs is not being relayed to law enforcement, and in most cases, information is overlooked or neglected by caseworkers. Directives to ask specific questions and report the information gleaned from them need to reach all those who might interview with victims.

## **Prosecutions**

**9. Challenge federal prosecutors to consider a federal nexus in cases of DMST.** USAO does not report prosecuting any cases involving domestic minor victims, although the prosecutor of child sexual exploitation anticipates upcoming cases involving trafficking charges. Finding a federal nexus that brings cases of DMST under the TVPA could be precedent setting and clarifying for prosecutors unaware that domestic victims are protected under federal trafficking law.

**10. Consult with CE/HRVTU to expand their adolescent forensic interview model for HRVs.** CE/HRVTU has developed and implemented an “event based” interview model for chronic runaways, and victims of prostitution that addresses the unique dynamics that victims of DMST exhibit. Once a potential victim or at risk youth has been identified proper protocol for interaction with the youth is necessary to build trust and build towards a sustain exit from prostitution. Further research on their model could create a prototype that would be beneficial for numerous other professionals attempts to engage with victims of domestic minor sex trafficking.

**11. Prioritize prosecutions against buyers of children. In order to comprehensively combat DMST it is necessary to reduce demand through securing lengthy prosecutions of the buyers of children for sex. Legal barriers and anonymity created by the internet cause investigative difficulties for law enforcement.** Without diminishing efforts put into prosecuting traffickers/pimps, support for new efforts to hold clients accountable for DMST need to emerge.

## **Placement**

**12. Establish secure, long-term residential facilities other than detention that serve the specific needs of DTMs and operate as a protective and restorative home.** Outside of family reunification when responsible adults are present in a DTM's life, professionals all agree that a protective facility is required to serve this population of victims. Currently, no such facilities exist for females in Dallas County, and one being constructed is linked to the Juvenile Justice Department in a similar manner to Letot Center. Letot Center should be noted as a model for creating long-term residency for DTMs. Promise House, although non-secure, should also be consulted as a model both of residential and transitional services.

## **Services**

**13. The TVPA needs to designate funds to domestic victims and provide a way for minors to access these services.** TVPA funds are only providing services to foreign victims. DTMs are not gaining access to services provided by most NGOs because parental or guardian consent is required. As CPS is reluctant to take custody of these cases due to the age of the victim, especially when the Juvenile

Justice Department has been involved, access to services for DTMs not charged with a crime is nearly impossible. TVPA funds specifically designated for domestic victims would resolve this dilemma. A path to access these funds, similar to certification for foreign victims, will need to waive a parental consent requirement for minors.

**14. Creation of a treatment model that analyzes victim typology, advises therapy needs, and outlines resources in Dallas County is needed.** Treatment of DTMs and an understanding of this victim population are still being refined even by frontline service providers and extraordinary therapists. Promise House has an array of counselors and therapists whose practices would be beneficial to consult. A research project outlining therapy and counseling models, as well as a practical-needs models, could then lead to identifying or creating adequate resources in Dallas.

**15. DTMs entering juvenile detention or Letot Center should be mandated to receive STD and HIV testing.** STD and HIV/AIDS testing are currently voluntary in juvenile detention, although all charged minors receive education on these diseases. Considering the high likelihood that DTMs charged for prostitution or found involved in prostitution are afflicted with an STD, this testing should be made mandatory.

## **Law**

**16. Revise the Texas state statute on human trafficking to eliminate the need to prove force, threat, or fraud for minors.** Legal revisions to the Texas state statute on human trafficking in September 2007 have severely diminished the law's usefulness to prosecutions of traffickers/pimps. The current law that requires proof of force, threat, or fraud is inconsistent with the TVPA. Additionally, the current Texas Human Trafficking law requires proof of knowledge and intent to engage in the crime of trafficking by those who buy or traffic/pimp children. The Texas Attorney General is reviewing the statute on human trafficking and should be urged to eliminate all language regarding force, knowledge and intent in a DMST case.

## APPENDIX A



### Juvenile Prostitution Unit

Dallas Police Department  
Jack Evans Police Headquarters  
1400 S. Lamar, 3rd Floor  
Dallas, TX 75215

214-671-4200

After Hours 214-687-7255

### Juvenile Prostitution Contact Protocol

When a juvenile is found involved in or connected with prostitution or a juvenile is found violating curfew in a high prostitution area, contact a Juvenile Prostitution Unit detective at 214-671-4200. After hours call 214-687-7255. If there is no answer have dispatch page the on-call Child Exploitation/Juvenile Prostitution detective.

- Child Exploitation 214-671-4200
- Juvenile Prostitution Unit cell phone 214-687-7255
- Page Child Exploitation/Juvenile Prostitution detective through dispatch at 214-670-5250

# APPENDIX B

ReferralDate	Race	Sex	DOB	Offense	DispositionDate	Disposition	Disposition Outcome/PSLevel
9/8/2007	Hispanic	Male	6/1/1992	PROSTITUTION	10/17/2007	PROB	(3) COURT ORDERED PROBATION 6-12 MONTHS
9/22/2007	African American	Female	4/9/1992	PROSTITUTION	10/30/2007	PROB	(3) COURT ORDERED PROBATION 6-12 MONTHS
8/2/2007	African American	Female	1/26/1993	PROSTITUTION	8/2/2007	SCD	(1) SUPERVISORY CAUTION
6/8/2007	African American	Male	2/4/1991	PROSTITUTION	10/15/2007	PRPL	(5) RESIDENTIAL PLACEMENT AND C/O PROBATION
6/30/2007	White	Female	7/19/1993	PROSTITUTION	7/1/2007	SCD	(2) DEF PROSECUTION / PROBATION 3-6 MONTHS
6/10/2007	African American	Female	10/10/1990	PROSTITUTION	7/11/2007	PROB	(3) COURT ORDERED PROBATION 6-12 MONTHS
10/4/2007	African American	Female	6/6/1993	PROSTITUTION	2/29/2008	NPCD	(0) NOT APPLICABLE-NO PROB CAUSE,NOT GUILTY
11/8/2007	Hispanic	Male	9/23/1991	PROSTITUTION	12/18/2007	DPD	(2) DEF PROSECUTION / PROBATION 3-6 MONTHS
5/23/2007	African American	Female	8/27/1991	PROSTITUTION	6/20/2007	PROB	(3) COURT ORDERED PROBATION 6-12 MONTHS
3/12/2007	African American	Female	8/20/1990	PROSTITUTION	6/12/2007	PROB	(3) COURT ORDERED PROBATION 6-12 MONTHS
8/18/2007	African American	Female	2/13/1992	PROSTITUTION	9/17/2007	PROB	(3) COURT ORDERED PROBATION 6-12 MONTHS
10/18/2007	African American	Female	6/2/1991	PROSTITUTION	4/2/2008	PROB	(3) COURT ORDERED PROBATION 6-12 MONTHS
8/13/2007	African American	Female	5/12/1991	PROSTITUTION	8/29/2007	PROB	(3) COURT ORDERED PROBATION 6-12 MONTHS
5/14/2007	African American	Female	5/12/1991	PROSTITUTION	8/29/2007	NONS	(0) NOT APPLICABLE-NO PROB CAUSE,NOT GUILTY
12/28/2007	Hispanic	Female	2/20/1992	PROSTITUTION	2/28/2008	MDPL	(4) INTENSIVE SUPERVISION PROBATION
10/12/2007	Hispanic	Male	11/21/1990	PROSTITUTION	12/3/2007	DPD	(2) DEF PROSECUTION / PROBATION 3-6 MONTHS
6/10/2007	African American	Female	8/3/1990	PROSTITUTION	8/1/2007	PROB	(3) COURT ORDERED PROBATION 6-12 MONTHS
10/28/2007	African American	Female	7/16/1991	PROSTITUTION	10/28/2007	SCD	(1) SUPERVISORY CAUTION
10/20/2007	African American	Female	7/15/1992	PROSTITUTION	2/25/2008	PROB	(3) COURT ORDERED PROBATION 6-12 MONTHS
9/19/2007	African American	Female	10/5/1990	PROSTITUTION	10/30/2007	MDPL	(4) INTENSIVE SUPERVISION PROBATION
10/3/2007	White	Female	10/11/1991	PROSTITUTION	2/29/2008	DROP	(0) NOT APPLICABLE-NO PROB CAUSE,NOT GUILTY
6/22/2007	African American	Female	8/11/1990	PROSTITUTION	8/20/2007	PRPL	(3) COURT ORDERED PROBATION 6-12 MONTHS



# Dallas County Juvenile Department

## Letot Center Emergency Shelter

### Client Data Sampling

#### APPENDIX C

	<i>FY '01</i>	<i>FY '02</i>	<i>FY '03</i>	<i>FY '04</i>	<i>FY '05</i>	<i>FY '06</i>	<i>FY '07</i>
Sample Population 100%	498	456	524	462	416	468	483
Female	78%	73%	75%	75%	77%	74%	78%
Male	22%	27%	25%	25%	23%	26%	22%
Average Age	14.5	14.4	14.5	14.6	14.6	14.6	14.7
<b>ETHNICITY</b>							
Black	37%	37%	40%	39%	44%	47%	49%
Caucasian	23%	24%	16%	20%	22%	17%	19%
Hispanic	38%	36%	40%	39%	34%	35%	31%
Other	2%	3%	4%	2%	0%	1%	1%
<b>SEXUAL ABUSE</b>							
Youth Victim	23%	48%	25%	24%	31%	32%	31%
Parent Victim	6%	6%	8%	9%	12%	11%	19%
Exploited	5%	15%	18%	17%	23%	27%	29%
<b>SUICIDAL</b>							
Ideation	22%	59%	41%	37%	43%	34%	27%
Lethal Plan	7%	9%	6%	9%	12%	7%	10%
Previous Attempt	7%	5%	6%	9%	9%	15%	5%
<b>TRAUMA</b>							
Death of Sig. Person	9%	9%	12%	12%	13%	11%	9%
Parent in Prison	17%	13%	21%	30%	35%	24%	22%
Guardian Abandoned	42%	54%	55%	48%	51%	44%	40%
Domestic Violence					31%	30%	28%
<b>PSYCH SERVICES</b>							
Previous Screening	15%	21%	27%	37%	36%	30%	29%
Psychiatric Needed	19%	37%	53%	51%	54%	46%	44%
<b>SUBSTANCE ABUSE</b>							
User	46%	64%	60%	64%	58%	56%	58%
Family Use	34%	48%	51%	47%	50%	44%	40%
<b>SCHOOL PROBLEMS</b>							
Truancy	56%	57%	73%	73%	64%	68%	82%
Suspended/Expelled	24%	22%	33%	32%	33%	32%	33%
<b>PARENTAL CONFIG</b>							
Step Families	28%	30%	32%	27%	24%	26%	23%
Single Parent	40%	44%	38%	35%	34%	43%	46%
Intact Family	19%	16%	15%	15%	13%	13%	10%
Relative	11%	8%	8%	6%	8%	8%	10%
Adoptive Family	2%	3%	7%	2%	0%	3%	2%
CPS Custody	0%	0%	0%	15%	18%	7%	10%
<b>PRIOR PLACEMENT</b>	16%	21%	21%	30%	34%	26%	34%