

# **Coordinating Council on Juvenile Justice and Delinquency Prevention Quarterly Meeting**

**September 9, 2005  
U.S. Department of Justice  
Robert F. Kennedy Building  
Seventh Floor Conference Room  
950 Pennsylvania Avenue, NW  
Washington, DC**

## **Abstract**

At the September 2005 Quarterly Meeting of the Coordinating Council on Juvenile Justice and Delinquency Prevention, Council members continued to discuss ways to increase their level of coordination in 2005 and beyond. The status of the following projects were discussed: the national juvenile justice conference to be held January 9–13, 2006, and its working groups; special OJJDP coordination funding to the Corporation for National and Community Service, U.S. Department of Housing and Urban Development, U.S. Department of Labor, and Substance Abuse and Mental Health Services of the U.S. Department of Health and Human Services; and the Council’s response to Hurricane Katrina.

Members heard presentations about child sexual exploitation from the following speakers: Alesia Adams, Project Coordinator at The Center to End Adolescent Sexual Exploitation, Atlanta, Georgia, on the center’s efforts to help sexually exploited adolescents; Honorable Steven Hal Jones, Judge of the Juvenile Court of Sullivan County, Division II, Tennessee, on the federal grant that established the court’s Sex Offender Management Task Force; and Susan Shriner, Victim-Witness Coordinator, Immigration and Customs Enforcement, U.S. Department of Homeland Security on undocumented sexually exploited children.

Action items emanating from the September 2005 meeting of the Council include assisting with the planning of the Council’s 2006 National Conference, January 9–13, 2006, in Washington, DC; conferring with the Drug Enforcement Administration (DEA) to ensure that child pornography is reported when found by DEA during their enforcement activities; forming a working group on child sexual exploitation to determine local needs and match them with resources in federal grant and entitlement programs; submitting a point of contact for Hurricane Katrina relief efforts for each federal agency on the Council; and updating progress on Council activities related to the recommendations from the *White House Task Force for Disadvantaged Youth: Final Report*.

## Action Items

The following action items emanated from discussions at the September 9, 2005, quarterly meeting:

- Members will continue to assist with the planning of the Council's 2006 National Conference, January 9–13, 2006, in Washington, DC, by suggesting speakers, panelists, and invitees to Ms. Delany-Shabazz; promoting the conference to their own networks and constituencies at the local level; and considering how to use the conference as a starting point for future activities. Active involvement in and attendance at the conference by Council ex-officio members (i.e., the Secretaries of DOL, DHS, ED, HHS, HUD; the Attorney General; the Director of ONDCP; and the CEO of CNCS) is an important focus and assistance with this aspect of planning is requested.
- ONDCP requested member agency cooperation to ensure that child pornography is reported when found through ONDCP's High-Intensity Drug Trafficking Area (HIDTA) program and will follow up with HIDTA. Further, OJJDP will confer with the Drug Enforcement Administration (DEA) to ensure that the agency is made aware of the Council's concern and to determine if a similar arrangement can be undertaken with DEA.
- Council members, including practitioners, are to consider forming a working group on child sexual exploitation to determine local needs and match them with resources in federal grant and entitlement programs, including those in the U.S. Department of Agriculture (USDA) and the U.S. Department of Commerce (DOC). The group will report back at the December 2005 quarterly meeting. (It was noted that the *White House Task Force for Disadvantaged Youth: Final Report* contains a list of federal youth-serving programs, which could be used as a starting point for a survey of needs and resources for addressing child sexual exploitation.)
- Mr. Flores asked that a point of contact for Hurricane Katrina relief efforts be named for each federal agency on the Council and submitted to Ms. Delany-Shabazz as soon as possible.
- Members were asked to review and update their progress on Council activities related to the recommendations from the *White House Task Force for Disadvantaged Youth: Final Report* (see the matrix on pages 11–14 in the PowerPoint handout in the September 2005 meeting packet).
- Members were asked to review action items from the June 2005 quarterly meeting (see page 5 in the PowerPoint handout in the September 2005 meeting packet).

## **Meeting Summary**

### **Call to Order**

***J. Robert Flores, Vice Chair, Coordinating Council; Administrator, Office of Juvenile Justice and Delinquency Prevention (OJJDP), U.S. Department of Justice (DOJ)***

Mr. Flores called the meeting to order and welcomed Council members, agency staff, and members of the public to the Quarterly Meeting of the Coordinating Council on Juvenile Justice and Delinquency Prevention. He reviewed the agenda and observed that a pressing issue for agencies is their responses to Hurricane Katrina. Council members will have an opportunity to discuss coordination regarding relief efforts during the meeting.

Mr. Flores announced a re-ordering of the agenda so that presentations on child sexual exploitation would follow his remarks. The coordination of the Council's federal agencies around child sexual exploitation issues is important because it will help these youth, for example, complete their education, obtain substance abuse treatment, and provide them with options after they are freed from their enslavement.

### **Introduction to Presentations on Child Sexual Exploitation**

***Robin Delany-Shabazz, Designated Federal Official for the Coordinating Council on Juvenile Justice and Delinquency Prevention***

Ms. Delany-Shabazz, the recently named Designated Federal Official for the Council, has worked at OJJDP most recently on the child protection issues of child abuse and neglect, sexual abuse, pornography, and missing and exploited children. Ms. Delany-Shabazz introduced Judge Steven Hal Jones, a practitioner member of the Council, and thanked him for coordinating the day's presentations on child sexual exploitation.

### **Presentations on Child Sexual Exploitation**

***Judge Steven H. Jones, Juvenile Court of Sullivan County, Division II, TN, and Practitioner Member of the Coordinating Council on Juvenile Justice and Delinquency Prevention***

Judge Jones introduced the first speaker on child sexual exploitation, Alesia Adams, founder of The Center to End Adolescent Sexual Exploitation (CEASE).

### **The Center to End Adolescent Sexual Exploitation**

***Alesia Adams, Project Coordinator, The Center to End Adolescent Sexual Exploitation, Atlanta, GA***

Ms. Adams called child sexual exploitation a hidden form of child abuse of epidemic proportions, with victims being, on average, 13 years old. She believes that parental substance abuse and a rising poverty rate over the last few years (up to 12.7 percent of the U.S. population in 2004) and its accompanying lack of health insurance—and therefore health care—have contributed to the increased criminalization of children involved in these activities so that they can receive the services and treatment they need. Predators

such as pimps find runaways and castaways immediately, at their most vulnerable stage, and recruit them by fulfilling their needs for food, shelter, and belonging.

Ms. Adams described Angela's House, a crisis care center in Atlanta, GA. It was established to help provide immediate, short-term assessment and intervention services to sexually exploited adolescents and refer them for permanent placement after 6 months.

CEASE, under a demonstration project in Atlanta, is developing a "pocket card" to be distributed to judges to raise their awareness of the risk factors and red flags that may indicate sexual exploitation among the children brought before them.

Ms. Adams spoke of the international nature of child sexual exploitation and how the Internet facilitates its growth with the lure of pornography, which is also used to desensitize prostitutes. She described the many health problems associated with this issue, such as HIV/AIDS, multiple sexually transmitted diseases, cuts and burns, posttraumatic stress disorder, and depression.

Gaps in services exist. Local governmental agencies charged to care for these youth may not recognize that these children are deprived because they have "a roof over their heads and food." In addition, if a child is considered a delinquent, child protective services may not provide services to them. A continuum of care should be instituted immediately upon identifying a child in need.

### **Sex Offender Management Task Force**

*Honorable Steven Hal Jones, Judge of the Juvenile Court of Sullivan County, Division II, TN, and Practitioner Member of the Council*

Judge Jones discussed a federally funded Sex Offender Management Task Force designed to provide age-appropriate assessments and aftercare services and support non-offending family members of young sexual abusers. The program targets the youngest sexual offenders in the hope that they can be stopped at an early stage of their involvement, helped to live healthy lives, and prevented from exploiting more children and adults in the future. Most child victims of sexual abuse know the perpetrator, often a family member. The multidisciplinary task force will train school personnel to recognize sexual abuse (the most prevalent type of child abuse) among their students, as well as young offenders who exploit fellow students and other youngsters. It is expected that the program will be replicated in eight additional human resource agencies throughout the state. The judge expressed concern over the problem of young offenders "aging out of the system" and being left on their own with inadequate resources.

Judge Jones then introduced the next speaker, Susan Shriner, who has more than 20 years of experience working in the fields of domestic violence and sexual abuse.

### **Undocumented Sexually Exploited Children**

*Susan Shriner, Victim-Witness Coordinator, Immigration and Customs Enforcement (ICE), U.S. Department of Homeland Security*

Susan Shriner discussed the challenges faced by criminal justice agencies regarding sexually exploited children who are “undocumented,” or in the United States illegally: language and cultural issues, custody issues, and the provision of victim assistance (generally, undocumented persons are eligible for public benefits). In addition, some alien or undocumented victims are unaccompanied (i.e., in the country without a parent or legal caregiver), do not speak English, and may not be literate in their own language. Others are being victimized by their own undocumented parents. Several custody options exist for these undocumented victims. The state child protective services may be willing to waive their regulations and accept an alien child. The child may be turned over to the U.S. Department of Homeland Security’s Immigration and Customs Enforcement (ICE), especially if language and communication problems exist. Once it has custody of the child, ICE then turns the child over to the care of HHS’s Office of Refugee Resettlement Programs, which has two possible designations for them: an unaccompanied alien child (UAC) and an unaccompanied refugee minor (URM).

Ms. Shriner described the UAC and URM programs and their eligibility requirements, sanctions, benefits, and services. Many local shelters are not aware of the provisions of these federal programs established to help refugee and immigrant children (up to age 21) who are sexually exploited, among others. The programs also exist to ensure that victims of commercial sexual exploitation are treated as crime victims, not offenders, regardless of their immigration status and given the public benefits they need, such as shelter, food stamps, medical care, education, and transportation. Lutheran Immigration Services and the U.S. Conference of Catholic Bishops are the major grantees that run the programs and have foster care homes accredited by each state for placements.

Communities that refer unaccompanied alien children and unaccompanied refugee minors to ICE are often able to then reallocate resources to their standard caseload of victimized children living in the United States.

Judge Jones thanked the speakers for their presentations.

## **Discussions About Child Sexual Exploitation**

### ***Judge Steven Hal Jones***

Judge Jones believes that pornography is a common thread among sexually victimized children. Prosecutions for pornography are soaring federally, but locally there is a lack of expertise to prosecute these types of cases. Drug Enforcement Administration (DEA) agents have told him that many drug venues contain child pornography, but there often is no seizure and it goes unreported.

Tad Davis (ONDCP) stated that ONDCP advocates cooperation among agencies so that such child porn is reported and the arresting agencies take action against it through its High-Intensity Drug Trafficking Area (HIDTA) program. Mr. Davis will follow up with the HIDTA program on this matter. In addition, Mr. Flores indicated that he will confer with a DEA representative on this issue to ensure that the agency is made aware of the Council’s concern.

Judge Jones asked how DOJ can regulate pornography, especially child pornography, on the Internet. Mr. Flores stated that over the past 10 years, legislation has been introduced dealing with Internet pornography of various sorts, from obscenity to material harmful to minors, and most are being addressed in the courts. The Child Exploitation and Obscenity Section of DOJ's Criminal Division has primary responsibility for these issues and collaborates with U.S. Attorneys across the country. OJJDP is working toward the goal of engaging parents to monitor their children's use of the Internet by helping schools engage parents and teach them Internet safety for their children.

Mr. Flores asked the members gathered if any agencies on the Council have sponsored programs to reach parents on the issue of child sexual exploitation and several responded:

- HHS's Office of Population Affairs has developed "conversation starters" to help parents discuss such issues with their preadolescents (visit [www.4parents.gov](http://www.4parents.gov) for more information). A brochure titled "Parents Speak Up" focuses on sexual relationships and includes these conversation starters and comments about the Internet and drug use and other at-risk activities.
- HHS sponsored a meeting in March concerning young teens involved with older men. Family planning clinics were considered as a focus for prevention activities because many of these teens attend them.
- HHS offers a compendium of state laws on statutory rape (see *Statutory Rape: A Guide to State Laws and Reporting Requirements* at [www.lewin.com/Lewin\\_Publications/Human\\_Services/StateLawsReport.htm](http://www.lewin.com/Lewin_Publications/Human_Services/StateLawsReport.htm)). A prevention focus for domestic violence is teen dating violence. Domestic violence grants are funded by the HHS Family and Youth Service Bureau in cooperation with the DOJ Office of Violence against Women. HHS, in partnership with several agencies, is also helping child abuse and domestic violence agencies work together.
- Ron Ashford of HUD suggested that housing authorities be included in local task forces and coordination efforts. The HOPE VI funds, provided to the neediest public housing units in the nation, must be linked locally with health departments, mental health agencies, youth programs, and other community resources. However, HOPE VI grantees do not usually deal with child sexual abuse. Mr. Ashford encouraged agencies working with child sexual exploitation to contact local housing authorities and include them in their coordination activities. Judge Jones suggested that HUD talk with ICE about the resources they could share.
- The Center to End Adolescent Sexual Exploitation has trained AmeriCorps volunteers to be in-court advocates to ensure that appropriate services are in place for children who have been sexually exploited. (Court-appointed special advocates (CASAs) and guardians ad litem are available for children and youth in the dependency system, but not for delinquent children.)

Dr. Alma L. Golden, a pediatrician and Deputy Assistant Secretary for Population Affairs, Office of Population Affairs in HHS, described the high incidence of statutory rape. Among teens 13 and younger, two-thirds experience statutory rape as their first sexual encounter. Schools, clinics, and other authorities are reluctant to report these occurrences because of a possible “chill factor” in which the teens are reluctant to seek medical assistance and their own discomfort with social service providers and law enforcement in the community. Multidisciplinary teams are needed to bring these cases to prosecution. Dr. Golden will share her materials with Council members.

Dr. Larry Brendtro (practitioner member of the Council) reported that research on the human brain has found that a link exists between the brain centers that activate sexual stimulation and violence in males; in the female brain, sexuality is wired to a nurturing instinct. This puts males at high risk and is reflected in the juvenile justice system. He also pointed out that the children most vulnerable to pedophiles or other predators are the most needy children; predators act as if they are meeting their needs. Responsible adults connecting with children, such as in mentoring, can be part of the solution. His organization’s journal, *Reclaiming Children and Youth: The Journal of Strength-Based Interventions*, has published the special issue *Connecting with Youth on the Edge*, which supports First Lady Laura Bush’s initiative *Helping America’s Youth*.

Judge Jones concluded the presentations and discussion on child sexual exploitation by restating the need for increased public awareness, coordination, and funding, including federal, for prevention activities in schools and mental health treatment in shelters.

Mr. Flores asked Council members to consider forming a working group on child sexual exploitation to survey the needs locally and match them with resources in federal grant and entitlement programs, including those in the U.S. Department of Agriculture (USDA) and the U.S. Department of Commerce (DOC). The group could report back at the December 2005 quarterly meeting. (It was noted that the *White House Task Force for Disadvantaged Children: Final Report* contains a list of federal youth-serving programs, which could be used as a starting point for a survey of needs and resources for addressing child sexual exploitation.)

## **Recognition and Description of Interagency Coordination Efforts**

### ***J. Robert Flores***

Mr. Flores expressed his appreciation to Ms. Delany-Shabazz (OJJDP) and members of the Council for their increased involvement between quarterly meetings in the work of the Council. He noted that Congress set aside \$3 million last year to continue and strengthen the work of the Council. The interdepartmental national conference scheduled for January 9–13, 2006, will be a legacy of this appropriation, along with four recently approved interagency agreements (IAAs) of \$100,000 each to improve their coordination efforts: the Corporation for National and Community Service (CNCS), U.S. Department of Housing and Urban Development (HUD), U.S. Department of Labor (DOL), and Substance Abuse and Mental Health Services (SAMHSA) within the U.S. Department of Health and Human Services.

Representatives from the above-mentioned federal agencies with coordination IAAs outlined the purpose of each agreement:

- **CNCS:** to establish a mentoring council that encompasses state governments, the federal government, and the private sector to coordinate mentoring efforts and resources.
- **HUD:** to help local agencies and organizations in the San Francisco Bay area and the Philadelphia/Camden area sustain community development work through youth-focused funding partnerships.
- **DOL:** to help states better coordinate federal agencies' services to youth through a demonstration program in South Carolina in which four federal agency programs (DOJ, ED, HHS, and DOL) provide enhanced technical assistance and identify regulatory and statutory barriers to leveraging federal funds so that states can more easily access federal program resources.
- **SAMHSA:** to strengthen substance abuse treatment and mental health services for youth in contact with the juvenile justice system by promoting effective practices and recognizing the stigma surrounding those in the juvenile justice system. State summits, meetings of experts, and activities with tribal leaders are being planned.

Mr. Flores presented certificates of recognition to the four federal agencies that received IAAs and wished them success with their agreement activities.

### **Council Response to Hurricane Katrina**

*J. Robert Flores*

Mr. Flores reported that many juvenile facilities were damaged or destroyed as a result of Hurricane Katrina, and juveniles have been moved to other states or released early. The Council hopes to offer its assistance in coordinating the response to such problems as displaced children, lost records, and lack of victim notification. Members discussed helping to locate displaced children, fostering displaced children, and the possibility of maintaining duplicate records for state and local juvenile justice systems in a central location, such as the National Center for Missing and Exploited Children, to secure information in case of future disasters. In addition, a Web site or page showcasing good practices during disasters, such as making an exception and allowing recipients to buy prepared food with food stamps, would be helpful to the public and agencies. Mr. Flores asked that a point of contact for Katrina relief efforts be named for each federal agency on the Council and submitted to Ms. Delany-Shabazz as soon as possible.

### **Coordinating Council on Juvenile Justice and Delinquency Prevention's 2006 National Conference, January 9–13, 2006, Washington, DC.**

*Dennis Mondoro, Region II Chief, OJJDP*

Mr. Mondoro, OJJDP's conference contact person, updated Council members and guests on planning for the conference. The theme of the conference, Building on Success: Providing Today's Youth With Opportunities for a Better Tomorrow, is shown on the newly created conference logo. The conference Web site will be launched in the next



several weeks; until then, the Council Web site, [www.juvenilecouncil.gov](http://www.juvenilecouncil.gov), will contain updates. Conference sessions will include 4 plenaries, 70 workshops, 75 exhibits, a networking session, interactive workshops, cyberworkshops, and preconference training on such topics as needy populations, community collaboratives, what works, the new strategic planning tool, and family strengthening. Active involvement in and attendance at the conference by Council ex-officio members (i.e., the Secretaries of DOL, DHS, ED, HHS, HUD; the Attorney General; the Director of ONDCP; and the CEO of CNCS) is an important focus and assistance with this aspect of planning is requested. A conference planning meeting will be held later in the day, September 9, 2005.

### **Closing Remarks**

***Robin Delany-Shabazz***

Members were asked to review and update their progress on Council activities related to the recommendations from the *White House Task Force for Disadvantaged Youth: Final Report* (see the matrix on pages 11–14 in the PowerPoint handout in the September 2005 meeting packet).

Ms. Delany-Shabazz also asked that members review action items from the June 2005 quarterly meeting (see page 5 in the PowerPoint handout in the September 2005 meeting packet). The Council is working on all five items; action items from the September 2005 meeting will be generated as well (see page 2 of this summary).

### **Adjournment**

***J. Robert Flores***

The next Council meeting will be held on December 2, 2005, and hosted by CNCS at their offices at 1201 New York Avenue, NW, Washington, D.C.

Mr. Flores thanked Council members and other participants for attending and adjourned the meeting at 12:20 p.m.

## **Attendees**

### **Federal Agency Members**

#### **U.S. Department of Justice (DOJ)**

J. Robert Flores, Vice Chair, Coordinating Council on Juvenile Justice and Delinquency Prevention

#### **White House Office of National Drug Control Policy (ONDCP)**

*For John P. Walters, Director, Office of National Drug Control Policy*  
Tad Davis, Assistant Deputy Director, Demand Reduction

#### **U.S. Department of Labor (DOL)**

*For Elaine L. Chao, Secretary of Labor*  
Mason M. Bishop, Deputy Assistant Secretary, Employment and Training Administration

#### **U.S. Department of Education (ED)**

*For Margaret Spellings, Secretary of Education*  
Paul Kesner, Director, State Programs, Office of Safe Schools and Drug-Free Schools

#### **U.S. Department of Health and Human Services (HHS)**

*For Michael Leavitt, Secretary of Health and Human Services*  
Martha Moorehouse, Director of Children and Youth Policy Division

#### **U.S. Department of Housing and Urban Development (HUD)**

*For Alphonso Jackson, Secretary of Housing and Urban Development*  
Ron Ashford, Director, HOPE VI Community and Supportive Services

#### **U.S. Department of Homeland Security (DHS)**

*For Michael J. Garcia, Assistant Secretary, U.S. Immigration and Customs Enforcement*  
John Pogash, National Juvenile Coordinator, U.S. Immigration and Customs Enforcement

#### **Corporation for National and Community Service (CNCS)**

*For David Eisner, Chief Executive Officer, Corporation for National and Community Service*  
John Foster-Bey, Senior Policy Advisor

### **Practitioner Members**

Larry K. Brendtro, President, Reclaiming Youth International, Lennox, SD

William L. Gibbons, District Attorney General, Memphis and Shelby County District Attorney General's Office, Memphis, TN

Judge Adele Grubbs, Juvenile Court of Cobb County, GA

Judge Steven H. Jones, Juvenile Court of Sullivan County, Division II, TN

Gordon A. Martin, Jr., Associate Judge (retired), Newton Centre, MA

Victor Rodriguez, Chief of Police, City of McAllen Police Department, McAllen, TX

### **Federal Agency Staff**

#### **U.S. Department of Education (ED)**

*Office of Vocational and Adult Education, Office of the Assistant Secretary*

Diane McCauley, Research Analyst

#### **U.S. Department of Health and Human Services (HHS)**

*Administration for Children and Families*

Marta Pernas, Program Manager

David Siegel, Deputy Commissioner

Courtney A. Workman, Presidential Management Fellow

*Office of Population Affairs*

Alma L. Golden, Deputy Assistant Secretary for Population Affairs

#### **U.S. Department of Homeland Security (DHS)**

*Immigration and Customs Enforcement*

Susan Shriner, Victims Witness Coordinator

#### **U.S. Department of Housing and Urban Development (HUD)**

*HOPE VI Community and Supportive Services*

Ron Ashford, Director

Maria Queen, Grants Manager

#### **U. S. Department of Justice (DOJ)**

*Office of Justice Programs*

Joan LaRocca, Public Affairs Specialist

Catherine Sanders, Public Affairs Specialist/Speech Writer, Office of Communications

*Office of Juvenile Justice and Delinquency Prevention (OJJDP)*

Betty B. Adams, Grants Specialist

Robin Delany-Shabazz, Designated Federal Official for the Council

Deane Dougherty, Program Manager

Cecilia Duquela-Fuentes, Social Science Program Specialist

Lou Ann Holland, Program Manager

Donnie LeBoeuf, Special Assistant to the Administrator

Dennis Mondoro, Region II Chief

Marilyn Roberts, Deputy Administrator for Programs

Ryan M. Rose, Intern

Kerri Strug, Special Assistant

Elizabeth Wolfe, Program Manager, State Relations Assistance Division

**U.S. Department of Labor (DOL)**

*Office of Youth Services*

Derrick Dolphin

Richard Morris, Workforce Development Specialist

Gregg Weltz, Program Manager

**White House Office of National Drug Control Policy (ONDCP)**

Barbara Spencer, Policy Analyst

**Other Attendees**

**Lauren Beck**, Public Policy Analyst, National Center for Victims of Crime

**Jean Beil**, Senior Director of Network Development, Catholic Charities of United States of America

**Lori Brittain**, Program Director, National Crime Prevention Council

**Jose M. Deolivares**, President, Alternate Perspectives, Incorporated

**Erika Fitzpatrick**, Executive Editor, Criminal Justice Funding Report

**Linda A. Harris**, Senior Policy Analyst, Center for Law and Social Policy

**Jennifer Lee**, Supervisor, Exploited Child Unit, National Center for Missing and Exploited Children

**Mary G. Malia**, Executive Director, Residential Care Consortium

**Terri Thompson Mallet**, Attorney

**Moreen Murphy**, Director, American Bar Association Steering Committee on the Unmet Legal Needs of Children, American Bar Association

**Otteniel Perez**, Mentoring Coordinator, YMCA Youth and Family Services

**Sally Prouty**, President, National Association of Service and Conservation Corps

**Malcolm Spicer**, Editor, Community Development Publications/Substance Abuse Funding Week

**Debra Whitcomb**, Director, Grant Programs and Development, American Prosecutors Research Institute