



Children, Families & Seniors Subcommittee

**Thursday, September 17, 2015
12:30 PM – 2:30 PM
12 HOB**

**Steve Crisafulli
Speaker**

**Gayle B. Harrell
Chair**

Committee Meeting Notice

HOUSE OF REPRESENTATIVES

Children, Families & Seniors Subcommittee

Start Date and Time: Thursday, September 17, 2015 12:30 pm
End Date and Time: Thursday, September 17, 2015 02:30 pm
Location: 12 HOB
Duration: 2.00 hrs

Presentation by OPPAGA on Report No. 15-06, State and Local Agencies Are in Initial Stages of Addressing Needs of Child Victims of Commercial Sexual Exploitation

Update by the Department of Children and Families on implementing CS/CS/HB 7141 related to human trafficking

Update on the activities of the Statewide Council on Human Trafficking by Department of Juvenile Justice Secretary Daly

NOTICE FINALIZED on 09/10/2015 11:59 by Villar.Melissa



FLORIDA DEPARTMENT OF JUVENILE JUSTICE

PART OF THE COMMUNITY, PART OF THE SOLUTION



State Council on Human Trafficking and the Implementation of House Bill 7141

House Children, Families & Seniors Subcommittee
September 17, 2015

Rick Scott, Governor

Christina K. Daly, Secretary



The Statewide Council on Human Trafficking

“The Statewide Council on Human Trafficking will coordinate and enhance efforts to further combat human trafficking and to support victims of this horrific crime.”

-Attorney General Pam Bondi

- Structure:
 - 15 member Council
 - Chaired by Attorney General Pam Bondi
 - Three committees within the Council:
 - Legislative and Special Initiatives
 - Resources and Services
 - Criminal Justice



The Statewide Council on Human Trafficking

- Initiatives and Accomplishments:
 - Inventory of human trafficking programs and services within Florida
 - Annual Policy Report
 - Human Trafficking Summit (October 29-30, 2015)



Implementation of HB 7141

- Law requires DCF to create or adopt initial screening and assessment instruments to identify and serve sexually exploited children
- Human trafficking screening tool completed in the fall of 2014 and implemented statewide spring of 2015



Implementation of HB 7141

- Human trafficking screening tool:
 - Developed to be used by both DJJ intake staff and DCF child protective investigators
 - Utilized in all DJJ juvenile assessment and intake centers with youth who have certain risk factors
 - Objectives:
 - Better identify trafficking victims
 - Inform service development within DJJ



Implementation of HB 7141

- Human trafficking screening tool:
 - Effects:
 - Informs treatment recommendations
 - Enhances data collection
 - Allows for collection of more uniform data
 - Ensures crossover youth will not be subjected to different screenings by DJJ and DCF
 - All youth identified as possible trafficking victims by DJJ are reported to DCF for investigation



Implementation of HB 7141

- DJJ Screening Statistics (2/27/15 – 7/31/15):
 - 1,753 screens administered
 - 1,378 unique youth screened
 - 53% of screened youth are female, 47% male
 - 45% white, 43% black, 12% Hispanic, .3% other
 - 587 Hotline calls completed (34% of youth screened)
 - 317 Hotline calls accepted (54% acceptance rate)



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A photograph of the Florida State Capitol building, featuring a prominent dome and classical architectural elements, set against a blue sky with white clouds. The image is partially obscured by a white curved graphic element on the left side of the slide.

State and Local Agencies Have Begun to Address the Needs of Child Victims of Commercial Sexual Exploitation

A Presentation to the
House Children, Families & Seniors Subcommittee

Cate Cantral
Legislative Policy Analyst

September 17, 2015

Background

Human Trafficking

- ▶ Federal and Florida law criminalize human trafficking of adults and children
 - Labor trafficking
 - Sex trafficking
- ▶ Commercial sexual exploitation (CSE):
any commercial sex act induced by force, fraud, or coercion, or in which the person induced to perform such act is a minor

Commercial Sexual Exploitation

▶ Florida Safe Harbor Act of 2012

- Defines CSE as child abuse and creates specialized placements

▶ Chapter 2014-161, *Laws of Florida*

- Develop set of instruments for identifying and serving CSE victims
- Train DCF and DJJ employees to work with CSE victims
- Authorize safe foster homes and create certification program for safe houses and safe foster homes
- Create statewide council on human trafficking

Commercial Sexual Exploitation

- ▶ State, local, and federal entities responsible for investigating CSE and helping victims

STATE

- Florida Department of Children and Families (DCF)
- Florida Department of Juvenile Justice (DJJ)
- Florida Attorney General's Office

LOCAL

- Community-Based Care (CBC) Lead Agencies
- Local law enforcement

FEDERAL

- U.S. Department of Homeland Security, Division of Immigration and Customs Enforcement
- U.S. Department of Justice

Scope

Scope of 2015 Report

- ▶ Chapter 2014-161, *Laws of Florida*, directs OPPAGA to conduct an annual study on CSE of children in Florida
- ▶ 2015 report addresses
 - Prevalence of CSE of children
 - Specialized placements and services
 - Outcomes and treatment effectiveness

Prevalence

Hotline Staff Records Allegations of Trafficking

- ▶ All reports of CSE go through DCF's abuse hotline
- ▶ DCF hotline staff assign maltreatment codes

Maltreatment Code	Type of Exploiter
Sexual Abuse/Sexual Exploitation	Parent, legal guardian, or caregiver
Human Trafficking/Commercial Sexual Exploitation of a Child	Someone other than a parent, legal guardian, or caregiver

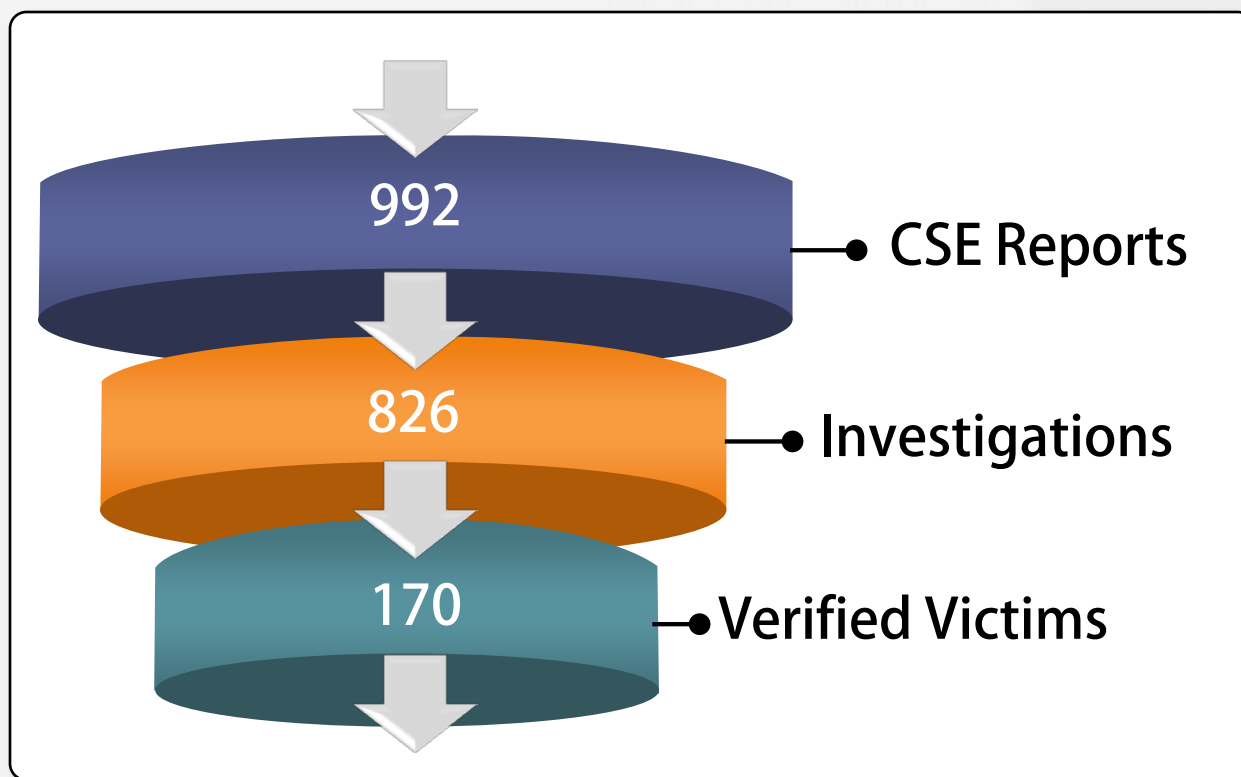
Source: Department of Children and Families' Operating Procedure No. 175-14.

Problems With Hotline Maltreatment Codes and Staff Training Limit Ability to Count Victims

- ▶ Problems with use of maltreatment codes
 - Resulted in excluding 1,140 investigations and 209 verified victims that may have been CSE victims
- ▶ Hotline staff screened out certain CSE reports
 - Resulted in under-identification of victims

Conservative Estimate Identified 170 Verified CSE Victims

► From July 2013 Through December 2014



Source: OPPAGA analysis of Department of Children and Families data.

Verified CSE Victims for July 2013 Through December 2014

► Of the 170 verified victims

- 95% female
- 72% age 15 or older
- 55% African American
- 56% living with at least one biological or adoptive parent
- 52% had at least one prior verified maltreatment

DCF and DJJ Developed a Screening Tool to Improve Identification of CSE Children

- ▶ Chapter 2014-161, *Laws of Florida*, directs DCF to develop screening instrument
- ▶ DCF and DJJ developed the Human Trafficking Screening Tool
- ▶ As of April 2015
 - DJJ implemented the tool statewide; automation triggers reporting to DCF
 - DCF began a 90-day pilot in two counties

Placements and Services

Florida Statutes Direct Assessment, Placement, and Services for CSE Victims

- ▶ CBCs must assess for placement in a safe house or safe foster home
- ▶ DCF must certify that safe houses and safe foster homes provide specialized services

Specialized Treatment and Services

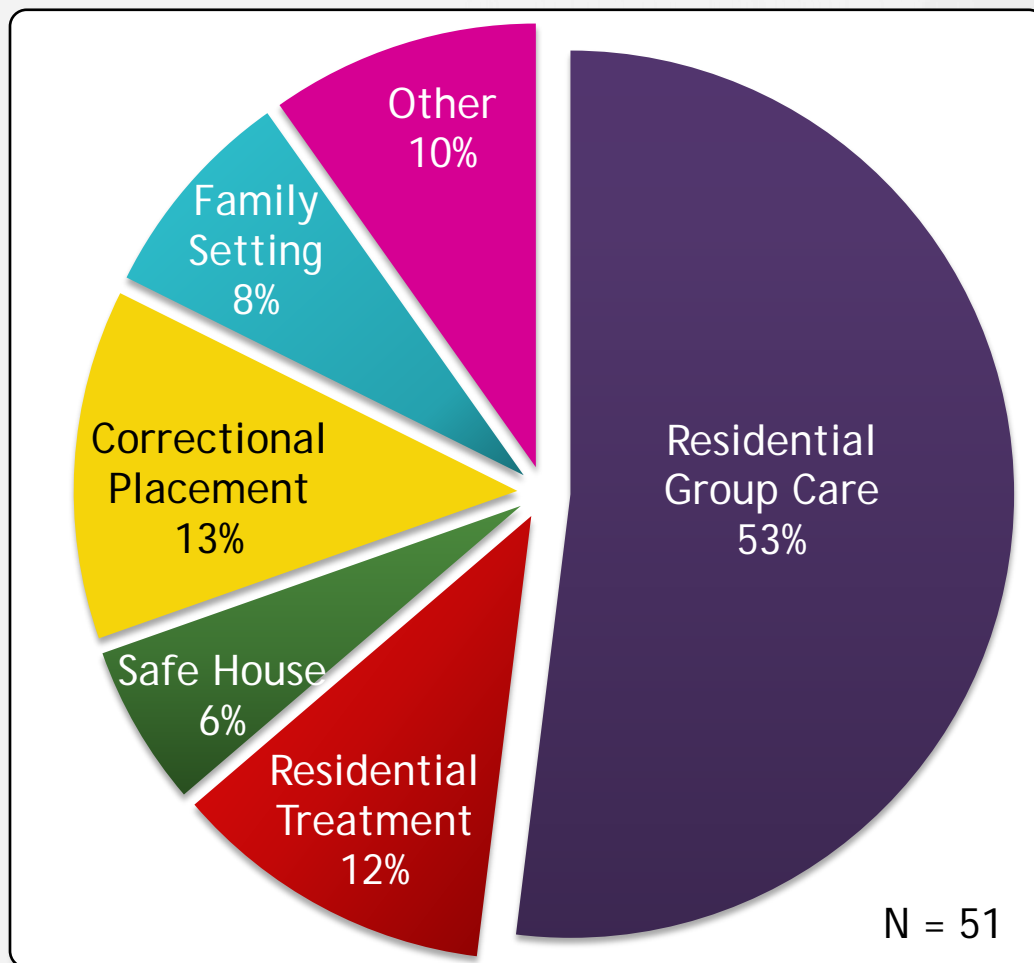
- Victim-witness counseling
- Family counseling
- Behavioral health care
- Treatment and intervention for sexual assault
- Education
- Life skills training
- Mentoring by a survivor of sexual exploitation
- Substance abuse screening and treatment
- Transition planning services
- Structured activities

Placements and Services

- ▶ Of the 170 CSE verified victims, 51 victims were removed from their homes and received services in out-of-home care
 - 32 were in the child welfare system prior to their CSE verification
 - 60% placed outside their home county
 - 84% placed within 30 days of verification

CBCs Report Difficulty Placing Children in Specialized Placements

- Few victims placed in safe houses or safe foster homes



Source: OPPAGA analysis of Department of Children and Families data.

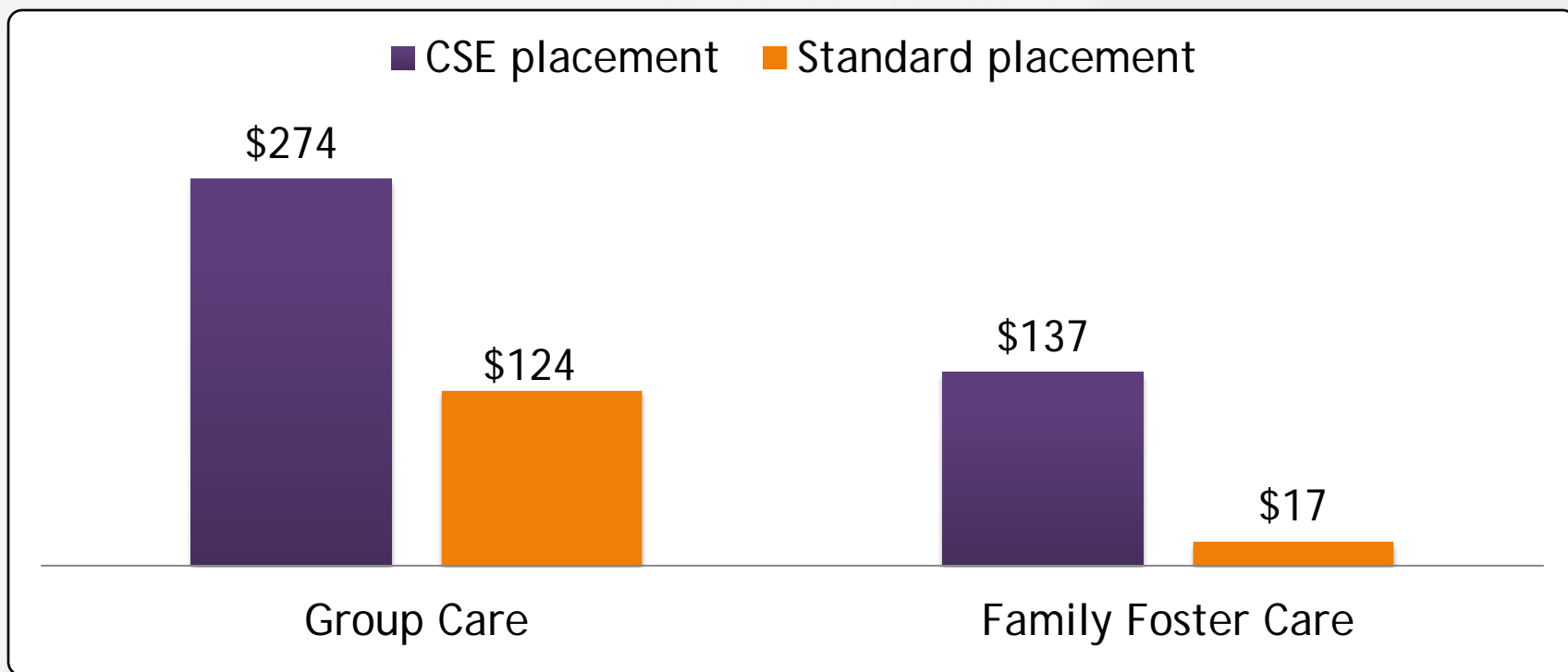
CBCs Report Difficulty Placing Children in Specialized Placements

- ▶ Lack of specialized placements
 - 5 safe houses (22 beds)
 - 18 safe foster homes (1 child per home)
- ▶ Provider criteria excludes many CSE children
 - History of behavioral issues
 - Substance abuse problems
 - Runaways
 - Recruiters

Certification Will Help Ensure That Specialized Placements Provide Statutorily Required Services

- ▶ Services vary significantly across providers
 - Most common services are therapy, life skills training, and education
- ▶ Certification will help ensure that children receive specific set of services
- ▶ DCF issued a draft rule for the certification process in July

Daily Costs for CSE Victims are Higher Than for Other Children in Out-of-Home Care



Source: OPPAGA analysis of Department of Children and Families data.

Outcomes and Treatment Effectiveness

Outcomes and Treatment Effectiveness

- ▶ CBCs have expressed concern about effectiveness of placements
- ▶ Providers monitor treatment progress
 - Respecting others, increased eye contact, less fighting, less profanity, positive socialization
- ▶ Long-term goals also are important for CSE children
 - Permanency, safety, and well-being

Conclusions and Recommendations

Commercial Sexual Exploitation of Children

- ▶ DCF should address its use of maltreatment codes and provide ongoing training to hotline staff
- ▶ DCF and DJJ should ensure that lead agencies and juvenile assessment centers properly use the screening instrument
- ▶ DCF should prioritize the certification rule-making process for safe houses and safe foster homes
- ▶ DCF should assist CBCs in identifying effective programs

Questions?

THE FLORIDA LEGISLATURE'S
OFFICE OF PROGRAM POLICY ANALYSIS & GOVERNMENT ACCOUNTABILITY

OPPAGA supports the Florida Legislature by providing data, evaluative research, and objective analyses that assist legislative budget and policy deliberations.

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June 2015

Report No. 15-06

State and Local Agencies Are in Initial Stages of Addressing Needs of Child Victims of Commercial Sexual Exploitation

at a glance

Many commercial sexual exploitation (CSE) victims do not come into contact with the child welfare or criminal justice systems, and CSE cases can be complex and difficult to investigate. The Department of Children and Families (DCF) tracks child victims of CSE in Florida using hotline reports and investigations. However, the department's hotline procedures and training issues limited the ability to count victims; by conservative estimates, there were at least 170 verified CSE victims from July 2013 to December 2014. The department reports that it has begun to address these problems.

To improve identification of children, DCF plans to implement a CSE screening instrument statewide. The Department of Juvenile Justice implemented an automated version of this instrument statewide in April 2015.

Florida statutes dictate that commercially sexually exploited children be assessed, and if appropriate, placed and served in specialized residential programs, such as safe houses and safe foster homes. However, a limited number of beds and eligibility criteria that exclude particular children present barriers to these placements. Daily costs for CSE victims are substantially higher than for others in the child welfare system. DCF should prioritize certification of specialized residential programs that serve CSE victims to ensure that programs are consistently providing statutorily required services to children.

Scope

Chapter 2014-161, *Laws of Florida*, directs OPPAGA to conduct an annual study on commercial sexual exploitation (CSE) of

children in Florida. This review reports on the number of children that the Department of Children and Families identified and tracked as victims of CSE; describes specialized services provided to children and gaps in the availability of services; and reviews options for identifying effective treatment programs for children receiving CSE services.

Background

Both federal and Florida law criminalize human trafficking of adults and children. Victims of human trafficking are subjected to commercial sexual exploitation (CSE) and/or forced labor. Labor trafficking includes debt labor, bonded labor, and forced labor.

The focus of this report is commercial sexual exploitation of children. Federal and state law define CSE (also referred to as sex trafficking) to be any commercial sex act induced by force, fraud, or coercion, or in which the person induced to perform such act is a minor.¹ CSE involves exchanging any sex act for anything of value and includes prostitution, stripping, and pornography. In 2014, the National Human Trafficking Resource Center reported receiving information on approximately 3,600 cases nationwide pertaining to sex trafficking; of these, 1,322 cases were related to minors.²

¹ 22 USC 7102 and s. 39.01(67)(g), *F.S.*

² National Human Trafficking Resource Center data as of December 31, 2014. Data reflects the number of cases involving minors, not individual victims.

Recent legislation addresses child CSE victims. To serve the needs of children who become CSE victims, the Legislature passed the Florida Safe Harbor Act of 2012, which focuses on rescuing and protecting sexually exploited minors, diverting them from the juvenile justice system, and providing specialized treatment and services, including residential settings referred to as safe houses. The act specifies that CSE is child abuse rather than a criminal act by a child and directs law enforcement officers to deliver minors to the Department of Children and Families (DCF) for assessment and possible shelter when there is probable cause to believe the child has been sexually exploited.³ This act went into effect on January 1, 2013.

In 2014, the Legislature enhanced services for CSE victims. The Legislature passed Ch. 2014-161, *Laws of Florida*, further specifying the roles of state agencies and service providers in serving this population. This act went into effect on July 1, 2014.

Key provisions of the new law include

- developing a set of instruments to better identify, assess the needs of, and place CSE victims;
- authorizing safe foster homes, prioritizing the placement of victims in safe houses or safe foster homes when appropriate, and specifying related service and security requirements;
- training law enforcement and child welfare workers;
- developing certification and inspection processes for specialized residential programs that serve CSE victims; and
- requiring DCF and the Department of Juvenile Justice (DJJ) to participate in any task force, committee, council, advisory group, coalition, or other entity in their service area that is involved with coordinating responses to human trafficking.

State, local, and federal entities have responsibilities in investigating CSE and helping victims. Both state and local entities engage in activities to combat CSE in Florida. DCF is responsible for the child welfare needs of CSE victims.

DCF contracts with community-based care lead agencies to manage child welfare services, including services for CSE children who are adjudicated dependent or whose cases are still being investigated.⁴ The lead agencies subcontract with providers for case management, emergency shelter, foster care, and other out-of-home placements in all 67 counties.

DJJ partners with DCF to identify CSE children who are brought into the delinquency system and divert them to the child welfare system when appropriate. At delinquency intake, DJJ staff assesses all children, and if they demonstrate indicators related to sexual exploitation, staff conducts further screening. If appropriate, DJJ refers children to DCF.

Local sheriffs' offices and police departments also investigate cases involving CSE children. Some local law enforcement offices have designated staff to conduct these investigations. In addition, some local law enforcement agencies also participate in regional human trafficking task forces around the state.

The Office of the Attorney General prosecutes persons charged with trafficking children and administers grant programs to agencies that aid CSE victims. As directed by Ch. 2014-161, *Laws of Florida*, the Attorney General created and currently chairs the Statewide Council on Human Trafficking. The council's duties include developing recommendations for programs and services, making recommendations for apprehending and prosecuting traffickers, and developing overall policy recommendations.

³ Chapter 796, *F.S.*, allows law enforcement to retain discretion to arrest minors for compelling others to participate in prostitution.

⁴ Chapter [2014-051](#), *Laws of Florida*.

In addition, the office’s Division of Victim Services offers several programs for which CSE victims may be eligible, including funding for therapy, case management, forensic examinations, and relocation services. This division also distributes federal funds to public entities and non-profit organizations (e.g., local children’s advocacy centers, local legal aid offices, and state attorney’s offices) for victim services such as therapy and case management.

Multiple federal agencies are involved with responding to trafficking.⁵ Two of these agencies—the U.S. Departments of Homeland Security and Justice—have roles in trafficking investigations, prosecuting traffickers, and providing training and funding for victim services. Exhibit 1 details state and federal agency responsibilities related to CSE.

**Exhibit 1
Federal, State, and Local Entities Address
Commercial Sexual Exploitation of Children in Florida**

Federal Agencies

Department of Homeland Security, Division of Immigration and Customs Enforcement (ICE)

- Conducts investigations and makes arrests
- Provides evidence to prosecutors
- Coordinates service provision statewide

Department of Justice

- Conducts investigations and makes arrests (conducted by Federal Bureau of Investigation)
- Provides evidence to prosecutors (conducted by Federal Bureau of Investigation)
- Prosecutes those involved in the CSE of children in coordination with the Federal Bureau of Investigation and ICE

State and Local Agencies

Department of Children and Families

- Develops screening, assessment, and placement tools with the Department of Juvenile Justice
- Trains case managers, child protective investigators, and hotline staff
- Develops a certification for safe homes and safe foster homes
- Establishes local protocols for working with CSE victims
- Assesses local service capacity for providing services to CSE victims
- Participates in local human trafficking task forces and multidisciplinary teams

Department of Juvenile Justice

- Trains juvenile probation staff or contractors who administer the detention risk assessment in identifying and serving CSE victims
- Participates in local human trafficking task forces and multidisciplinary teams

Department of Legal Affairs

- Prosecutes those involved in the commercial sexual exploitation of children
- Administers programs through the Division of Victim Services

Community-Based Care Lead Agencies

- Participate in local human trafficking task forces and multidisciplinary teams
- Establish local protocols for working with CSE victims
- Assess local service capacity for providing services to CSE victims
- Ensure placement and services to CSE victims

Source: Chapter [2014-161](#), *Laws of Florida*, and OPPAGA interviews with government agency representatives.

State law directed DCF to begin providing specialized services and placement options for child CSE victims in January 2013. For Fiscal Year 2014-15, the Legislature appropriated \$3 million to DCF for lead agencies to provide services for CSE victims. DCF has assigned four positions to human trafficking functions.

⁵ The federal Trafficking Victims Protection Act of 2000 (P.L. 106-386) created the President’s Interagency Task Force to Monitor and Combat Trafficking. Members of the task force include the U.S. Departments of State, Defense, Justice, the Interior, Agriculture, Labor, Health and Human Services, Transportation, Education, and Homeland Security, among others.

Prevalence

DCF tracks child victims of commercial sexual exploitation in Florida using hotline reports and investigations

In determining the prevalence of commercial sexual exploitation (CSE) of children, national literature frequently references CSE victims who have not come in contact with the child welfare or criminal justice systems. Without such contact, these victims are difficult to identify, because victims do not have a specific look, many do not have identification, and they are often physically and psychologically controlled by their traffickers. Stakeholders and experts report that sexually exploited children rarely self-identify as victims, further adding to the difficulty of identifying them. Consequently, national prevalence estimates vary widely and few state-level estimates exist.⁶ While these factors make it difficult to determine the prevalence of this population, DCF tracks all reported instances of CSE through its abuse hotline and investigates allegations.

All reports of human trafficking of children go through DCF’s Florida Abuse Hotline. Florida Abuse Hotline staff accepts reports of known or suspected child abuse, neglect, or abandonment 24 hours a day, seven days a week.⁷ While all individuals are required to call the hotline if they suspect any type of abuse or neglect, including commercial sexual exploitation, state law defines specific professionals as mandatory reporters and requires them to provide their name to the hotline when making a report. Mandatory reporters include child welfare workers,

educators, and members of federal, state, and local law enforcement.⁸

According to department operating procedures, hotline staff generates an intake report for every case in which a child is alleged to be a victim of human trafficking.⁹ Then, staff must assess the information and assign maltreatment codes to each report to categorize the type of abuse. The department’s operating procedures define two maltreatment codes for suspected cases of commercial sexual exploitation, depending on whether or not the alleged perpetrator appears to be a parent, legal guardian, or caregiver. (See Exhibit 2 for the specific codes.)

Exhibit 2 The Department Uses Two Maltreatment Codes to Flag CSE Reports Based on the Exploiter

Maltreatment Code	Type of Exploiter
Sexual Abuse/Sexual Exploitation	Parent, legal guardian, or caregiver
Human Trafficking/Commercial Sexual Exploitation of a Child	Someone other than a parent, legal guardian, or caregiver

Source: Department of Children and Families Operating Procedure No. 175-14.

Hotline staff then determines whether the abuse allegation meets the statutory criteria for sexual exploitation. They also gather information to locate the child.¹⁰ Hotline staff refers reports that meet the criteria for investigation to a child protective investigator.

DCF has established protocols for investigating CSE allegations. Upon receiving a referral from hotline staff, child protective investigators (CPIs) conduct investigations.¹¹ Florida statutes require that cases alleging CSE be assigned to investigators who have received specialized intensive training in CSE.¹² According to department operating

⁶ An in-depth analysis of prevalence estimates and their limitations can be found in the Institute of Medicine and National Research Council report [Confronting Commercial Sexual Exploitation and Sex Trafficking of Minors in the United States](#).

⁷ This includes reports made to two federal hotlines that accept reports of human trafficking—the National Human Trafficking Resource Center (operated by Polaris) and the CyberTipline (operated by the National Center for Missing & Exploited Children).

⁸ Section 39.201, *F.S.*

⁹ This includes reports for labor trafficking.

¹⁰ Sections 39.01(2) and 39.0168(g), *F.S.*

¹¹ DCF directly employs CPIs in all but six counties in Florida. In Broward, Hillsborough, Manatee, Pinellas, Pasco, and Seminole counties, sheriff’s offices conduct child welfare investigations and thus hire CPIs.

¹² Section 409.1754(2), *F.S.*

procedures, when CSE is alleged in an abuse report or the investigator suspects at any time throughout the investigation that a child might be a victim of trafficking, the investigator must immediately

- initiate local child protective investigative response protocols associated with a possible allegation of human trafficking;
- contact the appropriate law enforcement agency to determine whether the case is going to be accepted for criminal investigation and if law enforcement and the investigator are going to conduct a coordinated investigation; and
- initiate a multidisciplinary staffing to ensure appropriate placement and services.¹³

In non-CSE investigations where an investigator suspects CSE, the investigator adds the appropriate CSE maltreatment code to the report in the Florida Safe Families Network (FSFN) database.¹⁴ If the perpetrator is unknown or not considered to be a caregiver, the investigator must immediately contact the hotline.

If the case manager of a child already in the child welfare system suspects CSE, he or she must call the hotline and an investigation will be initiated. In these instances, the case manager also must convene a multidisciplinary staffing to ensure that all parties possess relevant information and services are coordinated across systems.

After conducting an investigation, CPIs make one of three determinations for child protective investigations.

- **Verified**—A preponderance of evidence results in a determination that the specific harm or threat of harm was the result of CSE.

- **Not substantiated**—There is credible evidence, but it does not meet the standard of being a preponderance to support that the specific harm was the result of CSE.
- **No indicator**—There is no credible evidence to support the allegation of CSE.

CSE cases are complex and difficult to investigate. DCF staff reported that CPIs and law enforcement officials have lacked training because human trafficking laws that recognize children to be victims rather than having committed a crime are relatively recent. In addition, victims do not typically or easily disclose that they have been trafficked, and ongoing criminal investigations can make it difficult for CPIs to talk to perpetrators, as CPIs cannot contact perpetrators during an active criminal investigation.

Hotline reporting procedures and hotline staff training issues limited the ability to count victims

DCF uses hotline data to identify the verified CSE victims and cases. However, problems with DCF's use of maltreatment codes and hotline staff training hindered the ability to count these victims during the time of the review. The department reports that it has begun addressing these issues.

Problems with the use of hotline maltreatment codes and lack of hotline staff training prevented automated counting of CSE cases. Hotline staff uses two maltreatment codes when developing an allegation—one for CSE by a caregiver and one by a non-caregiver. However, staff also uses the CSE caregiver code to record other types of sexual abuse allegations that are not considered CSE. As a result, the number of allegations received by the hotline and flagged with this code could not be used to develop an automated count of CSE cases involving caregivers. In addition, DCF was uploading external data from DJJ and local law enforcement to a former maltreatment code (Human Trafficking) that hotline staff no longer uses. This code does not distinguish between labor and sex trafficking,

¹³ A multidisciplinary staffing must include, but is not limited to, a representative from the lead agencies, Children's Legal Services, DJJ staff, and knowledgeable victim advocates.

¹⁴ FSFN is the data system for DCF's Office of Child Welfare Operations.

and thus, CSE cases flagged using this code could not be isolated and included in the count. These two maltreatment codes include 1,140 investigations and 209 verified victims; DCF staff reported that these cases include cases of CSE.

In addition to problems with the maltreatment codes, hotline staff has not correctly screened in certain CSE calls. For example, hotline staff did not screen in allegations pertaining to minors who did not have an exploiter, incorrectly screening out victims commonly referred to as survival sex victims and considered by statute as CSE. These cases include children who exchange sex for money, support, food, or shelter. As a result, these allegations were not investigated and contribute to the under-identification of victims in Florida.

DCF staff reported that the department is addressing these issues. The department provided a one-hour basic human trafficking training to hotline staff in October and December 2014; it also began providing specialized human trafficking training in February 2015. In addition, the department reported that it was in the process of updating its database procedures and use of maltreatment codes.

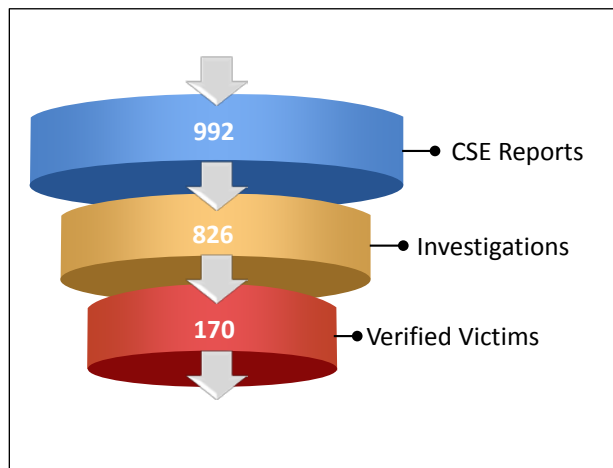
A conservative estimate identified 170 verified CSE victims from July 2013 through December 2014. To estimate the number of allegations and subsequently verified CSE cases, OPPAGA used FSN data on hotline intakes and child protective investigations during the 18-month period and excluded the problematic fields described above. During this time, hotline staff flagged 992 intake calls as non-caregiver CSE.¹⁵ More than 40% of the reports alleging CSE of a child came from three

counties: Broward (16%), Miami-Dade (15%), and Orange (10%).

Hotline staff accepted 826 of the 992 reports (83%) for investigation. The primary reasons hotline staff screened out calls were that they did not rise to the level of reasonable suspicion of abuse (57%) or there were no means to locate the child (23%).¹⁶

Twenty-one percent (172 of 826) of CSE investigations, representing 170 victims, resulted in verified findings of CSE.¹⁷ (See Exhibit 3.) Of the 170 victims, 10 were verified as CSE in more than one investigation. An additional 181 investigations resulted in a finding of not substantiated, indicating that there was evidence of CSE but not the preponderance of evidence that is required for a verified finding. The majority (55%) of the verified victims were located in Broward, Miami-Dade, and Orange counties. (See Appendix A for verified victims by county.)

**Exhibit 3
Analysis of Hotline Reports Identified 170 Verified Victims of CSE From July 2013 Through December 2014**



Source: OPPAGA analysis of Department of Children and Families data.

¹⁵ An intake report can have information pertaining to several children and may include additional calls, with additional children and/or information. The first call is logged as an initial intake, with follow-up calls logged as additional intakes. For this analysis, initial and additional intakes are counted as one intake.

¹⁶ Law enforcement was the most frequent reporter type (21%) of accepted intakes followed by DJJ, Department of Corrections, or other criminal justice personnel (9%).

¹⁷ This percentage for verified CSE is slightly higher than the rate of verified investigations seen among the general child welfare population during the same timeframe (19%).

Of the 170 verified victims, 95% were females, 72% were 15 years of age or older, 55% were African-Americans, and 56% were living with at least one biological or adoptive parent at the time of the investigation. Fifty-two percent of the 170 children with verified CSE had at least one prior verified maltreatment. Of these victims, 38% had a prior verified maltreatment of CSE. (For detailed characteristics of verified CSE victims, see Appendix B.)

DCF plans to implement a screening tool statewide to improve CSE child identification

National literature recognizes that children with previous child welfare involvement are at risk for CSE. However, lead agencies do not use a uniform method to identify potential victims on their caseloads. DJJ and DCF have developed a screening instrument and are in the process of implementing it.

Children who have previous involvement with the child welfare system are at risk for CSE. Thus, it is important for lead agencies to take steps to identify children on their caseloads who may be victims. However, lead agencies are not using uniform tools or processes to identify these potential victims. Department operating procedures require the lead agencies to review the cases of all children with 10 or more runaway episodes within one year for possible sexual exploitation. DCF makes information available to lead agencies that identifies children at risk based on FSFN data pertaining to factors such as being in out-of-home care and having more than eight missing child reports.

Many lead agencies use other approaches to assess risk, including identifying other indicators of CSE (e.g., verified sexual abuse, new tattoos, social media presence, using a lower runaway threshold, the presence of an older boyfriend/fiancé, or unexplained expensive gifts); convening multidisciplinary staffings to review a child if risk is identified; and interviewing children within 24-hours after a runaway episode.

DCF and DJJ have developed a screening tool to identify sexually exploited children. As directed by Ch. 2014-161, *Laws of Florida*, DCF and DJJ convened a workgroup to develop the Human Trafficking Screening Tool to screen both potential CSE and labor trafficking victims. The law states that the tool should be used by CPIs, case managers, and DJJ juvenile assessment centers to screen potential CSE victims. The tool includes questions related to unsafe living environments, evidence of unsafe online activity, and sex acts provided in exchange for money, support, or gifts. In April 2015, DJJ implemented the tool statewide. DJJ also automated it with its Juvenile Justice Information System to generate flags that trigger mandatory reporting to DCF, which could minimize errors made by manual reviews of assessments. DJJ reports that it intends to validate the instrument once sufficient data has been collected by both agencies and will amend the instrument and processes as necessary.

In April 2015, DCF began a 90-day pilot of the tool in two counties and plans to review the results of the pilot before administering it across the state. In preparation for statewide implementation, DCF is scheduling train-the-trainer workshops to train regional staff. In addition, DCF reported that it will assess automation of the tool in FSFN as it reviews the pilot. As part of the screening protocol, lead agencies need guidance on when to screen potential victims on their caseloads.

Placement and Services –

Florida statutes direct assessment, placement, and services for commercial sexual exploitation victims

Florida statutes provide direction to lead agencies, which are responsible for assessing victims of commercial sexual exploitation (CSE) to determine the most appropriate placement and what services they should receive. Florida statutes direct DCF to certify specialized residential programs and specifies services that providers must offer. DCF reports that it plans to issue draft rules for the residential provider certification process as required by law in July 2015.

Florida statutes guide lead agencies in assessing and placing victims of CSE. If an allegation of human trafficking is verified, the state will make either an informal or formal intervention, depending on the circumstances of the abuse. In an informal intervention, the child stays in her or his home and receives a non-judicial case plan and referral for services. With a formal intervention, the child is adjudicated dependent and receives either an in-home judicial case plan or an out-of-home placement.¹⁸

Florida statutes require lead agencies to assess every dependent child six years of age or older who has been found to be a victim of CSE for placement in a safe house or safe foster home. Safe houses and safe foster homes are required to provide a safe, separate, and therapeutic environment tailored to the needs of sexually exploited children who have endured significant trauma.¹⁹ If placement in a safe

house or safe foster home is determined to be appropriate, the child may be placed in these settings if available. Children may be placed in another setting, such as residential group care or residential treatment centers, if it is more appropriate to the child’s needs, or if a safe house or safe foster home is unavailable.^{20, 21}

To assist lead agencies with determining the appropriate placement for addressing a child’s needs, state law directs DCF to adopt assessment and placement instruments. As of May 2015, the department reported that it was working on both an assessment and placement tool.

Without specific assessment and placement instruments for CSE children, lead agency staff reported that they follow current statutes, rules, and policies that they use for the general child welfare population that requires out-of-home placement.²² This process includes assessing the child’s needs and placement history, considering the least restrictive placement that can safely care for the child, identifying a program that is able to accept the child, and placing the child in the most appropriate setting.²³

Florida statutes direct DCF to certify specialized residential programs and specifies services that providers must offer. Chapter 2014-161, *Laws of Florida*, requires DCF to develop certification requirements for safe houses. In addition to the services required to be provided by licensed residential child-caring

²⁰ Residential group care is a type of residential child-caring agency as specified in s. 409.175, *F.S.*, which provides staffed 24-hour care for children. Residential treatment centers are 24-hour residential programs that provide mental health treatment and services to emotionally disturbed and seriously emotionally disturbed children as specified in ss. 394.495(4)(j) and 394.875(1)(c), *F.S.*

²¹ Sections 39.524 and 409.1754(1), *F.S.*

²² Out-of-home care includes family foster care, relative or non-relative placement, and residential group care.

²³ For children needing intensive services, including CSE victims, placement in a therapeutic environment, such as residential treatment, may be required. Placements in these settings require a suitability assessment by a qualified evaluator appointed by the Agency for Health Care Administration and an ongoing review of the child’s progress by the qualified evaluator and the court having jurisdiction over the child.

¹⁸ For the purposes of investigating human trafficking, a child who is found to be dependent includes a child who is found by the court to have been a victim of trafficking and to have no parent, legal custodian, or responsible adult relative currently known and capable of providing the necessary and appropriate supervision and care.

¹⁹ As specified in s. 409.175, *F.S.*, a safe foster home is a licensed family foster home, and a safe house is a licensed residential child-caring agency providing staffed 24-hour care for children; DCF is directed to certify facilities to care for sexually exploited children.

agencies and family foster homes, certified safe houses and safe foster homes must use a model of treatment that includes strength-based and trauma-informed approaches. Safe houses and safe foster homes must provide specialized services for these children that, at a minimum, include

- victim-witness counseling;
- family counseling;
- behavioral health care;
- treatment and intervention for sexual assault;
- education;
- life skills training;
- mentoring by survivors of sexual exploitation, if available and appropriate for the child;
- substance abuse screening and treatment;
- transition planning services; and
- structured activities.

These services may be provided directly, arranged for, or coordinated by the provider. Residential treatment centers and hospitals treating child CSE victims also must meet these requirements.²⁴ DCF reported that it plans to issue draft rules for the certification process in July 2015.

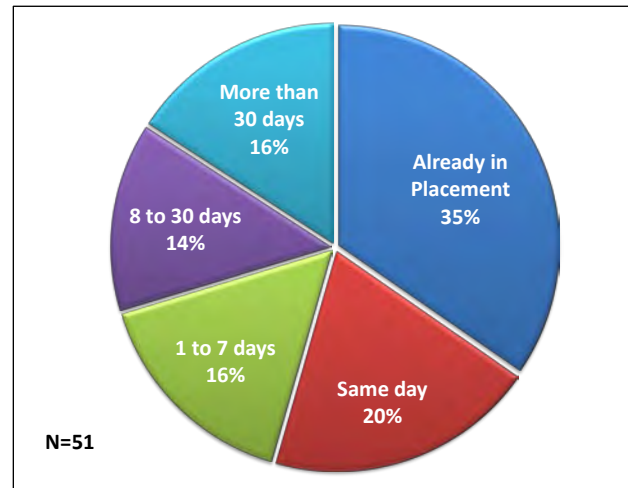
Lead agencies experience difficulties providing child CSE victims appropriate placements and services

Lead agencies reported difficulty placing child CSE victims in appropriate facilities due to a lack of placement options and criteria that exclude children because of their behavioral issues. In addition, lead agencies have difficulty knowing if children receive statutorily required services. Daily costs for CSE victims are substantially higher than for other children in the child welfare system.

Lead agencies report experiencing difficulty placing children. Lead agencies place children who are identified as CSE victims in programs across the state. Of the 170 children identified

as verified CSE victims, 51 received services in out-of-home care.²⁵ Placement primarily is driven by a child’s needs and the state requirement for a least restrictive placement. However, lead agencies weigh several issues in making their placements. Most lead agencies reported that they try to place children out of their catchment area in order to distance children from their traffickers; the majority of placements (60%) for children were out of their home county. Lead agencies also try to place children in a home as soon as possible.²⁶ As shown in Exhibit 4, for the 51 children verified as CSE victims that were in out-of-home placements for the period from July 2013 through December 2014, 84% were placed for services within 30 days of their CSE investigation beginning.

**Exhibit 4
Most CSE Victims Are Placed Within 30 Days**



Source: OPPAGA analysis of Department of Children and Families data.

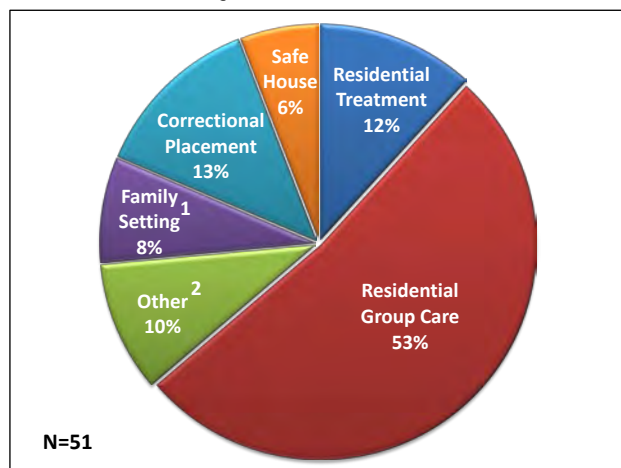
²⁵ Of the 51 children removed from their homes, 32 were in the child welfare system prior to investigation, and 19 entered the system as a result of the investigation. However, 14 of the 32 had run away when the CSE allegation was reported. In addition, 17 were not removed from their homes but received services in their homes (11 were already in the child welfare system and 6 entered as a result of the CSE investigation). The remaining 102 children with confirmed CSE had their cases closed at the conclusion of the investigation without a referral for services in the child welfare system.

²⁶ Some children are missing at the time of the CSE verification.

²⁴ Section 409.1678(2)(d), F.S.

However, lead agencies reported a general lack of placements across the state, including safe houses, safe foster homes, or other appropriate placements.²⁷ During the time of our review, DCF had identified five safe houses (22 beds) and 18 safe foster homes (one child per home) in which the lead agencies placed children who were identified as CSE victims. Of the 51 children placed in out-of-home care, 33 (65%) were initially placed in residential group care or residential treatment centers, not safe houses or safe foster homes.²⁸ (See Exhibit 5.) This may be partly due to the recent establishment of safe houses and safe foster homes following the 2012 Safe Harbor Act. Moreover, at the time of our review, only 13 of the 18 licensed safe foster homes were receiving children.²⁹ (For additional detail on placements, see Appendix C.)

**Exhibit 5
Most CSE Victims Are Initially Placed in a Residential Setting**



¹ Family setting includes adoption, family foster care, and relative or non-relative care.

² Other includes routine or emergency medical or mental health services.

Source: OPPAGA analysis of Department of Children and Families data.

²⁷ Lead agencies and task forces also reported that their regions lack temporary emergency shelter beds for CSE victims.

²⁸ Of the 51 children, a total of 11 (22%) entered a safe house at some point after the CSE investigation.

²⁹ The 2014 Legislature appropriated \$825,027 to another provider to recruit and train foster families to care for CSE children. As of May 2015, the provider had recruited and trained one family and was in the process of training 12 families.

In addition to a lack of placements, lead agencies have found that some residential programs’ eligibility criteria exclude certain children. Sexually exploited children are widely recognized as difficult to stabilize and serve. Often, victims of CSE do not self-identify as victims, have a strong attachment to their trafficker, and have limited ability to bond with caring adults. According to family assessment information gathered by lead agency case workers, the majority of these children do not demonstrate developmentally appropriate behavioral health and have histories of gang affiliation and substance use or exposure. These children also have numerous behavioral issues, including lying, truancy, school suspensions, physical and verbal aggression, and running away. (See Exhibits B-5 and B-6 in Appendix B for details on behavioral characteristics.) Lead agencies reported that some programs specifically for children who are victims of sexual exploitation will not accept CSE victims with a current substance abuse problem or history of running away or who are known to recruit other children into human trafficking.

Certification of safe houses and safe foster homes is important for ensuring that child CSE victims consistently receive statutorily required services. Because DCF’s information on specific services that programs provide to individual children is not readily accessible for research purposes, we obtained this information by interviewing 11 providers and 18 lead agency representatives.^{30, 31} The array of services offered by these providers varies significantly. The most common services provided to CSE victims were some form of therapy, life skills training, and education. Other services include case management, tattoo removal, transportation, and primary health care.

³⁰ While DCF’s FSFN database contains service information, it is maintained in the child’s case file in the form of scanned documents. OPPAGA interviewed eight residential providers and three community drop-in centers.

³¹ DCF contracts with 17 lead agencies that serve 20 child welfare catchment areas.

All providers reported that their service array includes some type of therapy or counseling, including trauma-focused cognitive behavioral therapy, substance abuse therapy, and expressive therapies, such as art and equine therapy. Children receive therapy in individual and group settings. In addition, the level of the clinicians providing these therapy services varied across providers, from certified counselors to Ph.D. psychologists.

Providers reported that, in addition to therapy, two other required services are critical for CSE victims—life skills training and alternative education accommodations; however, they approach these services differently. Providers noted the importance of life skills training for this population as many minor CSE victims were either never taught life skills or forgot them during their time of exploitation. Life skills training offered by residential and drop-in providers differed across providers, but generally focused on four primary areas—daily living, community functioning, employability, and transition assistance.

Provider approaches to educating children also varied. They reported that these children require alternative education methods, accommodations, or remediation to succeed academically. Instruction often is interrupted because their trauma makes it difficult for them to focus, they may have a history of sexualized behavior and violence in traditional school settings, and they frequently run away.

Online instruction was the most common educational method providers utilized. Seven of the eight residential providers we interviewed use online instruction for some or all of their clients. Reasons include that the online format allows children who are below grade level to work at their own pace and that it avoids the potential triggers of a regular school environment that may result in relapse.³² Less commonly, children attended

local public schools and in the case of one provider, an onsite accredited school.

Legislative intent is that the department certify safe houses and safe foster homes.³³ While providers take different approaches to serving these children, based on their expertise, capacity, and specific needs of children, certification of safe houses and safe foster homes will help ensure that all child victims of CSE receive a specific set of services that are intended to support recovery. Certification will ensure that treatment models include strength-based and trauma-informed approaches, as directed by statute; that children receive the optimal consistency and duration of therapy; and that the appropriate professional staff is providing therapy.

Daily costs for CSE victims are substantially higher than for other children in the child welfare system. The average daily rate lead agencies reported paying for CSE safe houses is \$274—over twice that of basic residential group care. The average daily rate they are paying for safe foster care is \$137, or almost eight times higher on average than regular foster care.^{34, 35} Lead agencies negotiate rates with group care providers, as they do for all child welfare clients.³⁶ Lead agencies consider several factors when negotiating provider rates, including the provider's budget and expenses, the amount of private funding, staff-to-client ratios, bed capacity, services provided, and special per child considerations. DCF has historically allowed providers serving children and adolescents requiring special care or treatment to receive enhanced board rates. For example,

³³ Section 409.1678, *F.S.*

³⁴ The average daily rate lead agencies paid during Fiscal Year 2013-14 for 24-hour shift group care for the general child welfare population was \$124; regular foster care for 13- to 17-year-olds was \$17.17 per day.

³⁵ Residential providers reported that they were supported by other state agency funds, including substance abuse and mental health block grant dollars and Medicaid. In addition, providers reported other sources of financial support, including federal and private grants, school district funding, and donations.

³⁶ DCF's Office of Child Welfare licenses foster homes and residential group care providers such as residential child-caring agencies, including safe houses and safe foster homes. The community-based care lead agencies are responsible for subcontracting with these providers.

³² Online education programs include the Florida Virtual School, school district online instruction, and for-profit online educational programs coupled with staff, volunteers, or school district teacher assistance. Providers also used offsite online instruction at the Pace Center for Girls and a private Christian academy.

service requirements for CSE children are relatively intense, including isolating them from the general population and having 24-hour awake supervision. Like other children in the child welfare system, as CSE children's needs are addressed, they may become eligible for less intensive and less expensive services, such as traditional foster homes.

Outcomes and Treatment Effectiveness

Identifying treatment effectiveness is critical

Because children who are commercial sexual exploitation (CSE) victims experience significant psychological and behavioral issues and because treatment is expensive, determining effective treatment is critical. DCF and lead agencies have not been providing targeted services to this population long enough to determine the effectiveness of different treatment interventions and providers. Since the 2012 legislation, providers have served a small number of victims from whom to glean short-term outcomes. Further, while anecdotal evidence exists, there has not been enough time for a cohort of children to receive services specifically aimed at addressing their sexual exploitation and to link these services and providers to long-term outcomes. In addition, few evaluations of CSE child treatment programs currently exist nationally or in Florida.³⁷

Lead agencies have expressed concerns about the effectiveness of their placements, specifically, that residential programs are designed for stays of 90 days or more, but report that it is rare that children stay that long. Multiple runaway episodes are used as an indicator of commercial sexual exploitation and are a behavioral issue for providers serving this population. Among the 51 children who were placed in out-of-home care, 32 ran away from care at least once. In addition, on average,

children spent 18% of their time in runaway status. Time spent on the run interferes with treatment progress, impedes educational development, and places the child at risk.

Providers reported that they monitor how each child is progressing. Some providers reported using different instruments to assess progress towards individualized treatment plan goals; however, not all providers utilize assessment instruments. The behavioral changes providers assess include respecting others, making eye contact, having fewer incidences of fighting, less frequent use of profanity, and positive socialization with peers. Providers also cited progress on their treatment/care plan through engagement and positive participation in their treatment program, fewer and/or shorter runaway episodes, and educational improvement.

As with all children in the child welfare system, children who are CSE victims have long-term goals for permanency, safety, and well-being. For example, the permanency goal is to achieve a permanent living arrangement before the 18th birthday through reunification, adoption, or guardianship.³⁸ Focusing on these long-term goals is important, especially for older children who are at risk of aging out of the child welfare system without achieving permanency.³⁹ In addition, part of the safety measures for the CSE victims should include whether they continue to be exploited or trafficked.

³⁷ At the time of our review, one Florida provider was undergoing an outcome evaluation.

³⁸ Most of the children receiving CSE treatment have the goal of reunification with their parent(s). In addition, children who were receiving in-home services had the goal of maintaining and strengthening placement with parents.

³⁹ During our study period, 17 CSE children were discharged from care. The majority (12 or 71%) were discharged due to turning 18. During this same period, five minors (30%) were reunified with their family or went to live with a guardian.

Conclusions and Recommendations

With the passage of the 2012 Safe Harbor Act and subsequent legislation in 2014, the state has heightened its efforts to address commercial sexual exploitation (CSE) of children. While the Department of Children and Families is in the initial stages of implementing statutory provisions, it should address issues related to accurately flagging and verifying CSE victims and ensure that children receive statutorily required services by developing the certification process for programs.

DCF should address its use of maltreatment codes and provide ongoing training on hotline staff protocols to improve tracking and identification of CSE victims. To ensure that the hotline properly identifies and refers suspected cases, DCF should clarify which maltreatment codes will be used to track CSE. This will help ensure that the department does not combine multiple types of abuse in one code and that it properly distinguishes between sex trafficking of minors and other types of trafficking or sexual abuse. The department also should incorporate guidelines for flagging and assessing CSE into the hotline staff protocols and identify ongoing training and other support to ensure that hotline staff effectively flag and refer appropriate cases to CPIs for investigation.

DCF and DJJ should ensure that lead agencies and juvenile assessment centers consistently and properly use the newly developed screening instrument. In implementing the statewide screening instrument, DCF and DJJ should take steps to ensure that CPIs, child welfare case managers, and juvenile assessment centers properly and consistently use the instrument. This could be accomplished by establishing a workgroup to periodically review assessments and by routinely analyzing factors such as comparing the volume of screening assessments

conducted by area to allegations and referrals made by the hotline. DCF also should provide guidance to lead agencies for screening potential victims on their caseloads. In addition, DCF and DJJ should use feedback from users to determine what modifications to make to the instrument. Finally, as the department continues to implement the instrument, DCF may wish to consider the costs and benefits of automating the instrument, as DJJ has done.

Prioritizing the certification process will ensure that children receive statutorily directed services as well as serve as the basis for determining appropriate provider rates. Without certification criteria for safe houses and safe foster homes, the lead agencies must place children without the assurance of consistency or quality standards for CSE placements. Further, because of a lack of certification criteria, the department and lead agencies have limited mechanisms for ensuring that providers are delivering statutorily required services to CSE victims. DCF reports that it intends to issue a draft rule for the certification of CSE safe houses and safe foster homes in July 2015.

In addition to ensuring that programs are providing the statutorily required services, the certification process will allow the department and lead agencies to determine if the rates lead agencies pay providers are appropriate. The daily rates that lead agencies pay safe house providers range from \$115 to \$325. A credentialing process that identifies the core set of services that all programs should be providing would allow the department and lead agencies to then assess if rates compare reasonably across providers and similar services.

To ensure that children achieve both short- and long-term outcomes, the department should assist the lead agencies in identifying effective programs. To assess progress of children receiving CSE services, providers reported that they focus on attainment of goals in treatment plans and improved behavior. As it moves forward, the department will need to

determine if placements and services are effective and that children also are achieving positive long-term outcomes, such as permanency, well-being, and safety. To do this, the department needs to develop a mechanism to assess providers and their treatment models. This should include determining which providers and treatment components result in children making progress on their treatment plans and if specific models or providers are a best fit for specific populations.

The department also will need to determine the appropriate level of information on services and children's progress necessary to assess

providers and services. In addition, DCF should track whether children who receive CSE services continue to be exploited or trafficked. This may include collecting data from DJJ on children who re-enter the juvenile delinquency system.

Agency Response

In accordance with the provisions of s. 11.51(2), *Florida Statutes*, a draft of our report was submitted to the Secretaries of the Department of Children and Families and the Department of Juvenile Justice. The departments' written responses have been reproduced in Appendix D.

Appendix A

County-Level Prevalence Data

OPPAGA's analysis identified 170 verified child victims of commercial sexual exploitation (CSE) from July 2013 through December 2014. Victims were identified in 28 counties. The majority of verified victims were in Broward, Miami-Dade, and Orange counties. See Exhibits A-1 and A-2.

Exhibit A-1

Verified Victims of Commercial Sexual Exploitation

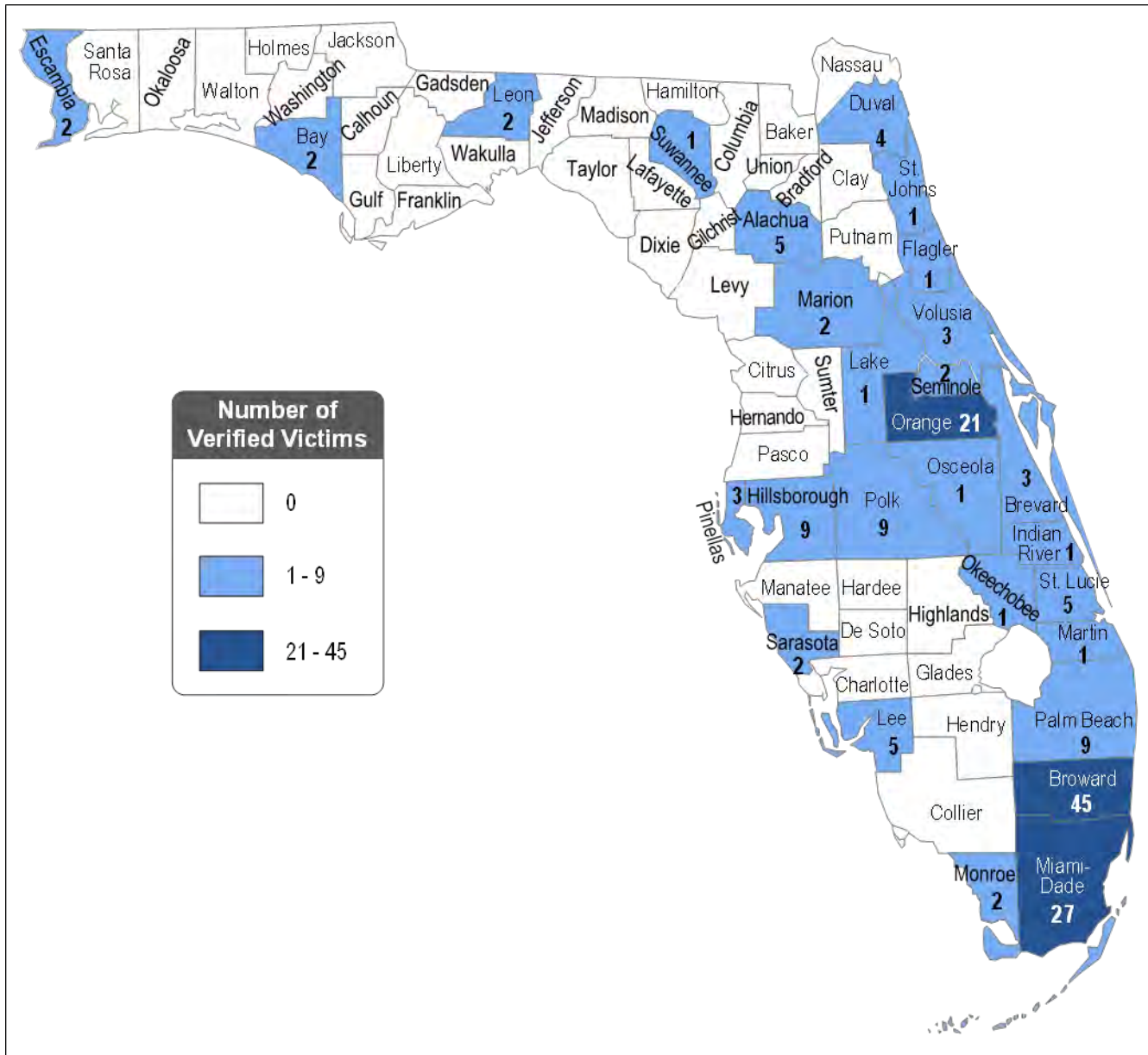
Community-Based Care Lead Agency	County ¹	Verified CSE Victims	Percentage of Verified CSE Victims
Big Bend CBC, Inc.	Bay	2	1%
	Leon	2	1%
Brevard Family Partnership	Brevard	3	2%
CBC of Central Florida	Orange	21	12%
	Osceola	1	1%
	Seminole	2	1%
ChildNet, Inc.	Broward	45	26%
	Palm Beach	9	5%
Children's Network of Southwest Florida	Lee	5	3%
Community Partnership for Children, Inc.	Flagler	1	1%
	Volusia	3	2%
Devereux Families, Inc.	Indian River	1	1%
	Martin	1	1%
	Okeechobee	1	1%
	St. Lucie	5	3%
Eckerd Community Alternatives	Hillsborough	9	5%
	Pinellas	3	2%
Families First Network	Escambia	2	1%
Family Support Services of North Florida, Inc.	Duval	4	2%
Heartland for Children	Polk	9	5%
Kids Central, Inc.	Lake	1	1%
	Marion	2	1%
Our Kids of Miami-Dade/Monroe, Inc.	Miami-Dade	27	16%
	Monroe	2	1%
Partnership for Strong Families	Alachua	5	3%
	Suwannee	1	1%
Sarasota Family YMCA, Inc.	Sarasota	2	1%
St. Johns County Board of Commissioners	St. Johns	1	1%
State Total		170	100%²

¹ Counties not listed did not have any verified victims during our timeframe (though they may have had investigations).

² Column data may be in excess of 100% due to rounding.

Source: OPPAGA analysis of Department of Children and Families data.

**Exhibit A-2
Number of Verified CSE Children by County**



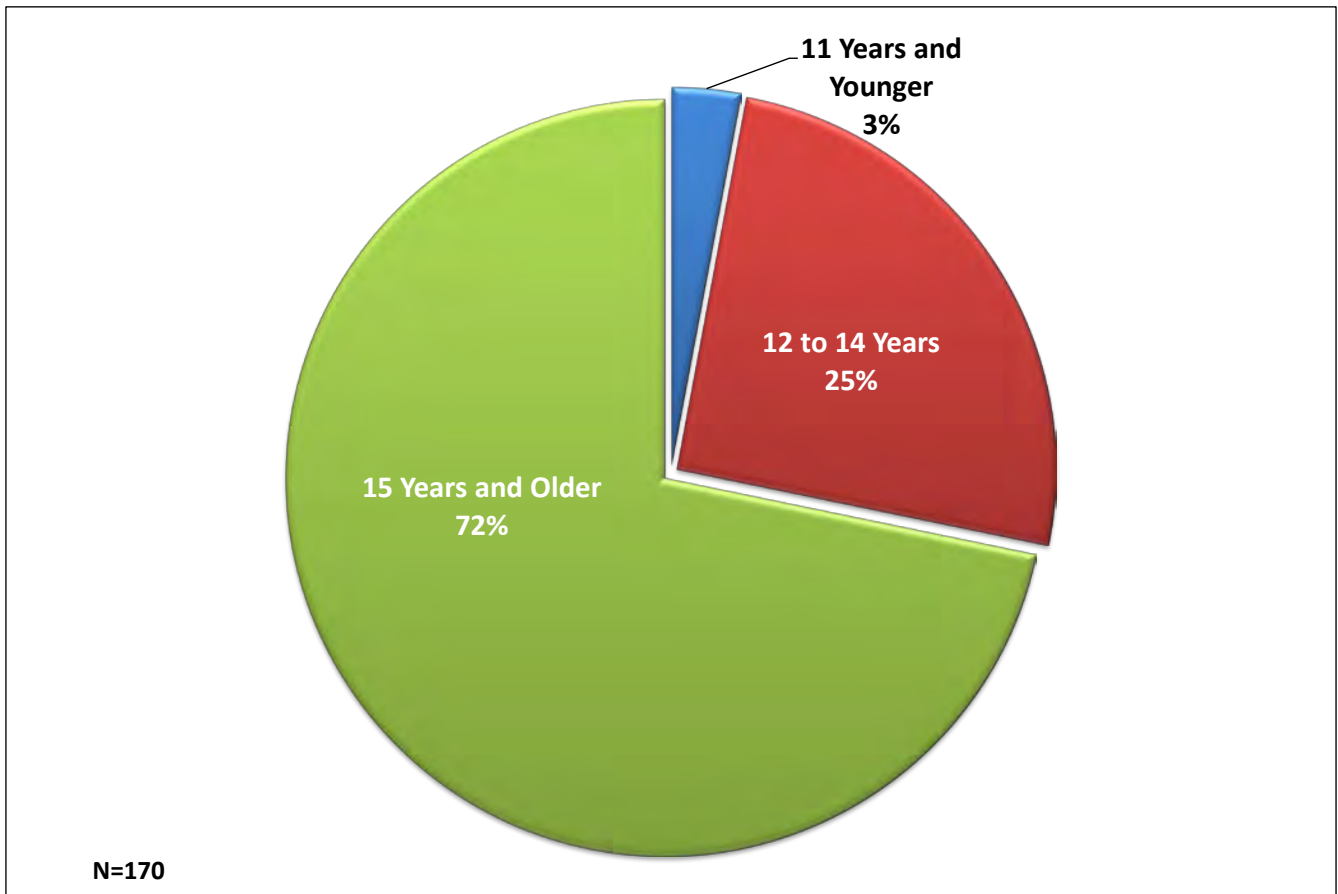
Source: OPPAGA analysis of Department of Children and Families data.

Appendix B

Profile of Florida Child Victims of Commercial Sexual Exploitation

We analyzed the gender, age, and race of the 170 verified child victims of commercial sexual exploitation (CSE). Ninety-five percent were females; 72% were 15 years of age or older; and 55% were African-American. (See Exhibits B-1 and B-2.) This profile is similar to the demographics of CSE children found in national studies.⁴⁰ National studies report that the average age children enter into CSE is 12 to 14 years of age; 25% of Florida’s victims were this age at the time of investigation.

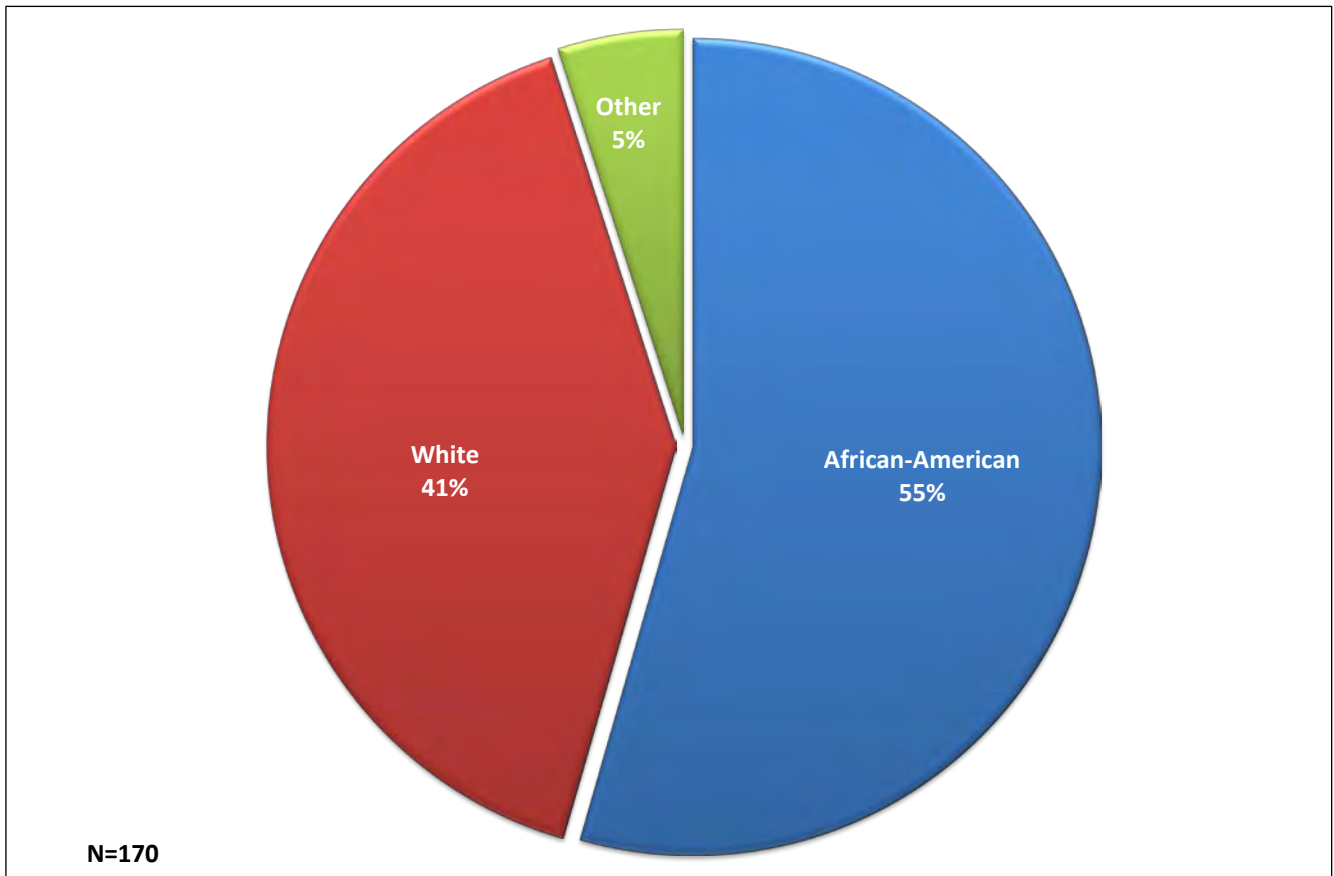
Exhibit B-1
The Majority of CSE Victims Are Older Adolescents



Source: OPPAGA analysis of Department of Children and Families data.

⁴⁰ [From Research to Practice: Identification and Assessment of Domestic Minor Sex Trafficking \(DMST\)](#), Center on Violence Against Women and Children, Rutgers University School of Social Work, 2014.

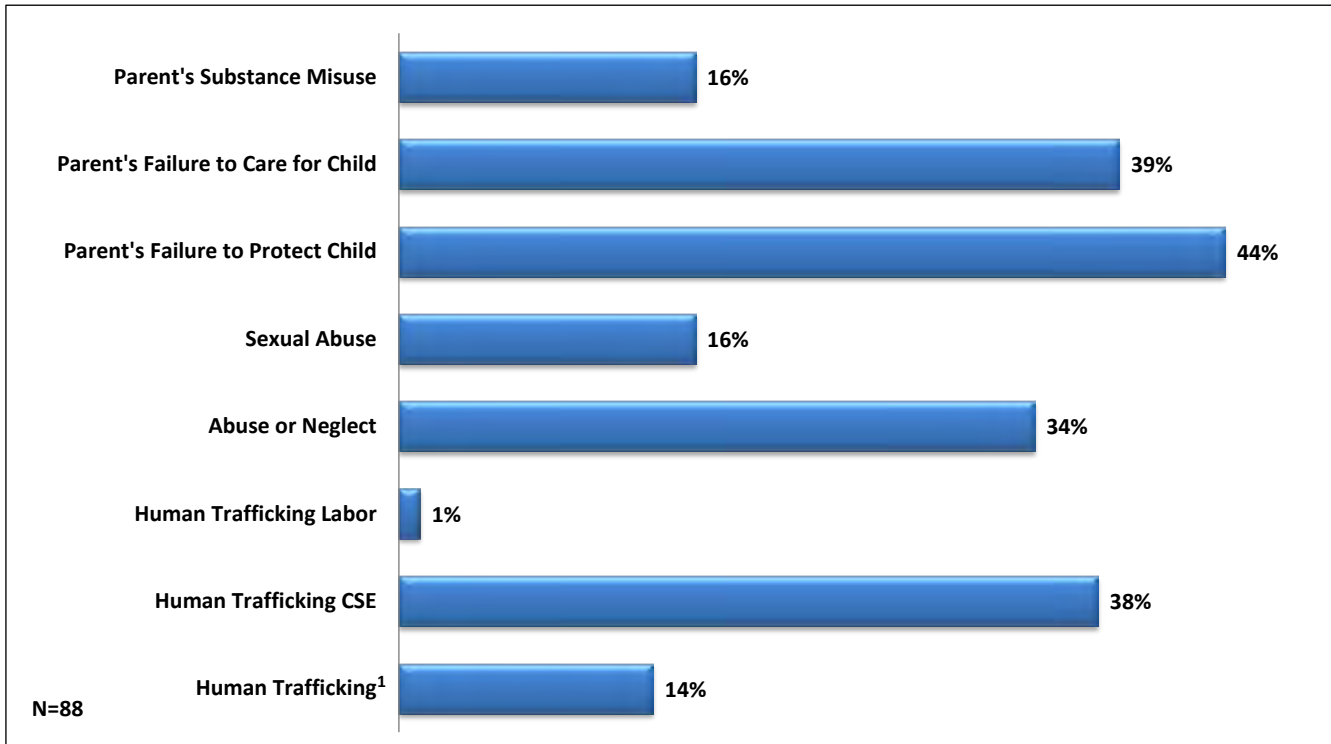
Exhibit B-2
Over Half of Verified CSE Victims Are Minorities



Source: OPPAGA analysis of Department of Children and Families data.

Studies have found that a prior history of abuse or neglect is one of the greatest risk factors for the CSE of children. Youth living in abusive or neglectful homes may be more likely to run away, making themselves more vulnerable to traffickers.⁴¹ Of the 170 children with verified CSE, 52% (88) had at least one prior verified maltreatment. (See Exhibit B-3.) Of these 88 victims, 16% had a prior maltreatment of sexual abuse and 38% had a prior verified maltreatment of CSE.

Exhibit B-3
Of the Children With Verified CSE, 52% Had Histories of Prior Maltreatment



¹ This maltreatment category does not distinguish between types of human trafficking. The department did not begin distinguishing between labor and CSE human trafficking until January 2013.

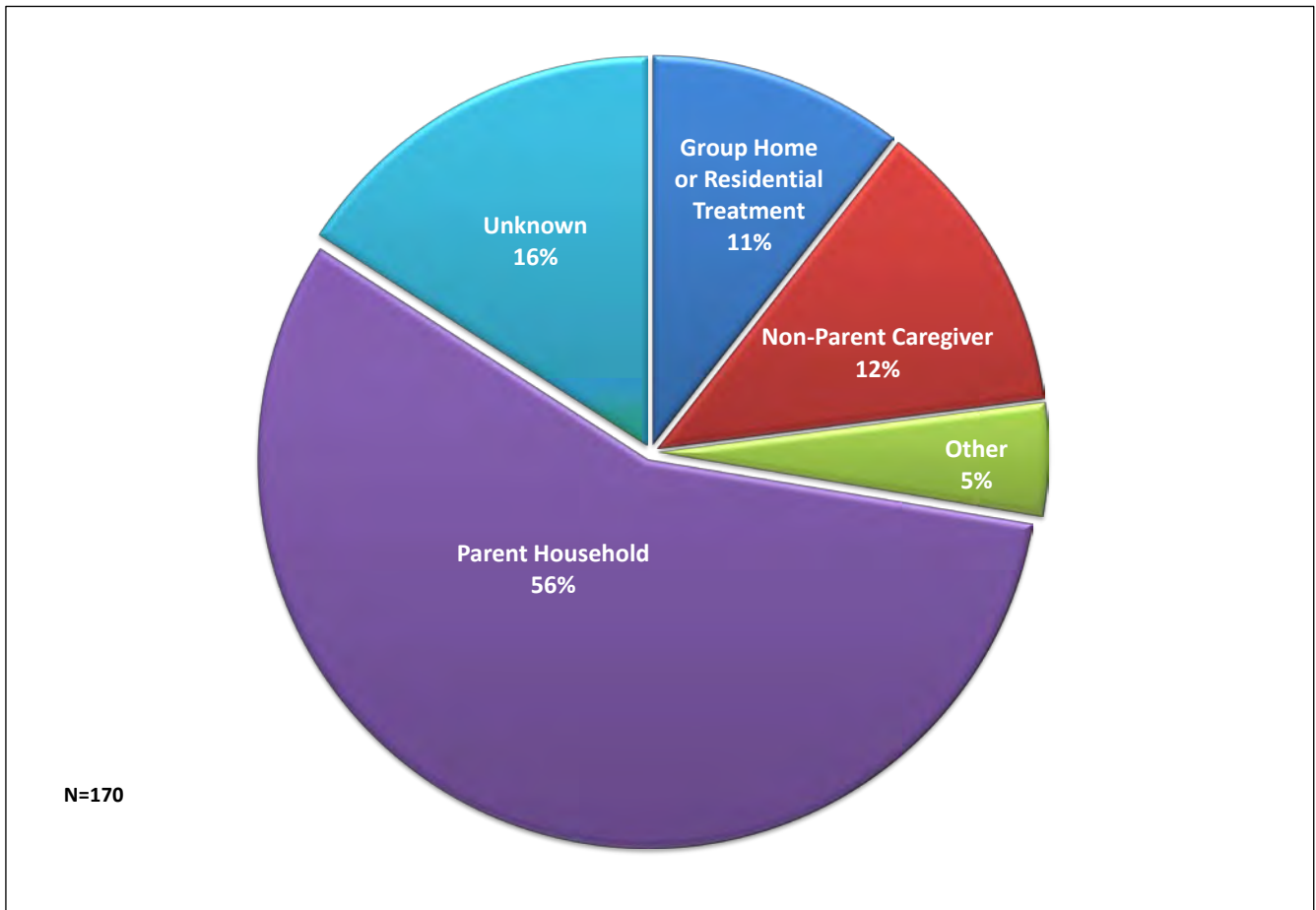
Source: OPPAGA analysis of Department of Children and Families data.

⁴¹ [Confronting Commercial Sexual Exploitation and Sex Trafficking of Minors in the United States](#), Institute of Medicine, National Academies Press, 2013.

At the time of the CSE investigation, 56% of the 170 verified commercially sexually exploited children lived with at least one biological or adoptive parent, and 11% were living in residential group care or residential treatment centers. (See Exhibit B-4.)

Exhibit B-4

Over Half of Identified CSE Victims Live With at Least One Biological or Adoptive Parent



Source: OPPAGA analysis of Department of Children and Families data.

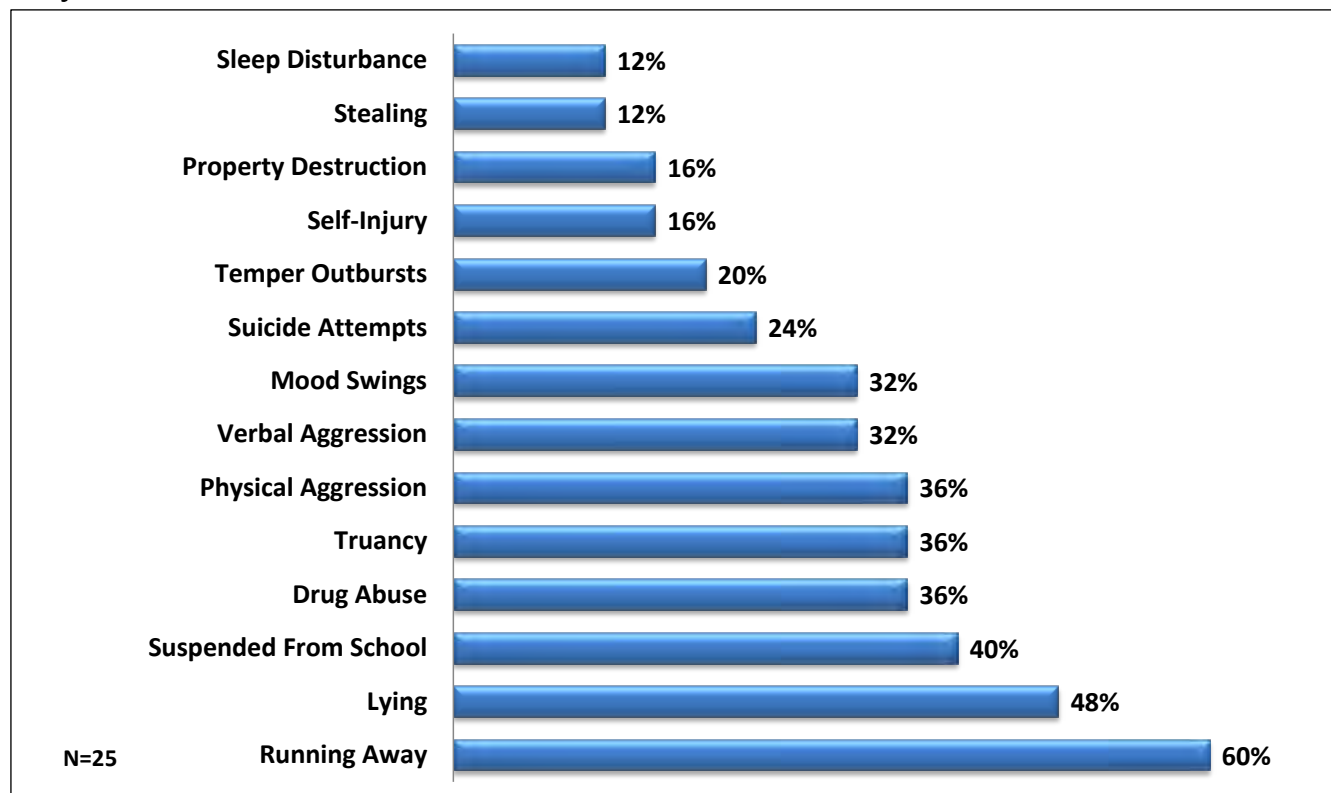
The trauma associated with abuse and neglect may also negatively impact a youth’s mental health, creating feelings of powerlessness, or motivating youth to seek support outside their home environment.⁴² In addition, researchers identified a number of delinquent behaviors as risk factors for CSE, including substance use, gang involvement, and a prior history with the juvenile justice or criminal justice systems. According to family assessment information gathered by lead agency case workers for 25 CSE children who had a completed family assessment, 15 did not demonstrate developmentally appropriate behavioral health. In addition, as shown in Exhibit B-5, these 25 children have a history of delinquent behaviors. Case workers also assessed children on specific behavioral issues. As shown in Exhibit B-6, these CSE victims demonstrate numerous behavioral issues.

**Exhibit B-5
CSE Children Have a History of Delinquent Behaviors**

Delinquent Behaviors	Number of Assessed CSE Children With Identified Behaviors (N=25)
History of Gang Affiliation	19
History of Substance Use and/or Exposure	14
History of Arrests and Law Enforcement or Juvenile Justice Involvement	12

Source: OPPAGA analysis of Department of Children and Families data.

**Exhibit B-6
Many Assessed CSE Children Have Behavior Issues**



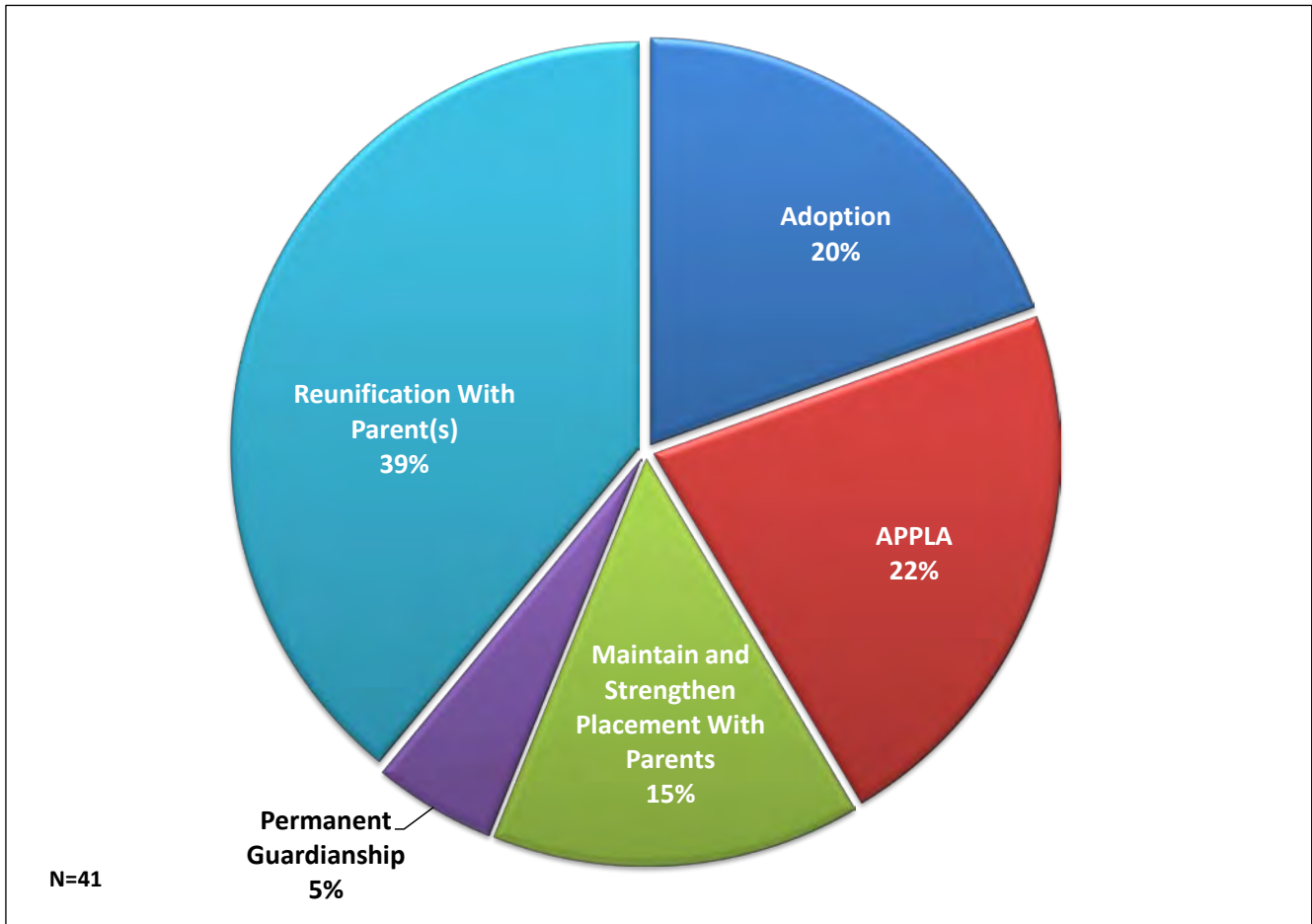
Source: OPPAGA analysis of Department of Children and Families data.

⁴² *From Research to Practice: Identification and Assessment of Domestic Minor Sex Trafficking (DMST)*, Center on Violence Against Women and Children, Rutgers University School of Social Work, 2014.

Of the 170 children that we identified as verified CSE victims, 51 children were removed from their homes and 17 children received services in their homes. Of these 68 children, either at the time of CSE investigation or as a result of their CSE involvement, 41 had a court-approved case plan goal. The most common goal was reunification with their parents (39%), followed by another planned permanent living arrangement (APPLA).⁴³ (See Exhibit B-7.)

Exhibit B-7

For the 41 CSE Children With a Case Plan Goal, the Most Common Was Reunification With Their Parent(s)



Source: OPPAGA analysis of Department of Children and Families data.

⁴³ APPLA is a term created by the Adoption and Safe Families Act of 1997 to replace the term long-term foster care. With APPLA, the child welfare agency maintains care and custody of the youth and arranges a living situation in which the youth is expected to remain until adulthood. APPLA is a permanency option only when other options such as reunification, relative placement, adoption, or legal guardianship have been ruled out.

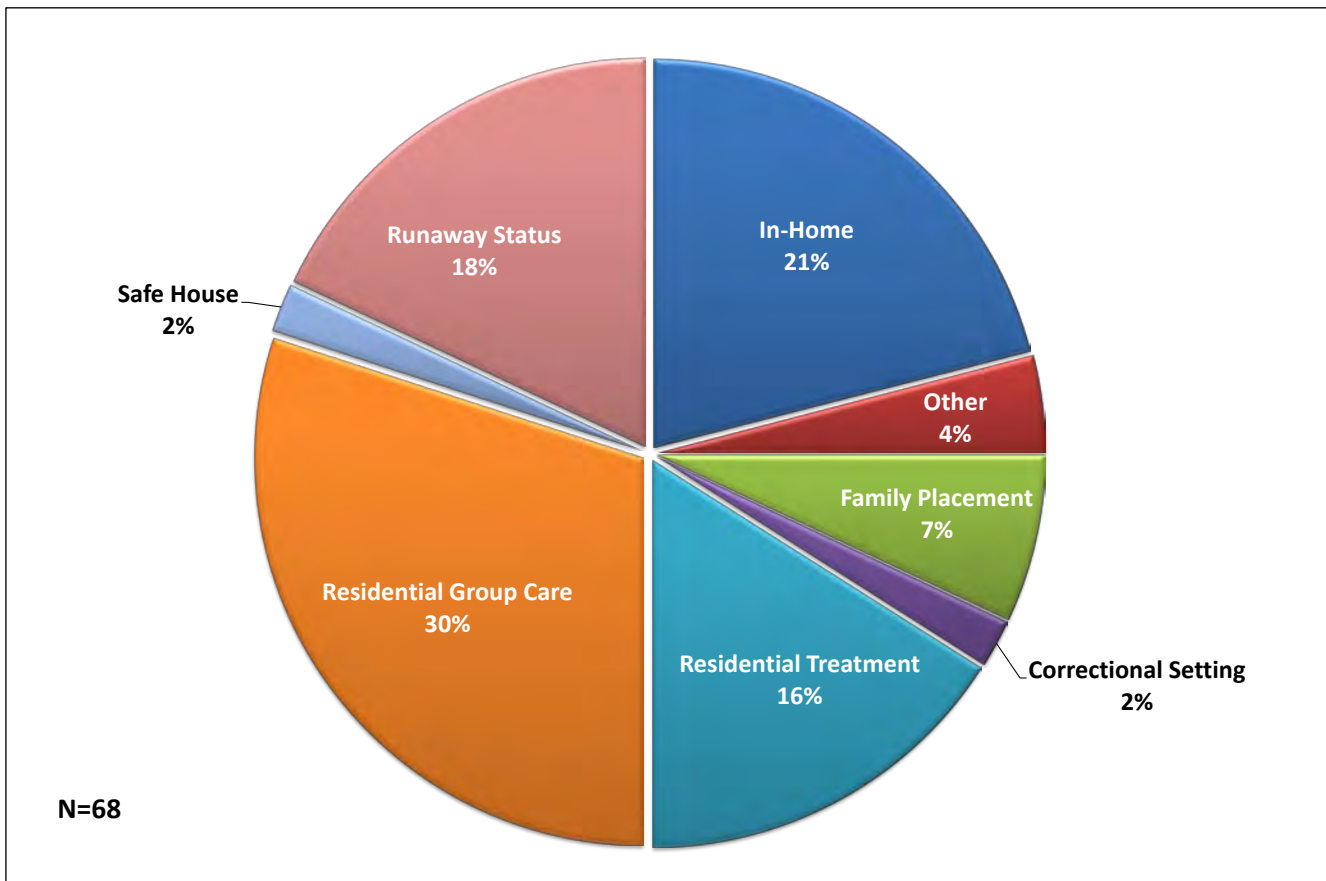
Appendix C

Placement Information

Children may be moved after their initial placement. Of the 170 children that we identified as verified commercial sexual exploitation (CSE) victims, 51 children were removed from their homes and 17 children received services in their homes. Exhibit C-1 shows the placement for these 68 children on the 30th day after the CSE investigation started. The highest percentage, 50%, were in some form of residential setting.⁴⁴ In addition, 18% were on runaway status.

Exhibit C-1

Of the Children Receiving CSE Services, 50% Were in a Residential Setting 30 Days After the Beginning of a CSE Investigation



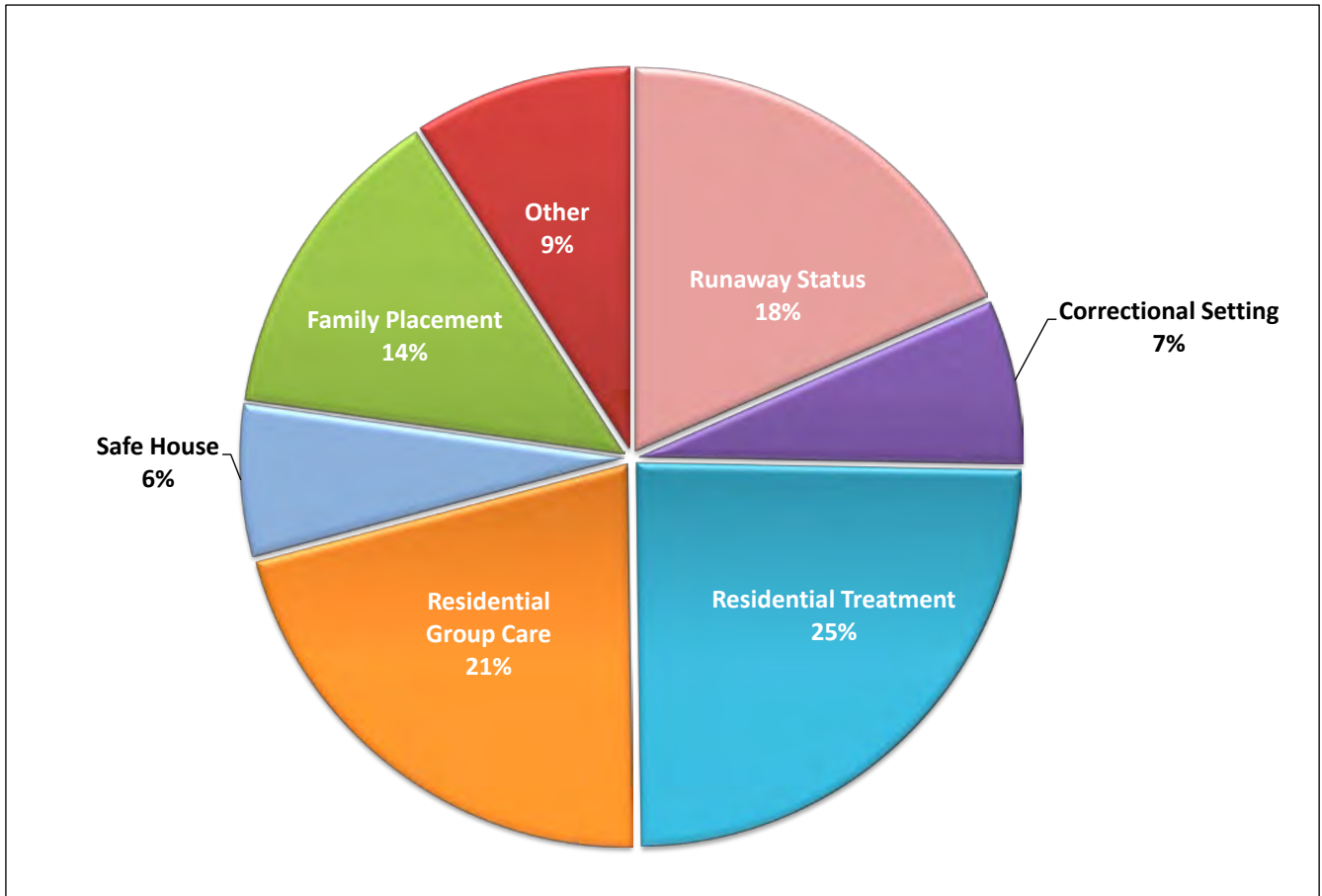
Source: OPPAGA analysis of Department of Children and Families data.

⁴⁴ These residential settings include residential group care, residential treatment, safe houses, and correctional placements. Family placements include adoption, family foster care, and relative or non-relative care.

Exhibit C-2 shows the total percentage of time in placements for the 51 children who were receiving CSE services in out-of-home care.⁴⁵ When looking at all placements for children after CSE investigation, 59% of the total time spent in care was in a residential setting; 14% of the time was spent in family placements.⁴⁶ (See Exhibit C-2.)

Exhibit C-2

Victims Spent 59% of Their Time in Out-of-Home Care in a Residential Setting



Source: OPPAGA analysis of Department of Children and Families data

⁴⁵ To calculate percentage of time, we totaled time spent in every placement for all children from the CSE investigation intake date to the end of either the removal episode closest to the CSE investigation or the end of our follow-up study period (March, 24, 2015).

⁴⁶ These residential settings include residential group care, residential treatment, safe houses, and correctional placements. Family placements include adoption, family foster care, and relative or non-relative care.

Appendix D



State of Florida
Department of Children and Families

Rick Scott
Governor

Mike Carroll
Secretary

June 19, 2015

Mr. R. Philip Twogood, Coordinator
The Florida Legislature
Office of Program Policy Analysis
and Government Accountability
111 West Madison Street, Room 312
Claude Pepper Building
Tallahassee, FL 32399-1475

Dear Coordinator Twogood:

Thank you for sharing the preliminary findings and recommendations of OPPAGA's report: ***State and Local Agencies Are in Initial Stages of Addressing Needs of Child Victims of Commercial Sexual Exploitation.***

As requested, pursuant to s. 11.51(2), *Florida Statutes*, please find attached the Department's official response to this draft.

The Department appreciates the responsiveness of Jennifer Johnson, who has worked closely with the Office of Child Welfare in preparation for this report.

If you have any questions or would like to discuss this response further, please contact Janice Thomas, Assistant Secretary for Child Welfare, at (850) 717-4159.

Sincerely,

Mike Carroll
Secretary

Attachment

cc: David L. Fairbanks, Deputy Secretary, Department of Children and Families
Janice Thomas, Assistant Secretary for Child Welfare, Department of Children and Families
Keith Parks, Inspector General, Department of Children and Families
Melinda Miguel, Chief Inspector General, Executive Office of the Governor

1317 Winewood Boulevard, Tallahassee, Florida 32399-0700

Mission: Protect the Vulnerable, Promote Strong and Economically Self-Sufficient Families, and Advance Personal and Family Recovery and Resiliency



**State of Florida
Department of Children and Families**

Rick Scott
Governor

Mike Carroll
Secretary

**DCF Response to OPPAGA Report:
“State and Local Agencies Are in Initial Stages of Addressing
Needs of Child Victims of Commercial Sexual Exploitation”**

The Department of Children and Families, in partnership with community-based organizations and service providers throughout the state, shares the Legislature’s commitment to helping victims of human trafficking heal from the trauma they have experienced and to change the trajectory of their lives.

As Florida law and federal laws have changed in recent years to decriminalize victims of human trafficking, the Department’s Office of Child Welfare has been recognized by national child welfare officials, child welfare organizations in other states and advocacy organizations throughout the country as a leader in the fight against human trafficking. As they begin to seek new, improved practices and forge new collaborations with law enforcement and in communities, several states continue to request technical assistance from the Florida Department of Children and Families.

During the July 2013-December 2014 time period reviewed by The Florida Legislature Office of Program Policy Analysis & Government Accountability (OPPAGA), the Department significantly enhanced its response to victims of commercial sexual exploitation, including by the following actions:

- the hiring of a Statewide Human Trafficking Prevention Director (November 2013)
- the expansion of collaborations with Community-Based Care (CBC) Lead Agencies, external stakeholders and service providers
- the initiation of rulemaking to implement screening assessment, specialized training and safe house certification requirements of s. 409.1678 and s. 409.1754, *Florida Statutes*
- the expansion and strengthening of training to Florida Abuse Hotline counselors, child protective investigators, dependency case managers and partnering state agencies (Department of Juvenile Justice, Department of Health, Department of Education, Agency for Persons with Disabilities)
- the development with the Department of Juvenile Justice of a new screening tool to assist in identifying sexually exploited children

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- the enhancement of the data collection and reporting about child victims of human trafficking who are served by the Department
- the enhancement of the analysis of data about children at risk of human trafficking and communication with law enforcement, Department regional staff and partnering Community-Based Care lead agencies and service providers.

Although national child welfare leaders have recognized Florida as innovative in its efforts to serve child victims of human trafficking, the Department recognizes the additional efforts needed to fully implement the relatively nascent policies and practices, and to effectively evaluate treatment and services.

The Department's efforts to address human trafficking in Florida have continued since January 2015 with:

- the initiation in April of a 90-day pilot program among child protective investigators in two DCF regions, using the new Human Trafficking Screening Tool prior to statewide implementation
- the finalization of the proposed Florida Administrative Code 65C-43, governing screening and placement tools, training and certification of safe houses/safe foster homes
- the revision of the Maltreatment Index to reflect the new Child Welfare Practice Model, including specific updated guidance on Human Trafficking
- the revision of the Pre-Service Curriculum for child welfare professionals, including a strengthened portion specifically focused on Human Trafficking
- the hiring of three DCF regional human trafficking coordinators in the Northern, Central and Southern parts of the state
- enhanced partnerships with the faith-based community, the non-governmental community and the corporate community to increase the number of beds available to victims of sex trafficking.

In addition, the Department has expedited its implementation of a revision of the Maltreatment Index in order to ensure reports to the Florida Abuse Hotline of alleged commercial sexual exploitation of children are appropriately recorded for investigation. Hotline staff members have received specialized training on human trafficking, and the changes are being made immediately. The changes also will enable easier, automated tallying of the number of victims whose alleged perpetrator was a caregiver or non-caregiver.

Below are specific responses to each recommendation cited in the OPPAGA report.

OPPAGA Conclusions and Recommendations

- *DCF should address its use of maltreatment codes and provide ongoing training on hotline staff protocols to improve tracking and identification of CSE victims.*

The Department is implementing immediate changes to Hotline protocols, building on the training of hotline staff, which began in June 2014 with Shared Hope International. Training for Hotline staff has included a general human trafficking overview and a specialized training for a designated subset. All Hotline counselors receive basic training during their initial onboarding/pre-service training. Approximately 80 Hotline staff attended training by the Statewide Human Trafficking Prevention Director in October and December 2014. An additional 12 Hotline staff completed the six-hour specialized human trafficking training in February 2015. Training will continue for Hotline staff, including additional specialized training and refresher training.

Effective immediately, the Hotline will change the way some reports alleging human trafficking are recorded. The changes are aimed at better identifying and serving victims of human trafficking and will enable easier data collection, particularly for cases involving a parent, legal guardian or other caregiver as the alleged perpetrator.

The changes are a part of revisions being proposed to update the Department's Maltreatment Index to ensure consistency with the Child Welfare Practice Model.

In addition, with the Department's creation of a new Child Welfare Performance and Quality Management Unit, the Department will refine and strengthen the reports of data collected in FSFN and, especially, the analysis of child welfare performance. Specifically for human trafficking victims, the Department has created a report that identifies children at risk of human trafficking based on such factors as multiple missing child reports and prior involvement in prostitution. That report is immediately available daily to the Department's regional criminal justice coordinators and to the CBCs' missing child specialists.

- *DCF and DJJ should ensure that lead agencies and juvenile assessment centers consistently and properly use the newly developed screening instrument.*

The Human Trafficking Screening Tool is the result of several months of research, collaboration and planning among the Department of Children and Families, the Department of Juvenile Justice and stakeholders focused through a workgroup to develop a tool that helps Florida to identify both labor and sex trafficking victims.

To ensure consistent and proper use of the new Human Trafficking Screening Tool, the Department has worked very closely with the Department of Juvenile Justice to develop

and provide training on the tool, which is being used at Juvenile Assessment Centers statewide and is being used in two DCF regions (Northeast and Suncoast) as part of a 90-day pilot. The tool includes an Administration Guide, which identifies the criteria that would lead to screening a potential victim.

The Department's phased implementation is a deliberate effort to ensure appropriate training prior to statewide use of the tool. Feedback from the pilot initiative will inform the statewide implementation and eventual changes to automate the tool in FSFN. The FSFN Change Request Process prioritizes enhancements to FSFN through an evaluation of various criteria and includes multiple users and stakeholders throughout the process of designing and testing the enhancement.

In preparation for the statewide implementation, the Department is developing additional policy guidance and will establish quality assurance measures to assess fidelity.

- *Prioritizing the certification process will ensure that children receive statutorily directed services, as well as serve as the basis for determining appropriate provider rates.*

The Department in November 2014 initiated rulemaking to implement the requirements of s. 409.1754 and s. 409.1678, F.S. Drafted in coordination with the Department's Substance Abuse and Mental Health Program Office and with an invitation to the Agency for Health Care Administration, the proposed 65C-43 has been informed by the Department's regional human trafficking coordinators, regional criminal justice coordinators and preliminary results of the Human Trafficking Screening Tool pilot. The proposed Chapter 65C-43 of Florida Administrative Code is expected to be published in July 2015.

- *To ensure that children achieve both short- and long-term outcomes, the department should assist the lead agencies in identifying effective programs.*

The Office of Child Welfare values the emphasis on trauma-informed, evidence-based services. To assist Community-Based Care Lead Agencies with effective use of the \$3 million SFY 2014-15 appropriation for placement and services for victims of commercial sexual exploitation, the Office of Child Welfare and the Substance Abuse and Mental Health Program Office conducted extensive research on effective services for sexually exploited children. The Department's Statewide Human Trafficking Prevention Director has maintained and regularly distributes to CBCs a list of CSEC providers and specialized trainings.

In addition, the Department has worked closely with Citrus Behavioral Health Network to share evaluation reports of its CHANCE program (Citrus Helping Adolescents Negatively Impacted by Commercial Exploitation). The CHANCE program offers specialized, therapeutic foster homes and is the only CSEC program that has built an independent evaluation of its program model through the State University System.



FLORIDA DEPARTMENT OF JUVENILE JUSTICE

Rick Scott, Governor

Christina K. Daly, Secretary

June 17, 2015

Mr. R. Philip Twogood, Coordinator
 Office of Program Policy Analysis and
 Government Accountability
 111 West Madison Street
 Tallahassee, Florida 32399-1475

Dear Mr. Twogood:

The Department of Juvenile Justice (DJJ) has reviewed the preliminary findings and recommendations of OPPAGA's report on Human Trafficking (Report). Please consider this letter the Department's official response to the preliminary Report, in accordance with subsection 11.51(2), Florida Statutes. The Department does not suggest modification to the Report with regard to the preliminary findings and recommendations relevant to the Department included therein.

Florida is a zero tolerance state for human trafficking and DJJ is steadfast in its efforts to end this modern-day form of slavery. As the Report describes, DJJ has implemented an automated Human Trafficking Screening Tool to be used in all DJJ intake facilities and has worked to train staff to administer the tool using a victim-centered approach. The Department is proud to assist in screening efforts and serve as a safety net for children not previously identified as victims of human trafficking.

A key goal of the agency is to increase identification of victims of human trafficking through staff training and youth screening and to connect victims to appropriate services. DJJ has partnered with the Department of Children and Families to identify victims who are brought into the delinquency system and divert them to the child welfare system when appropriate. DJJ is committed to ongoing improvement of the tool and continuing our work with our sister agency to address this population of youth. Moreover, the Department is dedicated to further collection of data to better understand the scope of trafficking in Florida and the incidence of these youth within the delinquency system.

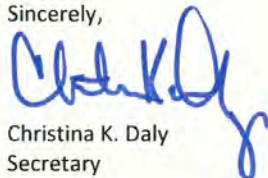
2737 Centerview Drive • Tallahassee, Florida 32399-3100 • (850) 488-1850
<http://www.djj.state.fl.us>

The mission of the Department of Juvenile Justice is to increase public safety by reducing juvenile delinquency through effective prevention, intervention, and treatment services that strengthen families and turn around the lives of troubled youth.

Page Two
Mr. R. Philip Twogood
June 17, 2015

I am pleased to see OPPAGA providing additional insight to this very important issue within Florida as we continue our efforts to improve services to the children involved. Thank you for the opportunity to review your preliminary findings and report.

Sincerely,



Christina K. Daly
Secretary

cc: Mr. Robert Munson, Inspector General, Department of Juvenile Justice
Ms. Meredith Stanfield, Director of Legislative Affairs, Department of Juvenile Justice
Mr. Fred Schuknecht, Chief of Staff, Department of Juvenile Justice
Ms. Melinda Miguel, Chief Inspector General, Executive Office of the Governor

The Florida Legislature

Office of Program Policy Analysis and Government Accountability



OPPAGA provides performance and accountability information about Florida government in several ways.

- [Reports](#) deliver program evaluation and policy analysis to assist the Legislature in overseeing government operations, developing policy choices, and making Florida government more efficient and effective.
- [PolicyCasts](#), short narrated slide presentations, provide bottom-line briefings of findings and recommendations for select reports.
- Government Program Summaries (GPS), an online encyclopedia, www.oppaga.state.fl.us/government, provides descriptive, evaluative, and performance information on more than 200 Florida state government programs.
- [PolicyNotes](#), an electronic newsletter, delivers brief announcements of research reports, conferences, and other resources of interest for Florida's policy research and program evaluation community.
- Visit OPPAGA's website at www.oppaga.state.fl.us

OPPAGA supports the Florida Legislature by providing data, evaluative research, and objective analyses that assist legislative budget and policy deliberations. This project was conducted in accordance with applicable evaluation standards. Copies of this report in print or alternate accessible format may be obtained by telephone (850/488-0021), by FAX (850/487-3804), in person, or by mail (OPPAGA Report Production, Claude Pepper Building, Room 312, 111 W. Madison St., Tallahassee, FL 32399-1475). Cover photo by Mark Foley.

OPPAGA website: www.oppaga.state.fl.us

Project supervised by Jennifer Johnson (850/717-0538)

Project conducted by Cate Cantral, Drucilla Carpenter, Michelle Ciabotti, Anne Cooper, and Emily Leventhal

R. Philip Twogood, Coordinator



Update on Human Trafficking and Implementation of House Bill 7141

House Children, Families and Seniors
Subcommittee

September 17, 2015

HB 7141: Key Elements

- Screening and assessment instruments for child victims of sexual exploitation
- Specialized intensive training for child protective investigators (“CPIs”) and case managers
- Certification process for safe houses and safe foster homes



HB 7141: Key Elements

- Service requirements for specialized residential treatment centers
- Development of local systems and services
- Statewide Council on Human Trafficking
- OPPAGA study



Screening and Assessment Instruments

Law requires:

- DCF to develop or adopt screening and assessment instruments for the:
 - Identification of,
 - Service planning for, and
 - Placement of sexually exploited children.

OPPAGA recommends that DCF should ensure that CBCs consistently and properly use the newly developed screening instrument



Screening and Assessment Instruments

DCF Action:

- Human Trafficking Screening Tool
 - Training and Implementation
 - Pilot in Duval and Hillsborough counties began April 15, 2015
 - Train-the-Trainer sessions scheduled for September-October 2015, for CBCs, Sheriffs and CPIs
 - Reports to Hotline on 48 youths after Screening Tool administered



Screening and Assessment Instruments

DCF Action, continued:

- Placement Tool
 - Draft in development
- Services Assessment Tool
 - Clinical Work Group created to develop tool and identify metrics and outcomes for specialized placements



Specialized Intensive Training

Law requires:

- Specialized intensive training for
 - CPIs
 - Case managers who handle cases involving sexually exploited children
- Assignment of human trafficking cases to the specially trained CPIs and case managers



Specialized Intensive Training

DCF Action:

- Maltreatment coding has been modified for easier data collection
- Specialized Training Offered
 - All regions have held several training sessions
 - 700+ staff have been trained
 - Regions and CBCs maintain master lists of specialized staff who may work Human Trafficking cases and track ongoing training requirements.
 - Hotline Staff Training
 - All staff trained on new coding procedures and maltreatment definitions



Certification Process

Law requires:

- DCF to
 - Create a certification process for safe houses and safe foster homes
 - Inspect safe houses and safe foster homes prior to certification and annually thereafter
 - Specify training for foster parents in the safe foster homes



Certification Process

DCF Action:

- Rulemaking initiated (65C-43, F.A.C.)
 - Stakeholder input included Regional Human Trafficking Coordinators, Regional Criminal Justice Coordinators, CBC Missing Child Specialists, Substance Abuse and Mental Health Program Office, Licensing Specialists
 - Public hearing held August 25, 2015 (including Regions/Circuits and Advocates)



Certification Process

DCF Action:

- Approved foster parent training curriculum
 - CBCs provided information on the approved foster parent curricula by Devereux and Citrus Health Network
 - Citrus and Devereux continue to train foster parents for their programs
 - No CBC has purchased the foster parent curriculum from Citrus Health Network or Devereux to date
- Continued foster parent training and recruitment efforts
 - Barriers identified in recruiting safe foster home beds
 - DCF staff are working with the providers to address and overcome the barriers



Residential Treatment Centers

Law requires:

- Residential treatment centers to provide specialized treatment for sexually exploited children in the custody of the DCF who are placed in these facilities

DCF Action:

- Convened Clinical Work Group to identify:
 - Effective treatments for victims
 - National training experts for the mental health community and establish training cycles throughout the state



Development of Local Systems and Services

Law requires:

- DCF to engage the CBCs to:
 - Assess service needs and system gaps
 - Draft local protocols and procedures
 - Provide a case manager and a case plan for all sexually exploited children residing in “safe houses” or “safe foster homes,” or served in residential treatment centers or hospitals
 - Participate in task forces

OPPAGA recommends DCF should assist the CBCs in identifying effective programs to ensure that children achieve both short- and long-term outcomes.



Development of Local Systems and Services

DCF Action:

- CBC Engagement
 - Participation in Casey Permanency Roundtable (August 2015)
 - Provide ongoing technical assistance to identify the range of services and placements available
 - Connecting CBCs with specific providers
 - Discussing leveraging existing infrastructure of behavioral health services to meet needs of human trafficking victims
 - Providing case-specific recommendations and next steps



Development of Local Systems and Services

DCF Action, continued:

- Task Forces
 - DCF participates in all existing human trafficking task forces statewide
- Safe Houses and Case Management requirements
 - DCF provides training and site visits to CBC staff, as well as safe house leadership and clinical staff
- Behavior Planning
 - Statewide effort to respond to child-specific behavior, such as recruitment prevention
- Community Planning
 - Mandatory reporting education for community entities: schools, providers, law enforcement, etc.



Statewide Council on Human Trafficking

Law requires:

- Goals:
 - Develop recommendations for comprehensive programs and services for victims
 - Work with DCF to create and maintain an inventory of human trafficking programs and services in each county



Statewide Council on Human Trafficking

DCF Action:

- Statewide Council on Human Trafficking--
 - Secretary Carroll serves as Vice Chair
- Services and Resources Committee
 - Secretary Carroll serves as Chairman
- Legislative and Special Projects Committee
 - Secretary Carroll serves as a member
- Examples of DCF Action Items on the Committee
 - Set the agendas and coordinated presentations for all Services and Resources Committee meetings
 - Coordinating needs assessment review of the continuum of care through the Florida Institute of Child Welfare
 - Completed statutorily-required presentation of proposed certification language for Safe Houses and Safe Foster Homes



Developments in Human Trafficking

Next Steps:

- Analysis of impact of prior sexual abuse history on human trafficking victimization
- Support work of Clinical Work Group
- Quality assessment of maltreatment findings in human trafficking investigations



Kimberly Grabert

Statewide Human Trafficking Prevention Director

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An act relating to human trafficking; creating s. 409.1754, F.S.; requiring the Department of Children and Families, in consultation with other agencies, organizations, and individuals, to employ screening and assessment instruments to determine appropriate services for sexually exploited children; providing criteria for placement of such children in safe houses or safe foster homes; permitting certain agencies to use additional assessment instruments; requiring certain employees of the department, community-based care lead agencies, and staff administering the detention risk assessment instrument to receive specialized training; requiring the department and lead agencies to hold multidisciplinary staffings under certain conditions; requiring the department and lead agencies to develop specific plans and protocols; directing the department, the Department of Juvenile Justice, and lead agencies to participate in coalitions, task forces, or similar organizations to coordinate local responses to human trafficking; requiring the department to initiate a local task force under certain circumstances; amending s. 409.1678, F.S.; providing definitions; requiring the department to certify safe houses and safe foster



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26 | homes and certain residential facilities; providing
 27 | requirements for certification as a safe house or safe
 28 | foster home; requiring the department to inspect safe
 29 | houses and safe foster homes; requiring training for
 30 | persons providing services in safe houses and safe
 31 | foster homes; providing rulemaking authority to the
 32 | department; requiring residential treatment centers or
 33 | hospitals to provide specialized treatment; providing
 34 | for service providers to obtain federal or local
 35 | funding under certain conditions; providing for scope
 36 | of availability of services; amending s. 39.524, F.S.;
 37 | providing for review of safe harbor placement of a
 38 | child in a safe house or safe foster home; revising
 39 | criteria for placement; authorizing placement in
 40 | settings other than safe houses and safe foster homes
 41 | under certain conditions; amending ss. 39.401, 796.07,
 42 | and 985.115, F.S.; conforming references; amending s.
 43 | 394.495, F.S.; including trauma-informed services for
 44 | sexually exploited children in the child and
 45 | adolescent mental health system of care; requiring the
 46 | Office of Program Policy Analysis and Government
 47 | Accountability to conduct studies and submit reports
 48 | to the Governor and Legislature; creating s. 16.617,
 49 | F.S.; creating the Statewide Council on Human
 50 | Trafficking; providing for membership, organization,



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51 support, and duties; requiring an annual report;
 52 creating s. 409.997, F.S.; requiring the department to
 53 contract with a specified entity to prepare a plan for
 54 the development and implementation of a comprehensive,
 55 results-oriented accountability program; requiring the
 56 plan to be submitted to the Governor and the
 57 Legislature by a specified date; providing
 58 requirements for the plan and the program; requiring
 59 the department to establish a technical advisory panel
 60 consisting of specified representatives; providing
 61 appropriations and authorizing positions; providing
 62 for a transfer of general revenue funds and
 63 establishing positions; providing an effective date.
 64

65 Be It Enacted by the Legislature of the State of Florida:
 66

67 Section 1. Section 409.1754, Florida Statutes, is created
 68 to read:

69 409.1754 Sexually exploited children; screening and
 70 assessment; training; case management; task forces.-

71 (1) SCREENING AND ASSESSMENT.-

72 (a) The department shall develop or adopt one or more
 73 initial screening and assessment instruments to identify,
 74 determine the needs of, plan services for, and determine the
 75 appropriate placement for sexually exploited children. The



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76 department shall consult state and local agencies,
 77 organizations, and individuals involved in the identification
 78 and care of sexually exploited children when developing or
 79 adopting initial screening and assessment instruments. Initial
 80 screening and assessment instruments shall assess the
 81 appropriate placement of a sexually exploited child, including
 82 whether placement in a safe house or safe foster home is
 83 appropriate, and shall consider, at a minimum, the following
 84 factors:

- 85 1. Risk of the child running away.
- 86 2. Risk of the child recruiting other children into the
 87 commercial sex trade.
- 88 3. Level of the child's attachment to his or her
 89 exploiter.
- 90 4. Level and type of trauma that the child has endured.
- 91 5. Nature of the child's interactions with law
 92 enforcement.
- 93 6. Length of time that the child was sexually exploited.
- 94 7. Extent of any substance abuse by the child.

95 (b) The initial screening and assessment instruments shall
 96 be validated, if possible, and must be used by the department,
 97 juvenile assessment centers as provided in s. 985.135, and
 98 community-based care lead agencies.

99 (c) The department shall adopt rules that specify the
 100 initial screening and assessment instruments to be used and



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101 provide requirements for their use and for the reporting of data
 102 collected through their use.

103 (d) The department, the Department of Juvenile Justice,
 104 and community-based care lead agencies may use additional
 105 assessment instruments in the course of serving sexually
 106 exploited children.

107 (2) TRAINING; CASE MANAGEMENT; TASK FORCES.-

108 (a)1. The department and community-based care lead
 109 agencies shall ensure that cases in which a child is alleged,
 110 suspected, or known to have been sexually exploited are assigned
 111 to child protective investigators and case managers who have
 112 specialized intensive training in handling cases involving a
 113 sexually exploited child. The department and lead agencies shall
 114 ensure that child protective investigators and case managers
 115 receive this training before accepting a case involving a
 116 sexually exploited child.

117 2. The Department of Juvenile Justice shall ensure that
 118 juvenile probation staff or contractors administering the
 119 detention risk assessment instrument pursuant to s. 985.14
 120 receive specialized intensive training in identifying and
 121 serving sexually exploited children.

122 (b) The department and community-based care lead agencies
 123 shall conduct regular multidisciplinary staffings relating to
 124 services provided for sexually exploited children to ensure that
 125 all parties possess relevant information and services are



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126 coordinated across systems. The department or community-based
 127 care lead agency, as appropriate, shall coordinate these
 128 staffings and invite individuals involved in the child's care,
 129 including, but not limited to, the child's guardian ad litem,
 130 juvenile justice system staff, school district staff, service
 131 providers, and victim advocates.

132 (c)1. Each region of the department and each community-
 133 based care lead agency shall jointly assess local service
 134 capacity to meet the specialized service needs of sexually
 135 exploited children and establish a plan to develop the necessary
 136 capacity. Each plan shall be developed in consultation with
 137 local law enforcement officials, local school officials, runaway
 138 and homeless youth program providers, local probation
 139 departments, children's advocacy centers, guardians ad litem,
 140 public defenders, state attorneys' offices, safe houses, and
 141 child advocates and service providers who work directly with
 142 sexually exploited children.

143 2. Each region of the department and each community-based
 144 care lead agency shall establish local protocols and procedures
 145 for working with sexually exploited children which are
 146 responsive to the individual circumstances of each child. The
 147 protocols and procedures shall take into account the varying
 148 types and levels of trauma endured; whether the sexual
 149 exploitation is actively occurring, occurred in the past, or is
 150 inactive but likely to recur; and the differing community



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151 resources and degrees of familial support that are available.
 152 Child protective investigators and case managers must use these
 153 protocols and procedures when working with a sexually exploited
 154 child.

155 (3) LOCAL RESPONSE TO HUMAN TRAFFICKING; TRAINING; TASK
 156 FORCE.-

157 (a) To the extent that funds are available, the local
 158 regional director may provide training to local law enforcement
 159 officials who are likely to encounter sexually exploited
 160 children in the course of their law enforcement duties. Training
 161 shall address the provisions of this section and how to identify
 162 and obtain appropriate services for sexually exploited children.
 163 The local circuit administrator may contract with a not-for-
 164 profit agency with experience working with sexually exploited
 165 children to provide the training. Circuits may work
 166 cooperatively to provide training, which may be provided on a
 167 regional basis. The department shall assist circuits to obtain
 168 available funds for the purpose of conducting law enforcement
 169 training from the Office of Juvenile Justice and Delinquency
 170 Prevention of the United States Department of Justice.

171 (b) Circuit administrators or their designees, chief
 172 probation officers of the Department of Juvenile Justice or
 173 their designees, and the chief operating officers of community-
 174 based care lead agencies or their designees shall participate in
 175 any task force, committee, council, advisory group, coalition,



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176 or other entity in their service area that is involved in
 177 coordinating responses to address human trafficking or sexual
 178 exploitation of children. If such entity does not exist, the
 179 circuit administrator for the department shall initiate one.

180 Section 2. Section 409.1678, Florida Statutes, is amended
 181 to read:

182 (Substantial rewording of section. See
 183 s. 409.1678, F.S., for present text.)

184 409.1678 Specialized residential options for children who
 185 are victims of sexual exploitation.-

186 (1) DEFINITIONS.-As used in this section, the term:

187 (a) "Safe foster home" means a foster home certified by
 188 the department under this section to care for sexually exploited
 189 children.

190 (b) "Safe house" means a group residential placement
 191 certified by the department under this section to care for
 192 sexually exploited children.

193 (c) "Sexually exploited child" means a child who has
 194 suffered sexual exploitation as defined in s. 39.01(67)(g) and
 195 is ineligible for relief and benefits under the federal
 196 Trafficking Victims Protection Act, 22 U.S.C. ss. 7101 et seq.

197 (2) CERTIFICATION OF SAFE HOUSES AND SAFE FOSTER HOMES.-

198 (a) A safe house and a safe foster home shall provide a
 199 safe, separate, and therapeutic environment tailored to the
 200 needs of sexually exploited children who have endured



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201 significant trauma. Safe houses and safe foster homes shall use
 202 a model of treatment that includes strength-based and trauma-
 203 informed approaches.

204 (b) A safe house or a safe foster home must be certified
 205 by the department. A residential facility accepting state funds
 206 appropriated to provide services to sexually exploited children
 207 or child victims of sex trafficking must be certified by the
 208 department as a safe house or a safe foster home. An entity may
 209 not use the designation "safe house" or "safe foster home" and
 210 hold itself out as serving sexually exploited children unless
 211 the entity is certified under this section.

212 (c) To be certified, a safe house must hold a license as a
 213 residential child-caring agency, as defined in s. 409.175, and a
 214 safe foster home must hold a license as a family foster home, as
 215 defined in s. 409.175. A safe house or safe foster home must
 216 also:

217 1. Use strength-based and trauma-informed approaches to
 218 care, to the extent possible and appropriate.

219 2. Serve exclusively one sex.

220 3. Group sexually exploited children by age or maturity
 221 level.

222 4. Care for sexually exploited children in a manner that
 223 separates those children from children with other needs. Safe
 224 houses and safe foster homes may care for other populations if
 225 the children who have not experienced sexual exploitation do not



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226 interact with children who have experienced sexual exploitation.

227 5. Have awake staff members on duty 24 hours a day, if a
 228 safe house.

229 6. Provide appropriate security through facility design,
 230 hardware, technology, staffing, and siting, including, but not
 231 limited to, external video monitoring or door exit alarms, a
 232 high staff-to-client ratio, or being situated in a remote
 233 location that is isolated from major transportation centers and
 234 common trafficking areas.

235 7. Meet other criteria established by department rule,
 236 which may include, but are not limited to, personnel
 237 qualifications, staffing ratios, and types of services offered.

238 (d) Safe houses and safe foster homes shall provide
 239 services tailored to the needs of sexually exploited children
 240 and shall conduct a comprehensive assessment of the service
 241 needs of each resident. In addition to the services required to
 242 be provided by residential child caring agencies and family
 243 foster homes, safe houses and safe foster homes must provide,
 244 arrange for, or coordinate, at a minimum, the following
 245 services:

- 246 1. Victim-witness counseling.
- 247 2. Family counseling.
- 248 3. Behavioral health care.
- 249 4. Treatment and intervention for sexual assault.
- 250 5. Education tailored to the child's individual needs,



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251 | including remedial education if necessary.

252 | 6. Life skills training.

253 | 7. Mentoring by a survivor of sexual exploitation, if
 254 | available and appropriate for the child.

255 | 8. Substance abuse screening and, when necessary, access
 256 | to treatment.

257 | 9. Planning services for the successful transition of each
 258 | child back to the community.

259 | 10. Activities structured in a manner that provides
 260 | sexually exploited children with a full schedule.

261 | (e) The community-based care lead agencies shall ensure
 262 | that foster parents of safe foster homes and staff of safe
 263 | houses complete intensive training regarding, at a minimum, the
 264 | needs of sexually exploited children, the effects of trauma and
 265 | sexual exploitation, and how to address those needs using
 266 | strength-based and trauma-informed approaches. The department
 267 | shall specify the contents of this training by rule and may
 268 | develop or contract for a standard curriculum. The department
 269 | may establish by rule additional criteria for the certification
 270 | of safe houses and safe foster homes that shall address the
 271 | security, therapeutic, social, health, and educational needs of
 272 | sexually exploited children.

273 | (f) The department shall inspect safe houses and safe
 274 | foster homes before certification and annually thereafter to
 275 | ensure compliance with the requirements of this section. The



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276 department may place a moratorium on referrals and may revoke
 277 the certification of a safe house or safe foster home that fails
 278 at any time to meet the requirements of, or rules adopted under,
 279 this section.

280 (g) The certification period for safe houses and safe
 281 foster homes shall run concurrently with the terms of their
 282 licenses.

283 (3) SERVICES WITHIN A RESIDENTIAL TREATMENT CENTER OR
 284 HOSPITAL.—No later than July 1, 2015, residential treatment
 285 centers licensed under s. 394.875, and hospitals licensed under
 286 chapter 395 that provide residential mental health treatment,
 287 shall provide specialized treatment for sexually exploited
 288 children in the custody of the department who are placed in
 289 these facilities pursuant to s. 39.407(6), s. 394.4625, or s.
 290 394.467. The specialized treatment must meet the requirements of
 291 subparagraphs (2)(c)1. and 3.-7., paragraph (2)(d), and the
 292 department's treatment standards adopted pursuant to this
 293 section. The facilities shall ensure that children are served in
 294 single-sex groups and that staff working with such children are
 295 adequately trained in the effects of trauma and sexual
 296 exploitation, the needs of sexually exploited children, and how
 297 to address those needs using strength-based and trauma-informed
 298 approaches.

299 (4) FUNDING FOR SERVICES; CASE MANAGEMENT.—

300 (a) This section does not prohibit any provider of



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301 services for sexually exploited children from appropriately
 302 billing Medicaid for services rendered, from contracting with a
 303 local school district for educational services, or from
 304 obtaining federal or local funding for services provided, as
 305 long as two or more funding sources do not pay for the same
 306 specific service that has been provided to a child.

307 (b) The lead agency shall ensure that all sexually
 308 exploited children residing in safe houses or safe foster homes
 309 or served in residential treatment centers or hospitals pursuant
 310 to subsection (3) have a case manager and a case plan, whether
 311 or not the child is a dependent child.

312 (5) SCOPE OF AVAILABILITY OF SERVICES.—To the extent
 313 possible provided by law and with authorized funding, the
 314 services specified in this section may be available to all
 315 sexually exploited children whether such services are accessed
 316 voluntarily, as a condition of probation, through a diversion
 317 program, through a proceeding under chapter 39, or through a
 318 referral from a local community-based care or social service
 319 agency.

320 Section 3. Section 39.524, Florida Statutes, is amended to
 321 read:

322 39.524 Safe-harbor placement.—

323 (1) Except as provided in s. 39.407 or s. 985.801, a
 324 dependent child 6 years of age or older who has been found to be
 325 a victim of sexual exploitation as defined in s. 39.01(67)(g)



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326 | must be assessed for placement in a safe house or safe foster
327 | home as provided in s. 409.1678 using the initial screening and
328 | assessment instruments provided in s. 409.1754(1). The
329 | ~~assessment shall be conducted by the department or its agent and~~
330 | ~~shall incorporate and address current and historical information~~
331 | ~~from any law enforcement reports; psychological testing or~~
332 | ~~evaluation that has occurred; current and historical information~~
333 | ~~from the guardian ad litem, if one has been assigned; current~~
334 | ~~and historical information from any current therapist, teacher,~~
335 | ~~or other professional who has knowledge of the child and has~~
336 | ~~worked with the child; and any other information concerning the~~
337 | ~~availability and suitability of safe-house placement.~~ If such
338 | placement is determined to be appropriate for the child as a
339 | result of this assessment, the child may be placed in a safe
340 | house or safe foster home, if one is available. However, the
341 | child may be placed in another setting, if the other setting is
342 | more appropriate to the child's needs or if a safe house or safe
343 | foster home is unavailable, as long as the child's behaviors are
344 | managed so as not to endanger other children served in that
345 | setting ~~As used in this section, the term "available" as it~~
346 | ~~relates to a placement means a placement that is located within~~
347 | ~~the circuit or otherwise reasonably accessible.~~

348 | (2) The results of the assessment described in s.
349 | 409.1754(1) subsection (1) and the actions taken as a result of
350 | the assessment must be included in the next judicial review of



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351 | the child. At each subsequent judicial review, the court must be
 352 | advised in writing of the status of the child's placement, with
 353 | special reference regarding the stability of the placement and
 354 | the permanency planning for the child.

355 | (3) (a) By December 1 of each year, the department shall
 356 | report to the Legislature on the placement of children in safe
 357 | houses and safe foster homes during the year, including the
 358 | criteria used to determine the placement of children, the number
 359 | of children who were evaluated for placement, the number of
 360 | children who were placed based upon the evaluation, and the
 361 | number of children who were not placed.

362 | (b) The department shall maintain data specifying the
 363 | number of children who were referred to a safe house or safe
 364 | foster home for whom placement was unavailable and the counties
 365 | in which such placement was unavailable. The department shall
 366 | include this data in its report under this subsection so that
 367 | the Legislature may consider this information in developing the
 368 | General Appropriations Act.

369 | Section 4. Paragraph (b) of subsection (2) and paragraph
 370 | (b) of subsection (3) of section 39.401, Florida Statutes, are
 371 | amended to read:

372 | 39.401 Taking a child alleged to be dependent into
 373 | custody; law enforcement officers and authorized agents of the
 374 | department.-

375 | (2) If the law enforcement officer takes the child into



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376 custody, that officer shall:

377 (b) Deliver the child to an authorized agent of the
 378 department, stating the facts by reason of which the child was
 379 taken into custody and sufficient information to establish
 380 probable cause that the child is abandoned, abused, or
 381 neglected, or otherwise dependent. For such a child for whom
 382 there is also probable cause to believe he or she has been
 383 sexually exploited, the law enforcement officer shall deliver
 384 the child to the department. ~~The department may place the child~~
 385 ~~in an appropriate short-term safe house as provided for in s.~~
 386 ~~409.1678 if a short-term safe house is available.~~

387
 388 For cases involving allegations of abandonment, abuse, or
 389 neglect, or other dependency cases, within 3 days after such
 390 release or within 3 days after delivering the child to an
 391 authorized agent of the department, the law enforcement officer
 392 who took the child into custody shall make a full written report
 393 to the department.

394 (3) If the child is taken into custody by, or is delivered
 395 to, an authorized agent of the department, the agent shall
 396 review the facts supporting the removal with an attorney
 397 representing the department. The purpose of the review is to
 398 determine whether there is probable cause for the filing of a
 399 shelter petition.

400 (b) If the facts are sufficient and the child has not been



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401 returned to the custody of the parent or legal custodian, the
 402 department shall file the petition and schedule a hearing, and
 403 the attorney representing the department shall request that a
 404 shelter hearing be held within 24 hours after the removal of the
 405 child. While awaiting the shelter hearing, the authorized agent
 406 of the department may place the child in licensed shelter care,
 407 ~~or in a short-term safe house if the child is a sexually~~
 408 ~~exploited child,~~ or may release the child to a parent or legal
 409 custodian or responsible adult relative or the adoptive parent
 410 of the child's sibling who shall be given priority consideration
 411 over a licensed placement, or a responsible adult approved by
 412 the department if this is in the best interests of the child.
 413 Placement of a child which is not in a licensed shelter must be
 414 preceded by a criminal history records check as required under
 415 s. 39.0138. In addition, the department may authorize placement
 416 of a housekeeper/homemaker in the home of a child alleged to be
 417 dependent until the parent or legal custodian assumes care of
 418 the child.

419 Section 5. Subsection (6) of section 796.07, Florida
 420 Statutes, is amended to read:

421 796.07 Prohibiting prostitution and related acts.—

422 (6) A person who violates paragraph (2)(f) shall be
 423 assessed a civil penalty of \$5,000 if the violation results in
 424 any judicial disposition other than acquittal or dismissal. Of
 425 the proceeds from each penalty assessed under this subsection,



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426 the first \$500 shall be paid to the circuit court administrator
 427 for the sole purpose of paying the administrative costs of
 428 treatment-based drug court programs provided under s. 397.334.
 429 The remainder of the penalty assessed shall be deposited in the
 430 Operations and Maintenance Trust Fund of the Department of
 431 Children and Family Services for the sole purpose of funding
 432 safe houses and safe foster homes ~~short-term safe houses~~ as
 433 provided in s. 409.1678.

434 Section 6. Paragraph (b) of subsection (2) of section
 435 985.115, Florida Statutes, is amended to read:

436 985.115 Release or delivery from custody.—

437 (2) Unless otherwise ordered by the court under s. 985.255
 438 or s. 985.26, and unless there is a need to hold the child, a
 439 person taking a child into custody shall attempt to release the
 440 child as follows:

441 (b) Contingent upon specific appropriation, to a shelter
 442 approved by the department or to an authorized agent ~~or short-~~
 443 ~~term safe house under s. 39.401(2)(b).~~

444 Section 7. Paragraph (p) is added to subsection (4) of
 445 section 394.495, Florida Statutes, to read:

446 394.495 Child and adolescent mental health system of care;
 447 programs and services.—

448 (4) The array of services may include, but is not limited
 449 to:

450 (p) Trauma-informed services for children who have



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451 suffered sexual exploitation as defined in s. 39.01(67)(g).
452 Section 8. The Office of Program Policy Analysis and
453 Government Accountability shall conduct an annual study on
454 commercial sexual exploitation of children in the state. The
455 study shall assess the extent of commercial sexual exploitation
456 of children, including, but not limited to, its prevalence in
457 various regions of the state. The study shall also identify
458 specialized services needed by sexually exploited children and
459 any gaps in the availability of such services by region,
460 including, but not limited to, residential services and
461 specialized therapies. The study shall analyze the effectiveness
462 of safe houses, safe foster homes, residential treatment centers
463 and hospitals with specialized programs for sexually exploited
464 children, and other residential options for serving sexually
465 exploited children in addressing their safety, therapeutic,
466 health, educational, and emotional needs, including, but not
467 limited to, the nature and appropriateness of subsequent
468 placements, extent of sexual exploitation postplacement, and
469 educational attainment. The study shall also include the number
470 of children involuntarily committed to treatment facilities who
471 are victims of sexual exploitation and the outcomes of those
472 children for the 3 years after completion of inpatient
473 treatment. All state agencies and contractors receiving state
474 funds of any kind shall comply with each request for data and
475 information from the Office of Program Policy Analysis and



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476 Government Accountability. By July 1 of each year, beginning in
 477 2015, the Office of Program Policy Analysis and Government
 478 Accountability shall report its findings to the Governor, the
 479 President of the Senate, and the Speaker of the House of
 480 Representatives.

481 Section 9. Section 16.617, Florida Statutes, is created to
 482 read:

483 16.617 Statewide Council on Human Trafficking; creation;
 484 membership; duties.—

485 (1) CREATION.—There is created the Statewide Council on
 486 Human Trafficking within the Department of Legal Affairs. The
 487 council is created for the purpose of enhancing the development
 488 and coordination of state and local law enforcement and social
 489 services responses to fight commercial sexual exploitation as a
 490 form of human trafficking and to support victims.

491 (2) MEMBERSHIP.—

492 (a) The council shall consist of the following members:

493 1. The Attorney General, or a designee, who shall serve as
 494 chair.

495 2. The Secretary of Children and Families, or a designee,
 496 who shall serve as vice chair.

497 3. The State Surgeon General, or a designee.

498 4. The Secretary of Health Care Administration, or a
 499 designee.



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- 500 5. The executive director of the Department of Law
501 Enforcement, or a designee.
- 502 6. The Secretary of Juvenile Justice, or a designee.
- 503 7. The Commissioner of Education, or a designee.
- 504 8. One member of the Senate appointed by the President of
505 the Senate.
- 506 9. One member of the House of Representatives appointed by
507 the Speaker of the House of Representatives.
- 508 10. An elected sheriff appointed by the Attorney General.
- 509 11. An elected state attorney appointed by the Attorney
510 General.
- 511 12. Two members appointed by the Governor, and two members
512 appointed by the Attorney General, who have professional
513 experience to assist the council in the development of care and
514 treatment options for victims of human trafficking.
- 515 (b) Each member shall be appointed to a 4-year term.
516 However, for the purpose of achieving staggered terms, the
517 members initially appointed by the Attorney General, the
518 President of the Senate, and the Speaker of the House of
519 Representatives shall each serve a 2-year term. All subsequent
520 appointments shall be for 4-year terms. Any vacancy shall be
521 filled in the same manner as the original appointment for the
522 remainder of the unexpired term.
- 523 (c) A member may not receive a commission, fee, or
524 financial benefit in connection with serving on the council.



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525 Council members may be reimbursed for per diem and travel
 526 expenses in accordance with s. 112.061 by the state agency that
 527 the member represents. If a member is not affiliated with a
 528 state agency, the member shall be reimbursed by the Department
 529 of Legal Affairs.

530 (3) ORGANIZATION AND SUPPORT.—

531 (a) The first meeting of the council shall be held no
 532 later than September 1, 2014. Thereafter, the council shall meet
 533 at least once each calendar quarter. Meetings may be held via
 534 teleconference or other electronic means.

535 (b) A majority of the members of the council shall
 536 constitute a quorum.

537 (c) The Department of Legal Affairs shall provide the
 538 council with staff necessary to assist the council in the
 539 performance of its duties.

540 (4) DUTIES.—The council shall:

541 (a) Develop recommendations for comprehensive programs and
 542 services for victims of human trafficking to include
 543 recommendations for certification criteria for safe houses and
 544 safe foster homes.

545 (b) Make recommendations for apprehending and prosecuting
 546 traffickers and enhancing coordination of responses.

547 (c) Annually hold a statewide policy summit in conjunction
 548 with an institution of higher learning in this state.



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549 (d) Work with the Department of Children and Families to
 550 create and maintain an inventory of human trafficking programs
 551 and services in each county, including, but not limited to,
 552 awareness programs and victim assistance services, which can be
 553 used to determine how to maximize existing resources and address
 554 unmet needs and emerging trends.

555 (e) Develop policy recommendations that advance the duties
 556 of the council and further the efforts to combat human
 557 trafficking in our state.

558 (5) REPORT.—By October 31 of each year, beginning in 2015,
 559 the council shall submit a report to the President of the Senate
 560 and the Speaker of the House of Representatives summarizing the
 561 accomplishments of the council during the preceding fiscal year
 562 and making recommendations regarding the development and
 563 coordination of state and local law enforcement and social
 564 services responses to fight human trafficking and support
 565 victims.

566 Section 10. Section 409.997, Florida Statutes, is created
 567 to read:

568 409.997 Child welfare results-oriented accountability
 569 program.—

570 (1) The department, the community-based care lead
 571 agencies, and the lead agencies' subcontractors share the
 572 responsibility for achieving the outcome goals specified in s.
 573 409.986(2).



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574 (2) The department shall contract with a qualified
 575 consultant or organization with expertise in child welfare by
 576 August 31, 2014, to prepare a plan for development and
 577 implementation of a comprehensive, results-oriented
 578 accountability program consistent with this section. The plan,
 579 which must be submitted to the Governor, the President of the
 580 Senate, and the Speaker of the House by February 1, 2015, shall:

581 (a) Identify essential data sets;
 582 (b) Assess the availability and validity of essential
 583 data;
 584 (c) Propose options for aggregating the available data;
 585 (d) Specify valid and reliable measures for each outcome
 586 goal;
 587 (e) Describe specific steps and analytical procedures
 588 necessary for the computation of the outcome measures;
 589 (f) Propose formats, presentations, and other methods of
 590 disseminating the accountability information;
 591 (g) Describe specific activities and procedures for
 592 integrating the accountability information into the quality
 593 assurance and performance monitoring activities of the
 594 department and its child welfare partner organizations;
 595 (h) Propose a timeline and work plan for implementation of
 596 the accountability program and provide an estimate of associated
 597 costs; and
 598 (i) Identify any other significant considerations that may



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599 have a material effect on the implementation of the
600 accountability program required by this section.

601
602 This subsection expires June 30, 2015.

603 (3) The purpose of the results-oriented accountability
604 program is to monitor and measure the use of resources, the
605 quality and amount of services provided, and child and family
606 outcomes. The program includes data analysis, research review,
607 and evaluation. The program shall produce an assessment of
608 individual entities' performance, as well as the performance of
609 groups of entities working together on a local, regional, and
610 statewide basis to provide an integrated system of care. Data
611 analyzed and communicated through the accountability program
612 shall inform the department's development and maintenance of an
613 inclusive, interactive, and evidence-supported program of
614 quality improvement which promotes individual skill building as
615 well as organizational learning. Additionally, outcome data
616 generated by the program may be used as the basis for payment of
617 performance incentives if funds for such payments are made
618 available through the General Appropriations Act. The
619 information compiled and utilized in the accountability program
620 must incorporate, at a minimum:

621 (a) Valid and reliable outcome measures for each of the
622 goals specified in this subsection. The outcome data set must
623 consist of a limited number of understandable measures using



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624 available data to quantify outcomes as children move through the
625 system of care. Such measures may aggregate multiple variables
626 that affect the overall achievement of the outcome goals. Valid
627 and reliable measures must be based on adequate sample sizes, be
628 gathered over suitable time periods, and reflect authentic
629 rather than spurious results, and may not be susceptible to
630 manipulation.

631 (b) Regular and periodic monitoring activities that track
632 the identified outcome measures on a statewide, regional, and
633 provider-specific basis. Monitoring reports must identify trends
634 and chart progress toward achievement of the goals specified in
635 this subsection. The accountability program may not rank or
636 compare performance among community-based care regions unless
637 adequate and specific adjustments are adopted which account for
638 the diversity in regions' demographics, resources, and other
639 relevant characteristics. The requirements of the monitoring
640 program may be incorporated into the department's quality
641 assurance program.

642 (c) An analytical framework that builds on the results of
643 the outcomes monitoring procedures and assesses the statistical
644 validity of observed associations between child welfare
645 interventions and the measured outcomes. The analysis must use
646 quantitative methods to adjust for variations in demographic or
647 other conditions. The analysis must include longitudinal studies
648 to evaluate longer term outcomes, such as continued safety,



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649 family permanence, and transition to self-sufficiency. The
650 analysis may also include qualitative research methods to
651 provide insight into statistical patterns.

652 (d) A program of research review to identify interventions
653 that are supported by evidence as causally linked to improved
654 outcomes.

655 (e) An ongoing process of evaluation to determine the
656 efficacy and effectiveness of various interventions. Efficacy
657 evaluation is intended to determine the validity of a causal
658 relationship between an intervention and an outcome.
659 Effectiveness evaluation is intended to determine the extent to
660 which the results can be generalized.

661 (f) Procedures for making the results of the
662 accountability program transparent for all parties involved in
663 the child welfare system as well as policymakers and the public,
664 which shall be updated at least quarterly and published on the
665 department's website in a manner that allows custom searches of
666 the performance data. The presentation of the data shall provide
667 a comprehensible, visual report card for the state and each
668 community-based care region, indicating the current status of
669 the outcomes relative to each goal and trends in that status
670 over time. The presentation shall identify and report outcome
671 measures that assess the performance of the department, the
672 community-based care lead agencies, and their subcontractors
673 working together to provide an integrated system of care.



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674 (g) An annual performance report that is provided to
675 interested parties including the dependency judge or judges in
676 the community-based care service area. The report shall be
677 submitted to the Governor, the President of the Senate, and the
678 Speaker of the House of Representatives by October 1 of each
679 year.

680 (4) Subject to a specific appropriation to implement the
681 accountability program developed under subsection (2), the
682 department shall establish a technical advisory panel consisting
683 of representatives from the Florida Institute for Child Welfare
684 established pursuant to s. 1004.615, lead agencies, community-
685 based care providers, other contract providers, community
686 alliances, and family representatives. The President of the
687 Senate and the Speaker of the House of Representatives shall
688 each appoint a member to serve as a legislative liaison to the
689 panel. The technical advisory panel shall advise the department
690 on the implementation of the results-oriented accountability
691 program.

692 Section 11. In the event that SB 1666 or similar
693 legislation is passed during the 2014 Legislative Session and
694 becomes law, and such legislation creates s. 409.997, Florida
695 Statutes, the provisions of this act which create s. 409.997,
696 Florida Statutes, shall supersede the provisions of SB 1666. For
697 the 2014-2015 fiscal year, the recurring sum of \$4.8 million is
698 appropriated from the General Revenue Fund to implement s.



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699 39.5085(2)(a)3., Florida Statutes, as part of the Relative
 700 Caregiver Program as provided in SB 1666, if such legislation or
 701 similar legislation is passed during the 2014 Legislative
 702 Session and becomes law. For the 2014-2015 fiscal year, the
 703 recurring sum of \$400,000 is appropriated from the General
 704 Revenue Fund for travel, per diem, and other expenses for the
 705 critical incident rapid response teams created pursuant to s.
 706 39.2015, Florida Statutes, as provided in SB 1666, if such
 707 legislation or similar legislation is passed during the 2014
 708 Legislative Session and becomes law. Two full-time equivalent
 709 positions, associated salary rate of 171,500, along with the
 710 recurring sum of \$257,670 and nonrecurring sum of \$7,330 are
 711 appropriated from the General Revenue Fund to establish the
 712 assistant secretary and administrative support positions as
 713 provided in SB 1666, if such legislation or similar legislation
 714 is passed during the 2014 Legislative Session and becomes law.
 715 There is also appropriated the nonrecurring sums from the
 716 General Revenue Fund of \$500,000 for the Student Loan
 717 Forgiveness Program as provided in SB 1666, if such legislation
 718 or similar legislation is passed during the 2014 Legislative
 719 Session and becomes law, and \$300,000 to contract for child
 720 welfare results-oriented accountability system outcomes as
 721 provided in this act.

722 Section 12. For the 2014-2015 fiscal year, the Department
 723 of Children and Families may request a budget amendment pursuant



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724 to chapter 216, Florida Statutes, to transfer no more than \$3
 725 million in general revenue funds between Specific Appropriations
 726 323 through 342 of the 2014-2015 General Appropriations Act, HB
 727 5001, in order to implement the provisions of this act. Three
 728 full-time equivalent positions with associated salary rate of
 729 116,427 are established to implement the provisions of this act.

730 Section 13. This act shall take effect July 1, 2014.