FOR CONSIDERATION By the Committee on Children, Families, and Elder Affairs

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A bill to be entitled

An act relating to human trafficking; creating s.

409.1754; requiring the department to develop or adopt initial screening and assessment instruments; specifying the process for the department to develop or adopt initial screening and assessment instruments; providing criteria for placement in safe houses or safe foster homes; allowing entities to use additional initial screening and assessment instruments; requiring the department, community-based care lead agencies, and staff administering the detention risk assessment instrument to receive specified training; requiring the department and lead agencies to hold multidisciplinary staffings under certain conditions; requiring the department and lead agencies to develop

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 attempt to initiate a task force if none is active in a local area; amending s. 409.1678; providing definitions; authorizing the Department of

specific plans and protocols; directing the

foster homes; providing requirements for certification as safe houses and safe foster homes; allowing the department to certify a secure safe house to operate

Children and Families to certify safe houses and safe

secure safe house pilot program; amending s. 39.524;

as a pilot program; providing requirements for the

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providing for review of appropriateness of safe harbor placement in both safe houses and safe foster homes; amending criteria for placement; authorizing placement in settings other than safe houses and safe foster homes under certain conditions; requiring the Office of Program Policy Analysis and Government Accountability to conduct a study on commercial exploitation of children in Florida and related topics; creating s. 39.4072; providing for placement for evaluation in a secure safe house if certain criteria is met; specifying the process for evaluating whether a child meets criteria for placement for treatment in a secure safe house; creating s. 39.4074; authorizing the department to file a petition for placement in a secure safe house if the child is evaluated to meet criteria; providing for court determination; requiring reporting on a child's treatment progress in a secure safe house; providing for court review; providing an effective date.

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

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

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409.1754 Sexually Exploited Children; Screening and Assessment; Training; Case Management; Task Forces.—

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(1) SCREENING AND ASSESSMENT.-

57 58 (a) The department shall develop or adopt one or more initial screening and assessment instruments to identify,

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determine the needs of, plan services for, and identify appropriate placement for sexually exploited children. The department shall consult state and local agencies, organizations, and individuals involved in the identification and care of sexually exploited children in developing or adopting the initial screening and assessment instruments. The initial screening and assessment instruments shall include assessment of appropriate placement, including whether placement in a safe house or safe foster home is appropriate, and shall consider, at a minimum, the following factors:

- 1. Risk of the sexually exploited child running away.
- 2. Risk of the sexually exploited child recruiting other children into the commercial sex trade.
- 3. Level of the sexually exploited child's attachment to his or her exploiter.
- 4. Level and type of trauma that the sexually exploited child has endured.
- $\underline{\text{5. Nature of the sexually exploited child's interactions}}$  with law enforcement.
  - 6. Length of time that the child was sexually exploited.
- 7. Extent of any substance abuse by the sexually exploited child.
- (b) The initial screening and assessment instruments shall be validated if possible and must be used by the department, juvenile assessment centers as provided in s. 985.135, and community-based care lead agencies.
- (c) The department shall establish rules specifying the initial screening and assessment instruments to be used, the requirements for their use, and the reporting of data collected

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through them.

(d) The department, the Department of Juvenile Justice, and community-based care lead agencies are not precluded from using additional assessment instruments in the course of serving sexually exploited children.

- (2) TRAINING; CASE MANAGEMENT; TASK FORCES.—
- (a) 1. The department and community-based care lead agencies shall ensure that cases in which a child is alleged, suspected, or known to have been sexually exploited are assigned to child protective investigators and case managers who have specialized intensive training in handling cases involving a sexually exploited child. The department and lead agencies shall ensure that child protective investigators and case managers, respectively, receive this training prior to accepting any case involving a sexually exploited child.
- 2. The Department of Juvenile Justice shall ensure that juvenile probation staff or contractors administering the detention risk assessment instrument receive specialized intensive training in identifying and serving sexually exploited children.
- (b) The department and community-based care lead agencies shall conduct regular multidisciplinary staffings for sexually exploited children to ensure that all relevant information is known to all parties and that services are coordinated across systems. The department or community-based care lead agency, as appropriate, shall coordinate these staffings and invite individuals involved in the child's care. This may include, but is not limited to, the child's guardian ad litem, juvenile justice system staff, school district staff, service providers,

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and victim advocates.

(c)1. Each region of the department and each community-based care lead agency shall jointly assess local service capacity to meet the specialized service needs of sexually exploited children and establish a plan to develop capacity.

Each plan shall be developed in consultation with local law enforcement officials, local school officials, runaway and homeless youth program providers, local probation departments, children's advocacy centers, public defenders, state attorney's offices, safe houses, and child advocates and services providers who work directly with sexually exploited children.

- 2. Each region of the department and each community-based care lead agency shall establish local protocols and procedures for working with sexually exploited children which are responsive to the individual circumstances of each child. The protocols and procedures shall take into account the varying types and levels of trauma endured; whether the sexual exploitation is actively occurring, occurred in the past, or inactive but likely to reoccur; and the differing community resources and degrees of familial support that may be available. Child protective investigators and case managers must use the protocols and procedures when working with a sexually exploited child.
- (3) (a) The local regional director may, to the extent that funds are available, provide training to local law enforcement officials who are likely to encounter sexually exploited children in the course of their law enforcement duties. Training shall address the provisions of this section and how to identify and obtain appropriate services for sexually exploited children.

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146 The local circuit administrator may contract with a not-for-

profit agency having experience working with sexually exploited

children to provide the training. Circuits may work

cooperatively to provide training, which may be provided on a

regional basis. The department shall assist circuits to obtain

any available funds for the purposes of conducting law

enforcement training from the Office of Juvenile Justice and

Delinquency Prevention of the United States Department of

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(b) Circuit administrators or their designees, chief probation officers of the Department of Juvenile Justice or their designees, and the chief operating officers of community based care lead agencies or their designees shall participate in any task force, committee, council, advisory group, coalition, or other entity active in their service area for coordinating responses to address human trafficking or sexual exploitation of children. If no such entity exists, the circuit administrator for the department shall work to initiate one.

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

(Substantial rewording of section. See

s. 409.1678, F.S., for present text).

409.1678 Specialized residential options for children who are victims of sexual exploitation.—

- (1) DEFINITIONS.—As used in this section, the term:
- (a) "Safe foster home" means a foster home certified by the department under this section to care for sexually exploited children.
  - (b) "Safe house" means a group residential placement

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certified by the department under this section to care for sexually exploited children.

- (c) "Sexually exploited child" means a child who has suffered sexual exploitation as defined in s. 39.01(67)(g) and is ineligible for relief and benefits under the federal Trafficking Victims Protection Act, 22 U.S.C. ss. 7101 et seq.
  - (2) CERTIFICATION OF SAFE HOUSES AND SAFE FOSTER HOMES.—
- (a) Safe houses and safe foster homes shall provide a safe, separate, and therapeutic environment tailored to the needs of sexually exploited children who have endured significant trauma. Safe houses and safe foster homes shall use a model of treatment that includes strength-based and trauma-informed approaches.
- (b) The department shall certify safe houses and safe foster homes. A residential facility accepting state funds appropriated to provide services to sexually exploited children or child victims of sex trafficking must be certified by the department as a safe house or a safe foster home. No entity may use the designation "safe house" or "safe foster home" and hold themselves out as serving sexually exploited children unless the entity is certified under this section.
- (c) To be certified, a safe house must hold a license as a residential child-caring agency, and a safe foster home must hold a license as a family foster home, pursuant to s. 409.175. A safe house or safe foster home must also:
- 1. Use trauma-informed and strength-based approaches to care, to the extent possible and appropriate.
  - 2. Serve exclusively one sex.
- 3. Group sexually exploited children by age or maturity level.

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

- 5. Have awake staff members on duty 24 hours a day, if a safe house.
- 6. Provide appropriate security through facility design, hardware, technology, staffing, and siting, including but not limited to external video monitoring or alarmed doors, having a high staff-to-client ratio, or being situated in a remote location isolated from major transportation centers and common trafficking areas. However, such security must allow sexually exploited children to exit the safe house if they choose.
- 7. Meet other criteria established by the department in rule, which may include, but are not limited to, personnel qualifications, staffing ratios, and services content.
- (d) Safe houses and safe foster homes shall provide services tailored to the needs of sexually exploited children and shall conduct a comprehensive assessment of the service needs of each resident. In addition to the services required to be provided by residential child caring agencies and family foster homes, safe houses and safe foster homes must provide, arrange for or coordinate, at a minimum, the following services:
  - 1. Victim-witness counseling;
  - 2. Family counseling;
  - 3. Behavioral health care;
  - 4. Treatment and intervention for sexual assault;
  - 5. Education tailored to the child's individual needs,

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including remedial education if necessary;

- 6. Life skills training;
- 7. Mentoring by a survivor of sexual exploitation, if available and appropriate for the child;
- 8. Substance abuse screening, and where necessary, access to treatment;
- 9. Planning services for the successful transition of each child back to the community; and
- 10. Activities, in a manner that provides sexually exploited children with a full schedule.
- (e) The community-based care lead agencies shall ensure that foster parents of safe foster homes and staff of safe houses complete intensive training regarding, at a minimum, the needs of sexually exploited children, the effects of trauma and sexual exploitation, and how to address those needs using strength-based and trauma-informed approaches. The department shall specify this training by rule and may develop or contract for a standard curriculum. The department may establish in rule additional criteria for the certification of safe houses and safe foster homes. Criteria shall address the security, therapeutic, social, health, and educational needs of sexually exploited children.
- (f) The department shall inspect safe houses and safe foster homes prior to certification and annually to ensure compliance with requirements of this section. The department may place a moratorium on referrals and may revoke the certification of a safe house or safe foster home which fails at any time to meet the requirements of this section or rules adopted pursuant to this section.

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

- (3) SECURE SAFE HOUSE PILOT PROGRAM.—
- (a) The department may facilitate the development of one secure safe house on a pilot basis to evaluate the therapeutic benefits of a secure residential setting within the broader array of residential and community-based services available to meet the needs of sexually exploited children. The secure safe house is intended for those sexually exploited children with the greatest needs, for whom no less restrictive placement has been or will be effective in addressing the effects of severe abuse, violence, trauma, or exploiter control endured by the child. The setting is only available to a sexually exploited child:
- 1. Who is the subject of an open investigation due to an allegation of abuse, neglect, or exploitation, or has been adjudicated dependent;
- 2. Who has been placed in accordance with ss. 39.4072 and 39.4074; and
- 3. Whose needs cannot be met in less restrictive placements.
- (b) The secure safe house must be a certified safe house, and may have no more than 15 beds. The department shall select the region where the secure safe house shall be sited. The department shall collaborate with the local community-based care lead agency to design the pilot project, including, but not limited to, selection of the location, selection of the provider, the facility's security features, referral processes, and services provided within the secure safe house.

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(c) Children from any region of the state may be placed in the secure safe house pursuant to ss. 39.4072 and 39.4074. The department, in consultation with the community-based care lead agencies serving the children, shall approve all placements of children in the facility. In addition to the criteria in s. 409.1754(1) and any other criteria determined by the department pursuant to that subsection, the following criteria at a minimum shall also be used to determine whether a child qualifies for placement in the secure safe house:

- 1. Lack of willingness to participate in less intensive programs; and
- 2. Lack of treatment progress in less restrictive placements, if the child has been placed elsewhere.
- (d) The secure safe house shall include features which prevent any entry into or exit from the facility or its grounds without the involvement of staff, including, but not limited to, walls, fencing, gates, and locking doors.
- (e) A child may be placed in the secure safe house for a minimum of 5 days and a maximum of 10 months. Pursuant to s. 39.4074(4), the secure safe house shall regularly review and report on the child's progress, and during judicial reviews the court shall determine whether continued placement in the secure safe house is appropriate. The department shall place the child in another setting when continued placement in the secure safe house is no longer appropriate.
- (f) The department shall contract for an evaluation of the effectiveness of the secure safe house in facilitating the rehabilitation of sexually exploited children. The evaluation report shall be provided to the Governor, the President of the

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Senate, and the Speaker of the House of Representatives by
February 1, 2018. The evaluation shall, at a minimum, describe
the program model and facility design, assess the effectiveness
of the facility in meeting the treatment and security needs of
sexually exploited children, analyze its cost-effectiveness, and
provide recommendations regarding the continued operation of the
pilot program and any changes or enhancements.

- (4) (a) This section does not prohibit any provider of services for sexually exploited children from appropriately billing Medicaid for services rendered, from contracting with a local school district for educational services, or from obtaining federal or local funding for services provided, as long as two or more funding sources do not pay for the same specific service that has been provided to a child.
- (b) The lead agency shall ensure that all children residing in safe houses or safe foster homes have a case manager and a case plan, whether or not the child is a dependent child.
- (5) The services specified in this section may, to the extent possible provided by law and with funding authorized, be available to all sexually exploited children whether they are accessed voluntarily, as a condition of probation, through a diversion program, through a proceeding under chapter 39, or through a referral from a local community-based care or social service agency.

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

- 39.524 Safe-harbor placement.-
- (1) Except as provided in s. 39.407 or s. 985.801, a dependent child 6 years of age or older who has been found to be

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a victim of sexual exploitation as defined in s. 39.01(67)(q) must be assessed for placement in a safe house or safe foster home as provided in s. 409.1678 using the initial screening and assessment instruments provided in s. 409.1754(1). The assessment shall be conducted by the department or its agent and shall incorporate and address current and historical information from any law enforcement reports; psychological testing or evaluation that has occurred; current and historical information from the quardian ad litem, if one has been assigned; current and historical information from any current therapist, teacher, or other professional who has knowledge of the child and has worked with the child; and any other information concerning the availability and suitability of safe-house placement. If such placement is determined to be appropriate for the child as a result of this assessment, the child may be placed in a safe house or safe foster home, if one is available. However, the child may be placed in another setting if it is more appropriate to his or her needs and his or her behaviors can be managed in those settings so that they do not endanger other children being served in those settings, or if a safe house or safe foster home in unavailable. As used in this section, the term "available" as it relates to a placement means a placement that is located within the circuit or otherwise reasonably accessible.

(2) The results of the assessment described in  $\underline{s}$ .  $\underline{409.1754(1)}$  subsection (1) and the actions taken as a result of the assessment must be included in the next judicial review of the child. At each subsequent judicial review, the court must be advised in writing of the status of the child's placement, with special reference regarding the stability of the placement and

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the permanency planning for the child.

- (3) (a) By December 1 of each year, the department shall report to the Legislature on the placement of children in safe houses and safe foster homes during the year, including the criteria used to determine the placement of children, the number of children who were evaluated for placement, the number of children who were placed based upon the evaluation, and the number of children who were not placed.
- (b) The department shall maintain data specifying the number of children who were referred to a safe house or safe foster home for whom placement was unavailable and the counties in which such placement was unavailable. The department shall include this data in its report under this subsection so that the Legislature may consider this information in developing the General Appropriations Act.

Section 4. Section 39.4072, Florida Statutes, is created to read:

39.4072 Evaluation for secure safe house placement.-

(1) The Legislature finds that victims of child sexual exploitation as defined in s. 39.01(67)(g) often exhibit behaviors that place themselves and others in danger. The Legislature finds that when sexually exploited children repeatedly run away from their home or residential placement to unsafe placements, engage in commercial sexual activity as defined in s. 787.06(2)(b), F.S., or seek to maintain a relationship with their exploiters, these children and other children are in danger of being sexually exploited and physically abused, which can lead to grave emotional and physical harm.

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(2) CRITERIA.—A child may be taken to a secure safe house for evaluation of the appropriateness of placement for treatment in a secure safe house as provided in this section if there is probable cause that the child has been sexually exploited as defined in s. 39.01(67)(g) and:

- (a) The child meets the criteria in s. 409.1678(3) for safe house placement; and
- (b) The child recently engaged in behaviors that subject the child to victimization, violence, emotional harm, serious bodily harm, or health risks that endanger the child, posing a real and present threat of substantial harm to the child's well-being. Such behaviors include, but are not limited to, repeatedly running away from home or residential placement to an unsafe situation, engaging in commercial sexual activity as defined in s. 787.06(2)(b), and seeking to maintain a relationship with the child's trafficker despite others' attempts to separate the child from the trafficker;
- (c) There is a substantial likelihood that without care or treatment the child will endanger or cause serious bodily harm to others, as evidenced by previous behavior including recruiting other children into the commercial sex trade or using coercion such as violence, illegal substances, or other means to compel their participation in such trade; and
- (d) Less restrictive placement alternatives are unlikely to be effective in keeping the child from engaging in behaviors provided in paragraphs (b) and (c), as determined by a department or community-based care lead agency.
  - (3) EVALUATION.—
  - (a) An official of the department may initiate an

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evaluation of a child who is the subject of an open investigation or under the supervision of the court if the criteria in subsection (2) are met. A child protective investigator, a law enforcement officer, case manager, or other qualified individual may transport the child to the secure safe house, which may admit the child for assessment and stabilization pending the filing and adjudication of a petition by the department as provided in s. 39.522(1) alleging a need for a change in placement. The secure safe house shall provide notice regarding the child's admittance for assessment for secure safe house placement, to the child's parent or guardian, foster parent, case manager, and guardian ad litem. If the child does not have a guardian ad litem and a lawyer, the court shall appoint them.

- (b) A psychiatrist, clinical psychologist, licensed mental health counselor, or licensed clinical social worker at the secure safe house who has training in working with sexually exploited children shall conduct an initial evaluation of the child as soon as it is appropriate to do so given the child's emotional, mental, and physical condition. The child may be provided medical screening and treatment pursuant to s. 39.407. The secure safe house may initiate appropriate therapeutic services to stabilize and treat the child.
- (c) Facility staff shall continue to evaluate the child throughout his or her placement for evaluation in the secure safe house and may access the child's case file and other relevant records and request information from other individuals involved in the child's life. The child's parent or guardian, foster parent, case manager, and guardian ad litem may provide

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any information they believe relevant to the evaluation. The
evaluation of the child shall be based on whether the child
meets the criteria established under s. 409.1678(3) for
admission to the secure safe house, and the criteria in
paragraphs (1) (a) and (b).

- (d) Within five days after the child's admittance to the secure safe house for evaluation, the psychiatrist, clinical psychologist, licensed mental health counselor, or licensed clinical social worker shall determine, based on the evaluation, whether the secure safe house would best meet the child's needs, or whether additional evaluation is required before a conclusion can be reached.
- 1. If the secure safe house would not best meet the child's needs, the department shall place the child in the least restrictive setting which is appropriate for the child's needs.
- 2. If placement in the secure safe house for treatment would best meet the child's needs, the department shall petition the court within 24 hours for placement under s. 39.4074, and the secure safe house shall admit the child pending a judicial determination.
- 3. If additional evaluation is required before a determination may be made about the child's need for secure safe house placement for treatment, the department shall petition the court within 24 hours to extend the placement of the child for evaluation purposes up to 30 days or until a determination may be made regarding the need for secure safe house placement for treatment, whichever comes first. The child shall remain in the secure safe house pending the court order.
  - (f) The department shall provide all evaluations to the

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child's parent or guardian, case manager, and guardian ad litem.

Section 5. Section 39.4074, Florida Statutes, is created to read:

## 39.4074 Placement in a secure safe house.-

(1) PETITION FOR PLACEMENT.—If an evaluation pursuant to s. 39.4072(3) results in a determination that placement for treatment in a secure safe house would best meet the child's needs, the department may file a petition for placement in dependency court. The department shall provide notice to the child's parents as required under s. 39.502(1). If the child's parents consent to such placement, the court shall enter an order placing the child in the secure safe house for up to 45 days, pending review by the court as provided herein. If the child's parents refuse or are unable to consent, the court within 24 hours of the filing of the petition shall hear all parties in person or by counsel, or both. If the court concludes that the child meets the criteria for placement in the secure safe house in s. 39.4072(1), it shall order that the child be placed in the secure safe house for a period of up to 45 days, pending review by the court.

## (2) TREATMENT PLAN AND JUDICIAL REVIEW.-

(a) Within 10 days after the placement of a child for treatment in a secure safe house, the secure safe house must prepare an individualized treatment plan which addresses both preliminary residential treatment and comprehensive discharge, identifying care appropriate for the child upon completion of residential treatment. The plan must be approved by the department. The child must be involved in the preparation of the plan to the maximum feasible extent consistent with the child's

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ability to do so. The child's parents, guardian, or foster parents, guardian ad litem, and staff from the child's home school district must be involved with the child's treatment and discharge planning. Other individuals may also participate in plan development as appropriate. A secure safe house shall provide a copy and an explanation of the plan to the child, the child's parent or guardian, the guardian ad litem, and case manager. The department shall also provide the plan to the court.

- (b) At 20-day intervals, commencing upon the beginning of treatment according to the treatment plan, the secure safe house must review the child's progress toward the treatment goals and assess whether the child's needs could be met in a less restrictive treatment program. The secure safe house must submit a report of its findings to the child's parents or guardian, guardian ad litem, case manager, the department and the court. The department may not reimburse a secure safe house until the secure safe house has submitted every written report that is due.
- (c) The court shall conduct an initial review of the status of the child's treatment plan no later than 35 days after the child's placement for treatment in the secure safe house. For any child in a secure safe house at the time a judicial review is held pursuant to s. 39.701, the child's continued placement in a secure safe house must be a subject of the judicial review. If, at any time, the court determines that the child has not been sexually exploited or that the child has been sexually exploited but is not appropriate for placement in a secure safe house, the court shall order the department to place the child

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in the least restrictive setting that is best suited to meet the child's needs.

(d) After the initial review, the court must review the child's treatment plan every 60 days until the child no longer requires placement in the secure safe house, or until the child has resided in the secure safe house for 10 months. If the child has resided in the secure safe house for 9 months, a court hearing shall be held to determine an appropriate setting and appropriate services for the child.

Section 6. The Office of Program Policy Analysis and Government Accountability (OPPAGA) shall conduct a study on commercial sexual exploitation of children in Florida. The study shall assess the extent of commercial sexual exploitation of children, including but not limited to its prevalence in various regions of the state. The study shall also identify specialized services needed by sexually exploited children and any gaps in the availability of such services by region, including but not limited to residential services and specialized therapies. The study shall analyze the effectiveness of safe houses, safe foster homes, and other residential options for serving sexually exploited children in addressing their safety, therapeutic, health, educational, and emotional needs, including but not limited to, the nature and appropriateness of subsequent placements, extent of sexual exploitation post-placement, and educational attainment. By July 1, 2017, OPPAGA shall report its findings to the Governor, the President of the Senate, and the Speaker of the House of Representatives.

Section 7. This act shall take effect July 1, 2014.