

**LAS VEGAS METROPOLITAN POLICE DEPARTMENT**  
**VICE SECTION**

|                                                                                                                               |                                      |
|-------------------------------------------------------------------------------------------------------------------------------|--------------------------------------|
| EXHIBIT <u>2</u> JuvJustice                                                                                                   | Document consists of <u>15</u> pages |
| <input checked="" type="checkbox"/> Entire document provided.                                                                 |                                      |
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| Meeting Date                                                                                                                  | <u>5-18-04</u>                       |

Beginning with the mid-1970's, juvenile prostitution has grown within the United States. For many years, police officers have been arresting these children for vice related crimes. Many of these arrests were never prosecuted, or followed up in any way, leaving the juvenile to be released back onto the streets they came from. Frequently, these juveniles were arrested repeatedly. Thus began a revolving door for the children to be cycled through the Criminal Justice System each time they were arrested. Such a system did nothing to benefit the children, or the society they were working in. The children who worked in this trade had little or no help removing themselves from the life that they led. It also did nothing to deter other victims from entering the same system. Police officers had failed to examine the root problems of why children were becoming prostitutes. Police officers had become accustomed to a failing system without realizing that larger problems were the driving force of the situation.

Each successive year, the Las Vegas Metropolitan Police Department's Vice Section has been arresting an increasing number of juvenile prostitutes. In 1994, detectives began to interview the children engaged in prostitution. These extensive interviews were designed for the officers to learn about juvenile prostitution, rather than to gather facts to be used in the prosecution of these juveniles. More than twenty-five juveniles went through a series of interviews by the Vice detectives in 1994. Since that time, the Vice Section has interviewed more than 780 juveniles who were involved in prostitution. Many of these interviews took several days due to the sensitive and complex nature of the situation. It was from these interviews that we began to realize that these child prostitutes were victims. Frequently, these children were held by the grip of a pimp who worked them relentlessly and ruled every aspect of their lives. These pimps were rarely arrested, and almost never faced a conviction for their crimes. The child victims of the pimp would not testify against them for fear of retaliation against themselves or their families. The victims found themselves caught in a cycle from which they were unable to escape.

Officers from the Las Vegas Metropolitan Police Vice Section recognized that the traditional methods of addressing the problem were inadequate. We realized that the juvenile prostitutes were victims rather than suspects, and the true suspects were the pimps who turned the juveniles to a life of prostitution, a process called, "turning them out." With that in mind, detectives sought a new approach to the investigation and prosecution of these pandering cases and the rehabilitation of the juvenile victims.

Las Vegas Metropolitan Vice Section detectives set out to accomplish two goals in every child prostitution case. The first was to locate, arrest, and prosecute any individual responsible for pandering a child. The second was to remove the child victim from a life of prostitution and provide them an avenue to pursue a successful life. This concept required that changes be made in a variety of areas in the criminal justice system. Police collaborated with several governmental agencies and private groups which would be imperative to the success of the project. This program became known as the **S.T.O.P.** program. (**Stop Turning Out Child Prostitutes.**)

In December of 1989, the General Accounting Office, which is the investigative arm of the United States Congress that is charged with examining matters relating to the receipt and disbursement of public funds conducted an audit on homelessness. The report concluded that there were 1,027,000 youths in the U.S. that were runaways. A runaway youth was defined as a person under 18 years old who absents himself or herself from home or place of legal residence without permission of parents or legal guardians.

Today, social service organizations estimate that somewhere between one and 1.5 million children runaway from home each year. Experts say that it is safe to estimate that approximately one-third of these children will have some involvement with prostitution or pornography.

Child prostitution was not a real problem in the United States until the late 1970's. In 1974, Congress passed the Juvenile Justice Delinquency Prevention Act that prohibited the secure detention of runaways. That meant that the police were prevented from arresting children for running away from home. Consequently, in many cases children were left on the streets to fend for themselves. Most of these children were attempting to escape seemingly impossible home environments that often included neglect or physical, psychological or sexual abuse.

Many of these children had fallen through the cracks of Child Protective Services. Alone and desperate without any means of support, they became easy prey to pimps or pornographers. These pimps or pornographers are professional con men skilled at identifying potential victims for prostitution at locations like bus stations or on the streets. These children are no intellectual match for these adults who tempt them with promises of large sums of money, travel, love, belonging, and security for which many of these children yearn for.

For many years, members of the Las Vegas Metropolitan Police Department's Vice Section have been arresting child prostitutes in our jurisdiction. Subsequent to their arrests we did not always thoroughly examine whether the juveniles had been a runaway from another jurisdiction drawn to Las Vegas by the perceived promises of bright lights, glamour and money, in what is sometimes called the "entertainment capital of the world," or had been a local runaway now living on the streets. Nor did we always thoroughly examine whether they had been brought here from out of town by a pimp looking at the lucrative market of the tourist and his dollar, who had come to "sin city" to have a good time.

We had failed to examine the root of the juvenile prostitution problem. We, as a police agency, had used traditional law enforcement methodology that dictated we treat the juvenile prostitutes as suspects with arrest and subsequent incarceration. Many of these juveniles were arrested repeatedly without a full follow-up or successful prosecution. What was created was a revolving door for the children going through the criminal justice system, wherein, each time they were arrested they were subsequently released back into the streets they had come from. This methodology did nothing to benefit the children or the community they were working in. The children working in this trade had little or no help removing themselves from the life that they led. It also did nothing to prevent or reduce recidivism. Police officers had become accustomed to a failing system.

Each successive year, the Las Vegas Metropolitan Police Department's Vice section has been arresting more juvenile prostitutes. In 1994, detectives began to extensively interview the children engaged in prostitution. These interviews were designed for the officers to learn about juvenile prostitution, rather than to gather facts to be used in the prosecution of these juveniles. More than twenty-five juveniles went through a series of interviews by the vice detectives the first year. Since then, the Vice Section has interviewed more than 780 juveniles who were involved in prostitution. Many took several days due to the sensitive and complex nature. Many took even longer, allowing time to break down the traditional barriers to communication between law enforcement personnel and the incarcerated juveniles. Time was needed to weaken the bond between the juvenile prostitute and their pimp and for the police to gain the trust of the juvenile.

It was from these interviews that the police truly began to realize that these child prostitutes were victims rather than suspects. Frequently these children were held by the grip of a pimp that worked them relentlessly and ruled every aspect of their life while often abusing them both physically and emotionally. These pimps were rarely identified and arrested, and almost never faced a conviction for their crimes. The child victims of the pimp would not testify against them for fear of retaliation against themselves or their families. The victims found themselves caught in a cycle from which they were unable to escape. It became obvious that the juvenile prostitutes were victims and the true suspects were the pimps who turned the juveniles to a life of prostitution, a process called "turning them out." With this in mind, detectives began a new approach to the investigation and prosecution of these pandering cases and the rehabilitation of the juvenile victims.

Since 1994, the Las Vegas Metropolitan Police Department's Vice Section detectives have set out to accomplish two goals in every child prostitution case. The first is to identify, locate, arrest and prosecute any individual responsible for pandering a child. The second is to remove the child from a life of prostitution and provide them an avenue to pursue a successful life.

This new approach required that changes be made in a variety of areas within the LVMPD Vice Section, the Clark County Courts, and the Clark County Department of Family and Youth Services. Through a collaborative effort with these governmental entities and private nonprofit organizations to provide aftercare for the juvenile victims, the LVMPD's Vice Section started a program known as **S.T.O.P** (Stop Turning Out Child Prostitutes.)

### **Components of the S.T.O.P Program**

#### **Step One - Arrest of the Juvenile**

The arrest of the juvenile victim of prostitution for criminal offenses or status offenses such as curfew violations allows law enforcement, juvenile justice and social workers an opportunity to investigate a perpetual crime in which the victim is usually a willing participant.

The juvenile is a victim/offender, a victim because they are being victimized by a pimp and an offender because of the prostitution related acts committed on behalf of the pimps. The juvenile should be held responsible for their actions, however the real criminal and real crime of pandering a juvenile should not be ignored. Those who pander juveniles are generally committing various other crimes including child abuse, kidnaping, sexual seduction of children, and battery.

Traditionally, it was the responsibility of the vice detective or patrol officer who came into contact with a juvenile prostitute to arrest and book the juvenile at the juvenile detention center. LVMPD policy now dictates that anyone coming into contact with a juvenile prostitute will notify an on-duty or on-call vice detective assigned to the vice investigative squad. The investigative squad consists of one sergeant and five detectives. Their responsibility includes investigation of any long term or protracted investigations of vice-related crimes. These include pandering cases, prostitution related grand larcenies, and drug induced trick rolls, as well as juvenile prostitution and pandering cases. This team has received specialized training and extensive practical on-the-job training through trail and error while working with juvenile prostitutes. These detectives are supplied with Department issued take-home vehicles, a digital beeper, a cellular phone and are on-call twenty-four hours a day on a monthly rotation with one other member of the squad. These two-member teams are expected and required to promptly respond to the location where the child prostitute was taken into custody, or if more expedient, to meet the transporting officer at the juvenile detention facility to be booked by one of the responding team members. The investigative team will then interview the juvenile prostitute to gain insight into her situation and will attempt to identify her pimp. Subsequent to the booking and interview of the juvenile, if the pimp is identified, the detectives will immediately attempt to locate and arrest the suspect(s).

### **Step Two - Detention of the Victim/Offender**

The use of a material witness hold on the victim/offender has made it possible for this jurisdiction to aggressively combat the victimization of juveniles through prostitution. Material witness holds give the investigators the legal right to hold the victim/offender until the preliminary hearing for the pimps who have been arrested by the detectives. It allows for the most important commodity available to the detectives, time. Time allows for the following:

- Time for the victim/offender to “break” the physical and psychological bond from the pimp.
- Time for the victim/offender and investigator to “bond” and develop rapport and trust.
- Time for the proper investigation of the crime.
- Availability of victim/offender for interviews and testimony in court.
- Aftercare for the victim/offender.

The investigation is significantly weakened without the material witness hold for the following reasons:

- The victim/offender often will not discuss her victimization nor cooperate with investigators because they know that they will be released quickly. Time is on their side.
- Because of the lack of victims, prosecution of pandering cases becomes rare.
- It becomes highly likely the victim/offender will return to the pimp upon release and continue to be victimized.
- Even if the victim is cooperative with investigators while in custody, they usually disappear when released if a material witness hold is not placed on them.

Once the investigators have all the necessary information and evidence, the arrest of the pimp is made and the case is submitted to the District Attorney's office where it is routed to a special team of attorneys who specialize in crimes against women and children. The case is then expedited through the system due to the victim being held on a material witness hold. A preliminary hearing for the pimp is usually held within 14 days. The material witness hold was not utilized in child prostitution cases until the S.T.O.P program was developed.

### **Step Three - Victim Maintenance and Witness Preparation**

Prior to the S.T.O.P program, detectives seldom met with the victim/offender after they were booked. They would see them again only if the juvenile's case went forward. Many times, if the juvenile was from out of town, the Hearing Officer or Judge would send them back home without prosecuting the case. Often, the juvenile would then run away from home again, contact their pimp and subsequently reenter their life of prostitution.

Now, investigators must maintain their victims while they are being held. This is done through frequent visits to the juvenile detention facility, often taking the children their favorite fast food where discussions are held over lunch/dinner. Topics of discussion include planning for a life after prostitution, preparation for testimony in court, and general self-esteem building. Phone calls are made and maintained with parents. Most victims have a false expectation of what is expected of them in court. The investigator uses this time to address the concerns of the victim, whether personal or case-related.

### **Step Four - Court Appearance**

It is the investigator's responsibility to ensure the victim is prepared for court and to transport the victim to the preliminary hearing. Once the victim's testimony is heard and made a record of the court, the material witness hold is released.

### **Step Five - Aftercare**

Investigators collaborating with the Courts and the Juvenile Probation officers can now set-up some type of aftercare program for the juvenile.

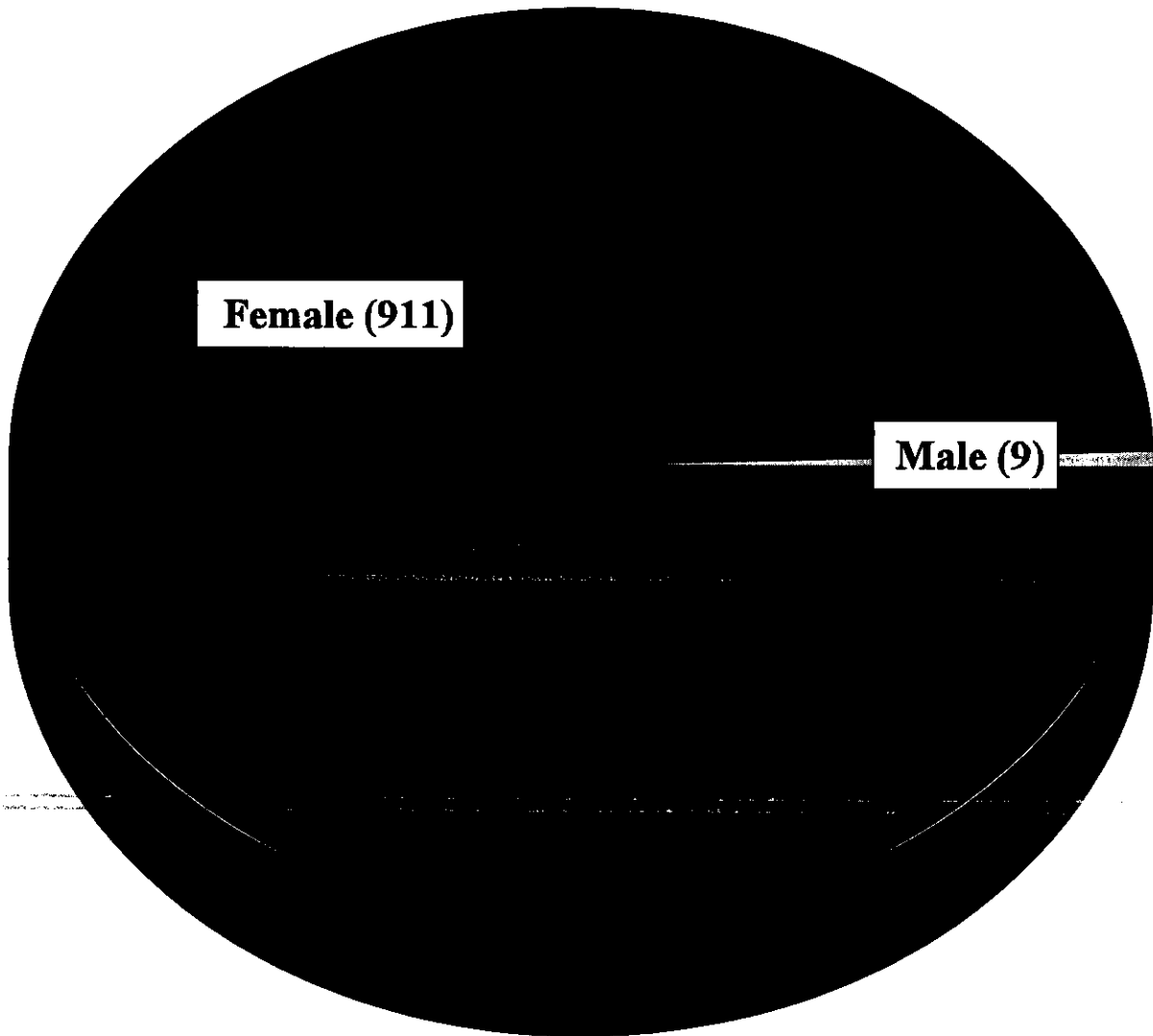
Often these children cannot be placed back into their unsatisfactory home environment from which they fled originally. Many of these juveniles are either "throwaways" or have suffered physical, emotional and sexual abuse at the hands of their family members. In the past we have used various public and privately funded nonprofit organizations such as the Paul and Lisa program and Children of the Night. These programs are voluntary but can also be court-ordered and have been very successful in assisting the juvenile prostitution victims assimilate back into a normal life within society. The children involved in prostitution require specialized care for effective intervention. In the Children of the Night program, children receive hot nutritious meals served at regular intervals, a clean, safe place to sleep, and freshly laundered clothes. Once physical needs are met, these children receive personal counseling, evaluation and updating of educational skills. Each child receives independent need's assessment and is assigned one of eight life plans. Life plans include independent living, placement in drug programs, placement in maternity homes, reunification with family members if appropriate, placement in a psychiatric setting, foster or group homes, or a unique plan when necessary. The results have been highly successful. Prior to the S.T.O.P program the police did not become involved with aftercare.

Since the beginning of the S.T.O.P program, we have arrested more than 757 juvenile prostitutes. Statistics show that the recidivism rate has been a low 9.6% with only 79 juveniles being arrested again locally for prostitution related offenses. Additionally, we have made arrests of 380 pimps on pandering charges since the inception of the S.T.O.P program. Statistics were not kept prior to that period, however, we are well aware that our arrest and conviction rates of pimps have increased dramatically.

Since the inception of the S.T.O.P program in 1994, we have seen the program grow larger and more successful each successive year. It has made an important and beneficial change in the way that the Las Vegas Metropolitan Police Department's Vice Section investigates child prostitution and pandering cases. Finally and most important, the success of the S.T.O.P program has had a dramatic and lasting impact on the lives of juveniles engaged in prostitution in the Las Vegas valley.

**JUVENILE PROSTITUTES**  
**1994 -APRIL 28, 2004**  
**(920 Juvenile Prostitutes involved in 832 Cases)**

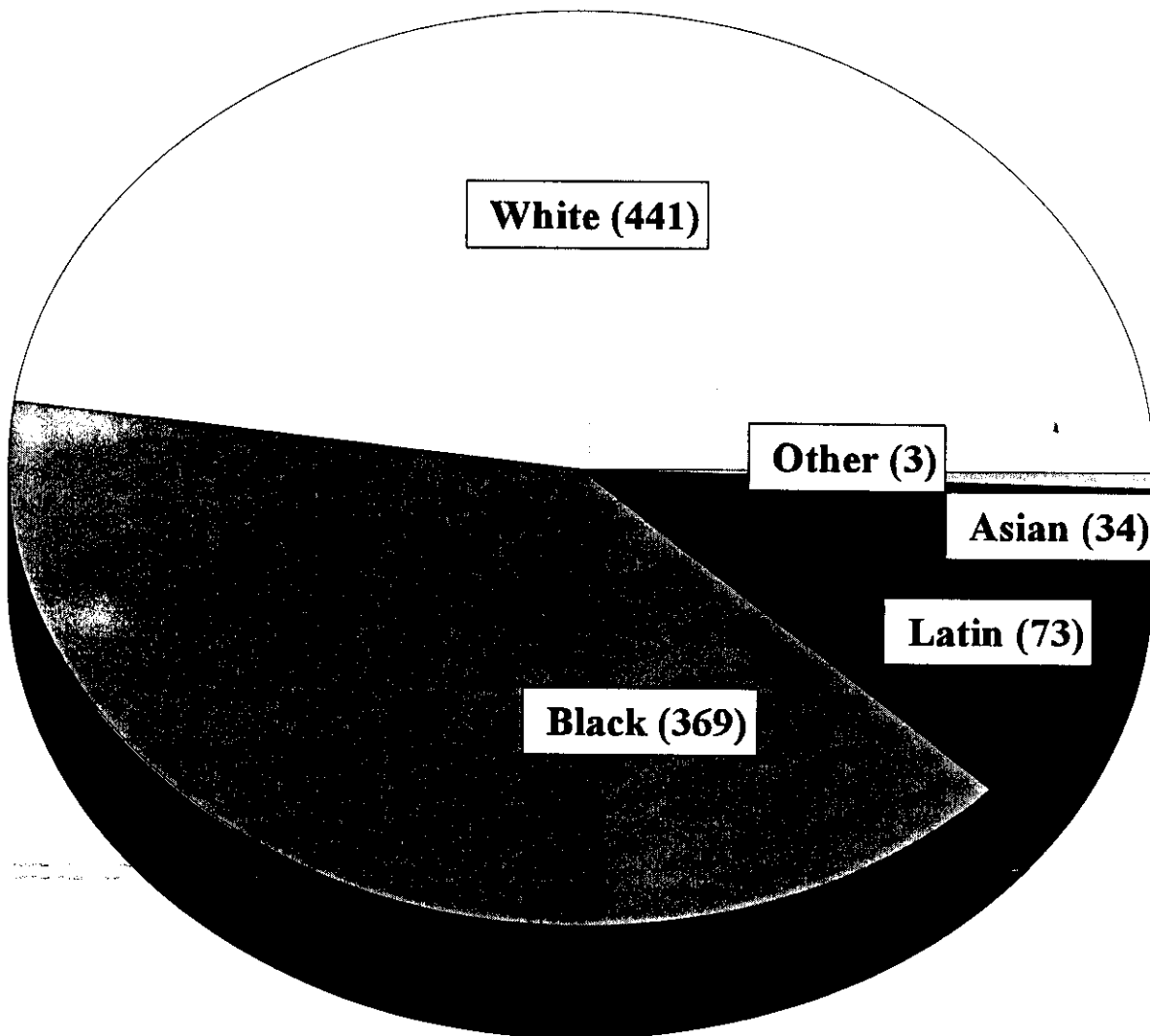
**Victims by Sex**





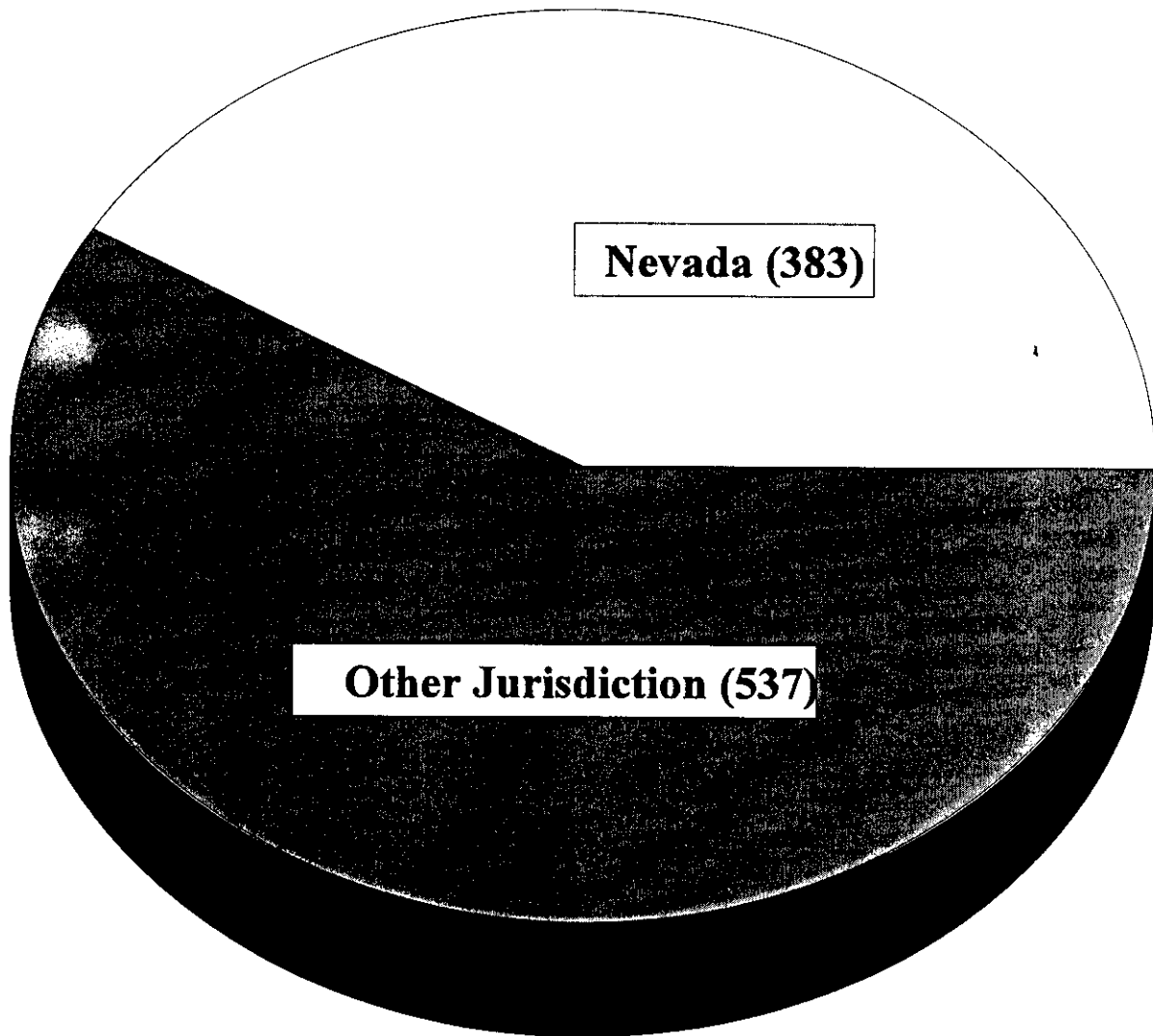
**JUVENILE PROSTITUTES**  
**1994 -APRIL 28, 2004**  
(920 Juvenile Prostitutes involved in 832 Cases)

**Victims by Race**



**JUVENILE PROSTITUTES**  
**1994 -APRIL 28, 2004**  
(920 Juvenile Prostitutes involved in 832 Cases)

**Places of Residence**

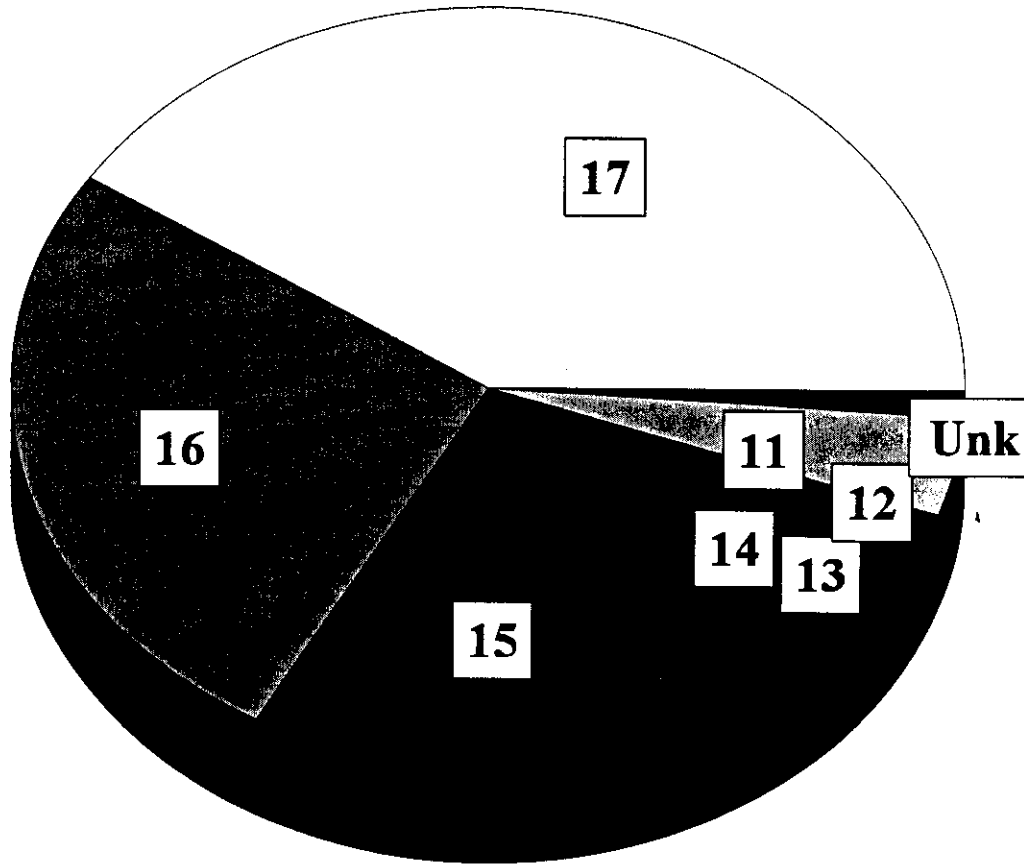


# JUVENILE PROSTITUTES









1994 -APRIL 28, 2004

(920 Juvenile Prostitutes involved in 832 Cases)

## Age of Victims



### Legend

|                                                                                     |              |                                                                                     |              |
|-------------------------------------------------------------------------------------|--------------|-------------------------------------------------------------------------------------|--------------|
|  | Age 17 (379) |  | Age 16 (239) |
|  | Age 15 (153) |  | Age 14 (101) |
|  | Age 13 (39)  |  | Age 12 (6)   |
|  | Age 11 (1)   |  | Unknown (2)  |

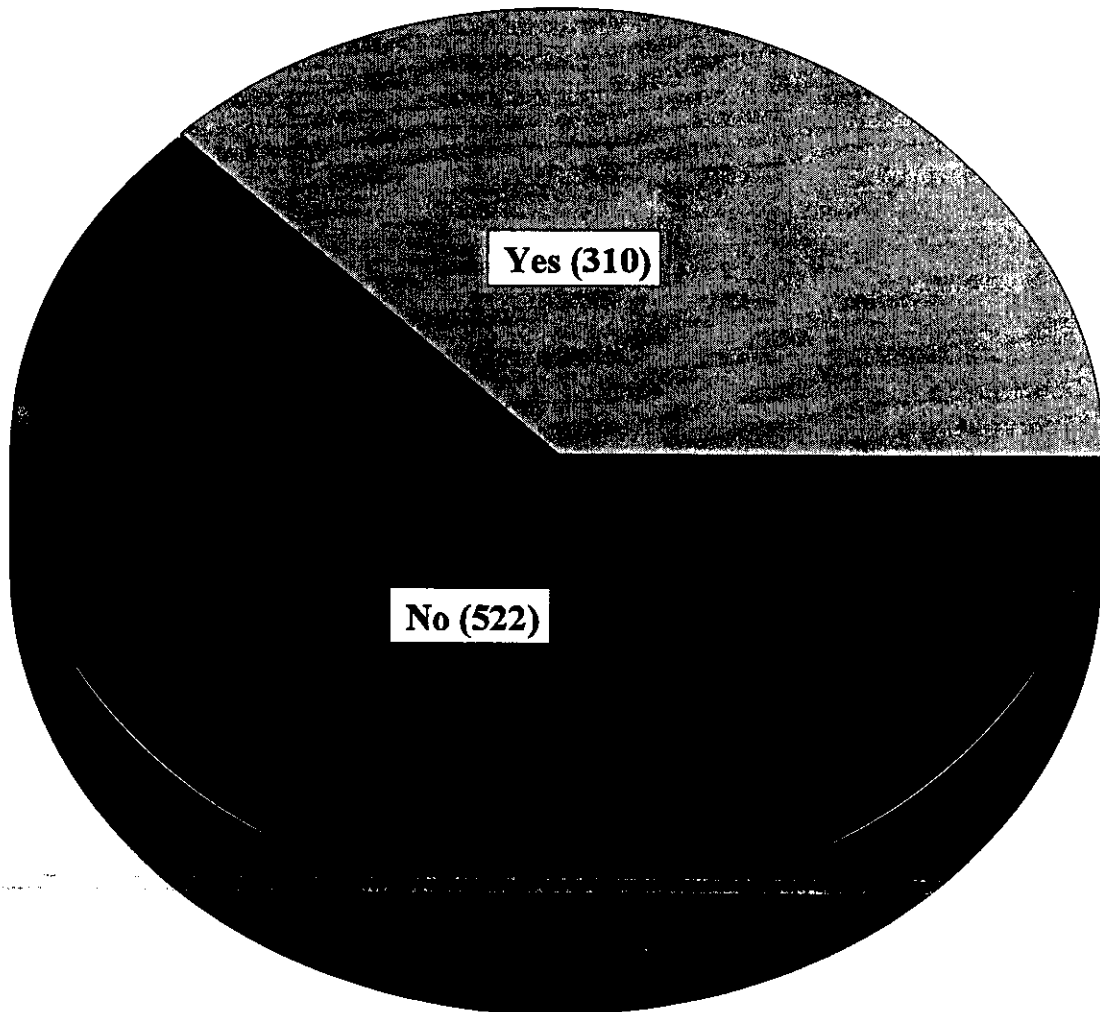
# JUVENILE PROSTITUTES

1994 -APRIL 28, 2004

(920 Juvenile Prostitutes involved in 832 Cases)

(Note: There were a total of 353 individual Material Witness Warrants obtained in 310 cases.)

## Cases Where Material Witness Warrants Were Used

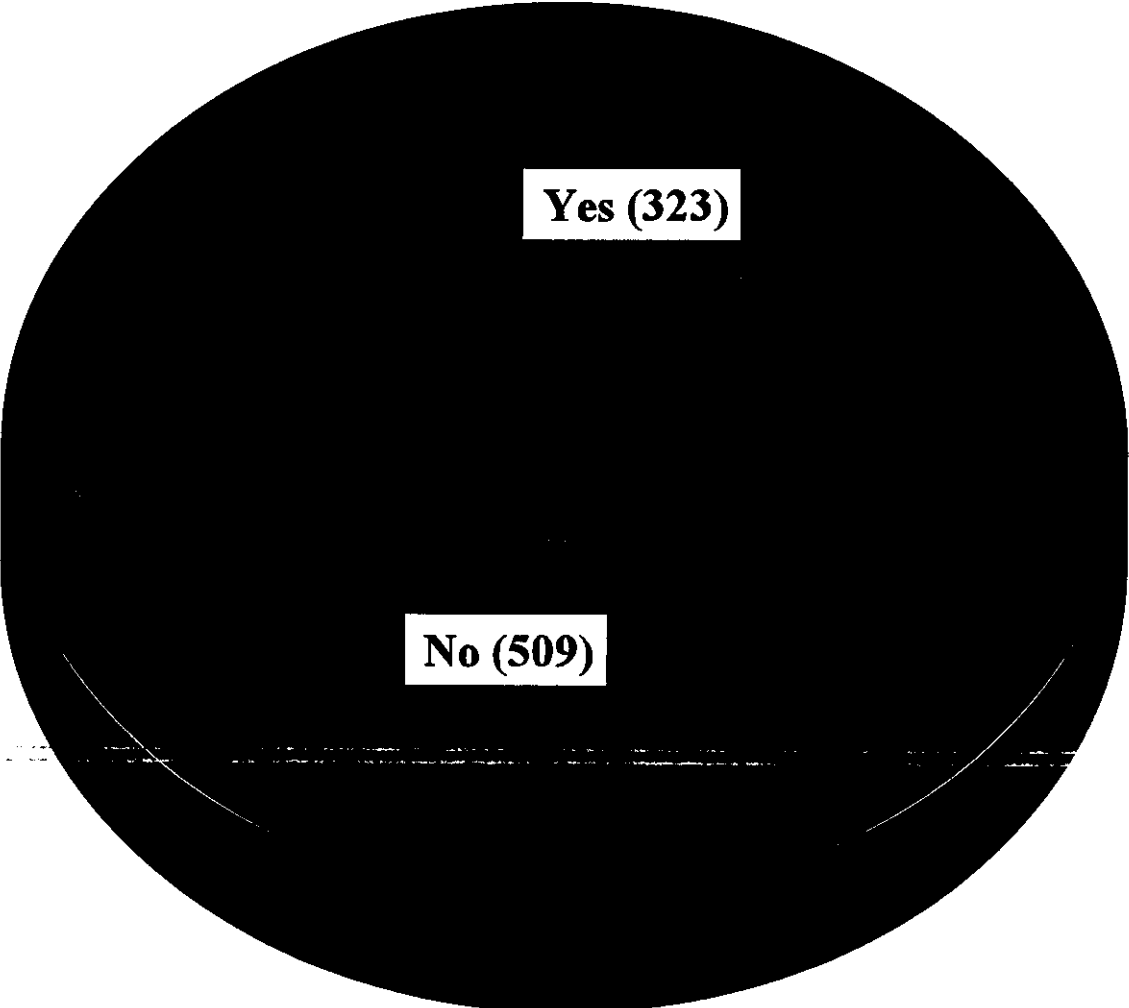


# **JUVENILE PROSTITUTES**

**1994 -APRIL 28, 2004**

**(920 Juvenile Prostitutes involved in 832 Cases)  
(Some pimps have numerous victims and  
some cases have several pimps.)**

## **Cases With Pimps Arrested**



**Yes (323)**

**No (509)**

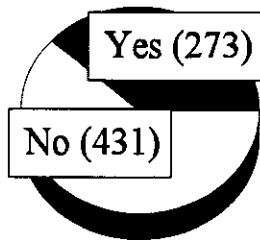
# JUVENILE PROSTITUTES

1997 - APRIL 28, 2004

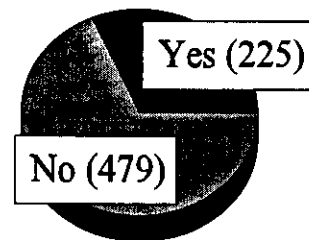
(704 juvenile victims involved)

## Victim History

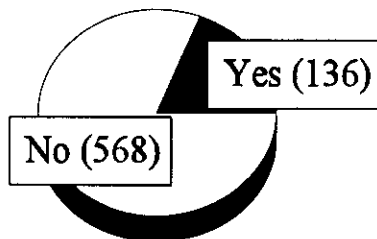
### Sexual Assault



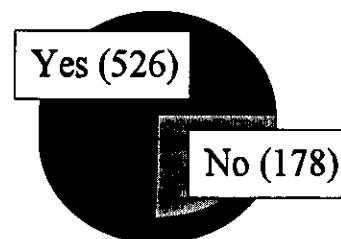
### Physical Abuse



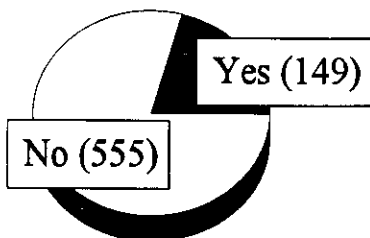
### Family Molestation



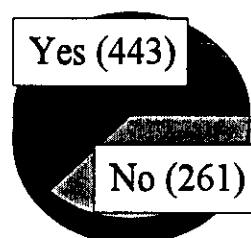
### Runaway



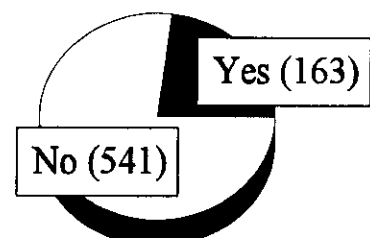
### Prostitution Prior



### Drug Abuse



### Suicide Attempt



# JUVENILE PROSTITUTES

1994 - APRIL 28, 2004

(920 Juvenile Prostitutes involved in 832 Cases)

| <b>(Breakdown by Sex)</b> |     |
|---------------------------|-----|
| Female                    | 911 |
| Male                      | 9   |

| <b>(Breakdown by Race)</b> |     |
|----------------------------|-----|
| White                      | 441 |
| Black                      | 369 |
| Latin                      | 73  |
| Asian                      | 34  |
| Other                      | 3   |

| <b>(Breakdown by Geographic Location)</b> |     |
|-------------------------------------------|-----|
| Nevada                                    | 383 |
| OJ                                        | 537 |

| <b>(Breakdown by Age)</b> |     |
|---------------------------|-----|
| 17                        | 379 |
| 16                        | 239 |
| 15                        | 153 |
| 14                        | 101 |
| 13                        | 39  |
| 12                        | 6   |
| 11                        | 1   |
| Unknown                   | 2   |

| <b>Cases Where Material Witness Warrants Were Used</b>                     |     |
|----------------------------------------------------------------------------|-----|
| Warrant Used                                                               | 310 |
| Warrant Not Used                                                           | 522 |
| A total of 353 individual Material Witness Warrants obtained in 310 cases. |     |

| <b>(Cases With PI's Arrested)</b>                                  |     |
|--------------------------------------------------------------------|-----|
| Yes                                                                | 323 |
| No                                                                 | 509 |
| Some PI's have numerous victims and some cases have numerous PI's. |     |

| <b>From January 1997 to present we have also kept the following additional statistics involving 704 juveniles. Repeat victims are not included in this count.</b> |     |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----|
| Victim of Sexual Assault                                                                                                                                          | 273 |
| Victim of Physical Abuse                                                                                                                                          | 225 |
| Victim of Family Molestation                                                                                                                                      | 136 |
| Runaway Priors                                                                                                                                                    | 526 |
| Prostitution Priors                                                                                                                                               | 149 |
| Involved with Drugs Abuse                                                                                                                                         | 443 |
| Attempted Suicide                                                                                                                                                 | 163 |