

# Progress Report on Safe Harbor Training & Protocol Development

Office of the Ramsey County Attorney

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## Acknowledgements

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Special thanks to the numerous survivors whose input has been invaluable to our efforts.

## Executive Summary

In 2013, the Ramsey County Attorney's Office (RCAO) was appropriated \$700,000 by the Minnesota Legislature to undertake a series of protocol-development and training activities in support of Minnesota's Safe Harbor Law, a groundbreaking change in how the state treats sexually exploited youth.

Specifically, the RCAO was charged with developing a statewide model protocol on identifying and intervening with sexually exploited and trafficked youth, conducting statewide training for law enforcement and prosecutors, and developing and disseminating investigative best practices to identify victims and traffickers.

The RCAO's plan to accomplish these goals has involved:

- The development of a **statewide model protocol for identification and intervention**, with an extensive process led by the Minnesota Coalition Against Sexual Assault (MNCASA). This process has involved input from fifteen disciplines (from law enforcement to judicial to education to health care), the incorporation of diverse cultural perspectives, and well over 200 individual participants.

The resulting model – a set of tools, best practices, and other resources that communities will be able to use to develop their own customized protocols – is expected to be available in fall 2015.

- Training and support specifically for **law enforcement**, including a number of statewide and regional conferences and trainings co-sponsored by the state Bureau of Criminal Apprehension (BCA), a webpage hosted by the Minnesota Chiefs of Police Association, as well as several resources co-sponsored by the Gerald D. Vick Human Trafficking Task Force (Vick Task Force): a "Street Officer Resource Guide" (see Appendix) and a set of awareness videos to be played at roll calls.

The Sex Trafficking Conference for Investigators was held in October 2014 in Brainerd, with more than 260 officers from across the state in attendance. Another 15 trainings intended to raise law enforcement awareness have been held so far, with an additional approximately 730 officers trained. More regional and tribal trainings, as well as final development and dissemination of the awareness videos and Street Officer Resource Guides, are planned for the coming months.

- Training and support specifically for **other justice professionals**, including a statewide conference for county, tribal, and U.S. attorneys, co-sponsored by Minnesota County Attorneys Association (MCAA), among other trainings, as well as a separate set of awareness videos co-sponsored by the Vick Task Force. Several such trainings have been held, with more trainings – including the MCAA conference - and final development and dissemination of the awareness videos planned for the coming months.

- Training for **other systems professionals** across multiple disciplines and other efforts to build a **community response** to trafficking, including a statewide Safe Harbor kickoff conference co-sponsored by Association of Minnesota Counties (AMC) and multiple regional conferences developed in collaboration with Advocates for Human Rights and co-sponsored by Minnesota Department of Health (MDH), among other trainings and presentations.

The Safe Harbor kickoff conference was held in April 2014 in Alexandria, with more than 200 in attendance representing a wide variety of communities and disciplines. In addition to other training, the RCO has presented at multidisciplinary gatherings – of law enforcement, human services workers, advocates, and others – in Isanti, Kandiyohi, and Sherburne Counties. Approximately 1,000 systems professionals other than law enforcement have received training. In the coming months, a series of regional conferences will be held throughout the state – starting in Duluth and Redwood Falls and moving to Willmar, Bemidji, and other communities.

- Robust **partnerships** with a wide variety of organizations, including the Women’s Foundation of Minnesota, Thomson Reuters, and the many agencies identified in this list. In addition to contributions of staff time and other in-kind support, the RCO has obtained outside contributions of \$70,000 in direct support of this work.

Of the \$700,000 appropriated, the RCO has spent approximately \$230,000 to-date.

## Legislative Authorization

The Ramsey County Attorney's Office was granted an appropriation by the Minnesota State Legislature in 2013. Specifically, 2013 Minnesota Session Laws ch. 86, section 12, subd 6(e) (SF 671) provides the following guidance for the use of this appropriation:

*(e) Sexually Exploited Youth; Law Enforcement and Prosecution Training*

*\$350,000 each year is for a grant to Ramsey County to be used by the Ramsey County Attorney's Office to:*

*(1) develop a statewide model protocol for law enforcement, prosecutors, and others, who in their professional capacity encounter sexually exploited and trafficked youth, on identifying and intervening with sexually exploited and trafficked youth;*

*(2) conduct statewide training for law enforcement and prosecutors on the model protocol and the Safe Harbor Law described in Laws 2011, First Special Session chapter 1, article 4, as modified by Senate File No. 384, article 2, if enacted; and*

*(3) develop and disseminate to law enforcement, prosecutors, and others, who in their professional capacity encounter sexually exploited and trafficked youth, on investigative best practices to identify sex trafficked victims and traffickers.*

*The Ramsey County attorney may use the money appropriated in this paragraph to partner with other entities to implement clauses (1) to (3).*

*By January 15, 2015, the Ramsey County Attorney's Office shall report to the chairs and ranking minority members of the senate and house of representatives committees and divisions having jurisdiction over criminal justice policy and funding on how this appropriation was spent.*

*These appropriations are onetime.*

## Introduction

On August 1, 2014, Minnesota underwent a sea change in the way that it handles the sexual exploitation and trafficking of children, as the new Safe Harbor Law came into effect. With this law, no longer are exploited children treated as criminals; instead they are directed to services and support, with criminal justice system redirected to focus on those who bought and profited off of them.

This change was the culmination of years of leadership in Minnesota on this issue. In 2005, the Minnesota Legislature began requiring the Department of Public Safety to complete periodic reports on human trafficking in the state. (The latest such report, from September 2014, is attached in the Appendix.) In 2009, state statutes criminalizing the promotion of prostitution were amended to encompass trafficking. In February of 2011, a number of county attorneys announced, in an exercise of prosecutorial discretion, that they would no longer charge juveniles with prostitution. In July of 2011, the Safe Harbor Law was enacted, with an effective date of August 1, 2014.

Recognizing the significance of the Safe Harbor change for law enforcement and other system professionals, in 2013 the Minnesota Legislature tasked the Ramsey County Attorney's Office (RCAO) with a variety of training and protocol-development activities in support of Safe Harbor.

Specifically, the RCAO was tasked with:

- (1) developing a statewide model protocol for systems professionals who encounter sexually exploited and trafficked youth, on identifying and intervening with such youth;
- (2) conducting statewide training for law enforcement and prosecutors on the model protocol and the Safe Harbor Law; and
- (3) developing and disseminating, to the systems professionals referenced in (1), investigative best practices to identify sex trafficked victims and traffickers.

The following have been the components of the RCAO's work under this appropriation:

- The development of a **statewide model protocol for identification and intervention**, with a process led by the Minnesota Coalition Against Sexual Assault (MNCASA), involving:
  - ✓ Fifteen disciplinary-specific workgroups, representing health care, judges, law enforcement, victim advocates, child protection/child welfare, education, and many more
  - ✓ Cross-disciplinary convenings on key issues
  - ✓ Input from focus groups of survivors, youth, and parents
  - ✓ Input from diverse cultural communities throughout Minnesota
  - ✓ Well over 200 individual participants
- Training and support specifically for **law enforcement**, including:
  - ✓ Two statewide sex-trafficking conferences for investigators, co-sponsored by the Bureau of Criminal Apprehension (BCA)
  - ✓ Seven regional trainings for patrol officers, co-sponsored by the BCA
  - ✓ Seven tribal trainings for patrol officers
  - ✓ Awareness trainings at pre-existing forums, such as conferences of statewide law enforcement associations
  - ✓ "Street Officer Resource Guides" for patrol officers (see Appendix) and series of three roll-call awareness videos, to be disseminated to every officer in the state, co-sponsored by Gerald D. Vick Human Trafficking Task Force (Vick Task Force)
  - ✓ Webinar, memos, and webpage (hosted by Minnesota Chiefs of Police Association) for law enforcement on the Safe Harbor Law change
- Training and support specifically for **other justice professionals**, including:
  - ✓ Awareness trainings at pre-existing forums
  - ✓ Awareness videos for system professionals, co-sponsored by Vick Task Force
  - ✓ Webinar for county and U.S. attorneys on Safe Harbor Law change
  - ✓ Statewide sex-trafficking conference for county, tribal, and U.S. attorneys, co-sponsored by Minnesota County Attorneys Association (MCAA)

- ✓ Email listserv for prosecutors of trafficking
- Training for **other systems professionals** across multiple disciplines and other efforts to build a **community response** to trafficking
  - ✓ Statewide Safe Harbor Kickoff conference, co-sponsored by Association of Minnesota Counties (AMC)
  - ✓ Seven regional conferences, developed in collaboration with Advocates for Human Rights and co-sponsored by Minnesota Department of Health (MDH)
  - ✓ Tribal Safe Harbor conference, co-sponsored by Minnesota Department of Health (MDH)
  - ✓ Awareness videos for system professionals, co-sponsored by Vick Task Force (same as referenced in #3)
  - ✓ Awareness trainings at pre-existing forums
- Robust **partnerships** with a wide variety of organizations

Much of this work has been accomplished, and much more will be done in the coming months. Of the \$700,000 appropriated, the RCAO has expended approximately \$230,000 to-date.

## Model Protocol Development

### Mission & Vision

As communities across Minnesota encounter sexually exploited and trafficked youth, they must develop customized protocols for multidisciplinary response. To provide guidance to these communities, the RCAO is developing a statewide model protocol for systems professionals. Reflecting the differences among these communities, the protocol will not be “plug-and-play” or “one-size-fits-all.” Rather, it will consist of a set of tools and best practices – resources that communities will be able to use to develop their own customized protocols that suit their own unique needs.

Foundational priorities of the protocol are that it be:

- *Victim-centered*, putting the experiences and wellbeing of sexually exploited and trafficked youth at the forefront;
- *Multijurisdictional and geographically relevant*, taking into account the unique needs of urban, rural, and tribal communities;
- *Culturally responsive*, engaging with sexually exploited youth in the context of their lives, including their identities based on race, gender, sexuality, disability, and others; and
- *Multidisciplinary*, recognizing the challenges of collaboration but affirming its value and efficacy.

These characteristics represent the core values of Minnesota’s approach to combating sexual exploitation and sex trafficking. They are reflected in each stage of the protocol process.

## Plan

The model protocol is being generated in three broad stages: design, development, and drafting/review.

### *Phase One: Design (March 2014 – June 2014)*

To begin the protocol process, the RCO partnered with the Sexual Violence Justice Institute (SVJI) at the Minnesota Coalition Against Sexual Assault (MNCASA). MNCASA has extensive experience in training and technical assistance for the investigation and prosecution of sexual assault. Under its leadership, counties across Minnesota have developed multidisciplinary protocols to respond to sexual assault.

MNCASA and the RCO recruited a team of advisors across disciplines and regions to shape the structure of the protocol. With their guidance, it became apparent that this project would be unlike any other protocol, the first in Minnesota and likely the first in the nation. While most protocols on sexual violence involve detailed referrals to community resources, that approach would not fit the scope of a statewide model. Instead, it ought to consist of recommendations for best practices throughout the state.

These recommendations originate from experienced systems professionals along with survivors and their families. The plan has been continuously evolving in response to needs that they have identified. It is described in phase two.

### *Phase Two: Development (July 2014 – April 2015)*

The protocol is being developed with the work and expertise of four group structures: discipline workgroups, multidisciplinary convenings, focus groups, and a cultural consideration process.

**Discipline workgroups:** Every individual in the system has specific roles and responsibilities in responding to sexually exploited youth. To review and refine best practices in each field, the RCO and MNCASA have convened fifteen discipline-specific workgroups. Each is facilitated by one or two of the state's leading experts on sexual exploitation.

The groups include:

- Child Protection / Child Welfare
- Civil Legal / Public Defenders
- Health Care – Adolescent Medicine
- Health Care – Child Advocacy Centers
- Health Care – Front Line Medicine
- Health Care – Mental Health / Chemical Health
- Health Care – Public Health
- Housing
- Judicial
- Juvenile Corrections
- Law Enforcement
- Prosecution
- Schools
- Tribal
- Victim / Youth Services

Workgroups consist of 10-15 members from agencies across the state. Each has met twice (in the summer and fall of 2014) to identify issues they would like to address in the protocol. They gathered information about current practices and relevant stakeholders.

In the first few months of 2015, each workgroup will meet up to two times again to develop an outline for its discipline and offer specific tips and advice to include. MNCASA will then draft a chapter for the relevant discipline based on these recommendations.

**Cross-disciplinary convenings:** Facilitators from the workgroups have met regularly to address a number of issues that cross disciplinary lines. In addition, the RCAO and MNCASA have identified a number of such cross-disciplinary issues that would benefit from further focus and guidance. Representatives of relevant disciplines are being assembled for cross-disciplinary convenings to address the following issues:

- Juvenile detention;
- Interactions among law enforcement and victim advocates; and
- Interactions among tribal communities and non-tribal child protection.

The cross-disciplinary convenings will meet from February to April of 2015. Their task is to provide guidance on decisions that communities need to make around each of these areas.

**Focus groups:** The foremost experts on sexual exploitation and trafficking are the youth and adults whose lives have been directly affected. We are working with local service providers to host focus groups of survivors, youth, and parents from diverse geographic and cultural backgrounds. We have partnered with the Hennepin County No Wrong Door initiative to hire an experienced facilitator to conduct appropriate and effective sessions.

**Cultural considerations:** The statewide model protocol will include recommendations for communities in being culturally responsive to sexually exploited youth. Building off of the Ramsey County Safe Harbors Youth Intervention Project (SHYIP) Cultural Considerations publication, a consultant is working with a wide variety of community informants to expand the work to a statewide level. Cultural considerations will be woven throughout the protocol, promoting cultural engagement within each discipline.

### *Phase Three: Drafting & Review (May 2015 – August 2015)*

The model protocol document will be written by MNCASA, with the support of the RCAO, in the spring of 2015. It will be reviewed by participants from Phase Two and additional subject-matter experts. The final product is expected to be available in fall 2015.

## **Status**

As of January 2015, the disciplinary workgroups have been meeting for a number of months; cross-disciplinary groups are being convened to address the three issues cited above; survivor and other focus groups are being assembled; and the consultant has been assembling input from representatives of a

wide variety of cultural communities. Over the coming months, all of this input will be incorporated into a draft which will be reviewed by subject-matter experts and be ready for use by communities in fall 2015. In the meantime, this input and the resulting draft will inform the regional multidisciplinary conferences beginning at page 16.

Over two hundred people have already participated in the process, sharing expertise from a variety of disciplines, locations, and cultures. The result has been the recognition of a shared commitment among Minnesotans to empower victims and hold perpetrators accountable. The project has also served to highlight areas of potential growth and progress where practices can be improved or additional resources are needed.

In all, the statewide model protocol is forging a path for communities across the state to strengthen their responses to sexually exploited and trafficked youth.

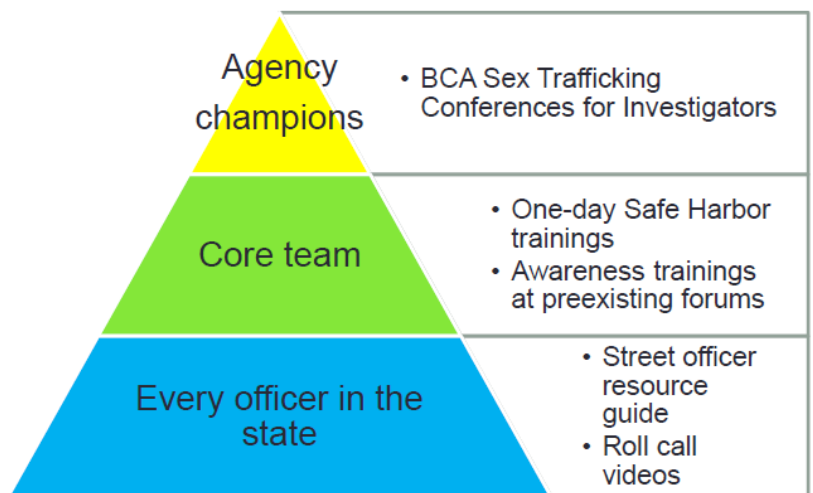
## Training for Law Enforcement

### Plan

The RCAO's efforts to train law enforcement have followed a "pyramid" design.

At the top of the pyramid are two statewide Sex Trafficking Conferences for Investigators, held in fall 2014 and fall 2015 and co-sponsored by the BCA. The goal of these multi-day conferences is to create a cadre of trafficking investigators throughout the state – at least one champion at almost every agency with the depth of both skill and motivation to pursue these cases and encourage colleagues to do so too.

In the middle of the pyramid are a series of one-day trainings, also co-sponsored by the BCA, for front-line officers and non-trafficking investigators. Seven of these trainings are to be held in each of the Safe Harbor regions – northwest, northeast, west central, southwest, southeast, west metro, and east metro – throughout 2015. Seven more of these trainings are expected to be held in tribal communities throughout the state, for both tribal law enforcement and officers in surrounding jurisdictions. In addition, the RCAO has presented a series of trainings intended to raise awareness at preexisting forums for law enforcement officers – such as conferences of law enforcement associations – throughout the state.



Finally, the base of the pyramid is intended to encompass every officer in the state. The RCAO, in collaboration with the Vick Task Force, has developed a resource guide for street officers and is in the process of developing a series of awareness videos to be played at roll calls. These materials will be disseminated to every law enforcement agency in the state.

Not shown on the pyramid – but crucial to it – are several efforts tied to the Safe Harbor Law change in August 2014. In July 2014, the RCAO conducted a webinar for law enforcement leaders on the change and produced a series of accompanying memos, customized by region. All of this material was placed online, at a website hosted by the Minnesota Chiefs of Police Association (mnchiefs.org).

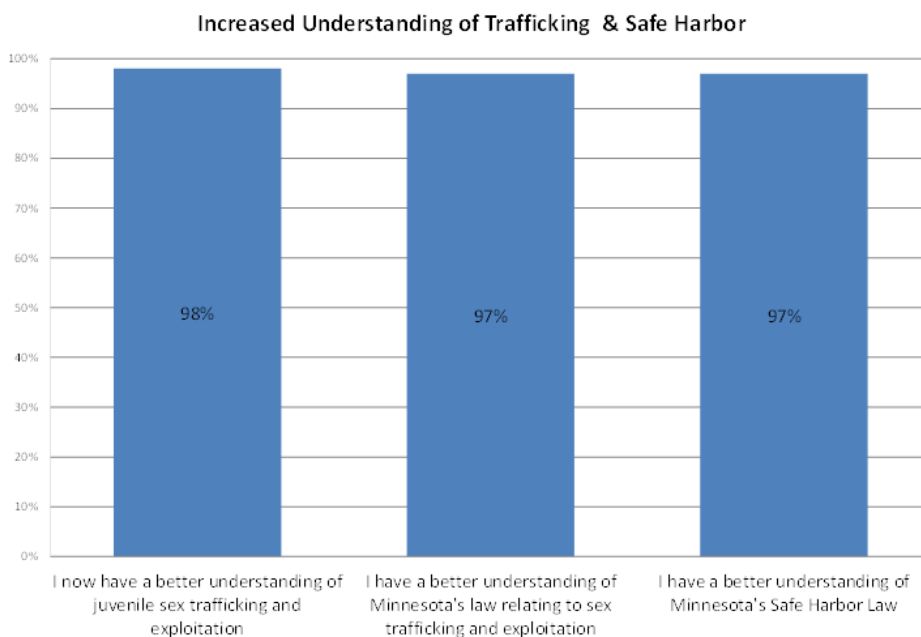
## Accomplishments

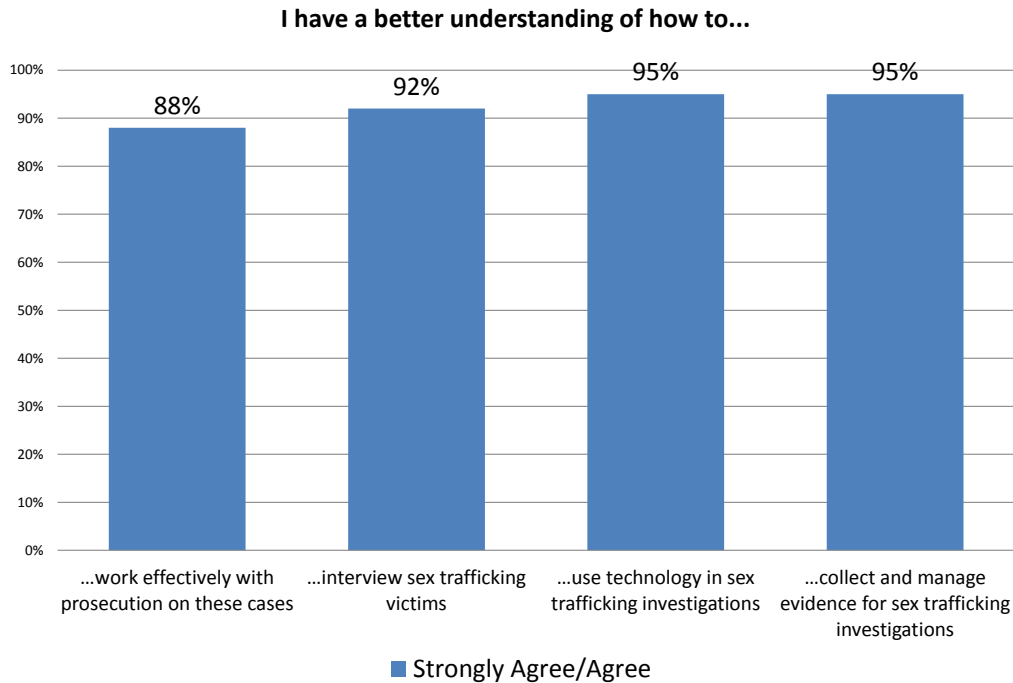
### *BCA Sex Trafficking Conference for Investigators*

In October 2014, the RCAO along with the Bureau of Criminal Apprehension (BCA) hosted a two-day conference for law enforcement. The goal of this conference was to provide law enforcement investigators with in-depth training on juvenile sex trafficking cases. Attendees learned the fundamentals of trafficking, how to interview victims, how to build a case using phone and financial records, and many other skills. A total of 264 investigators attended the two-day conference. Nearly all of these attendees completed an evaluation of the conference.

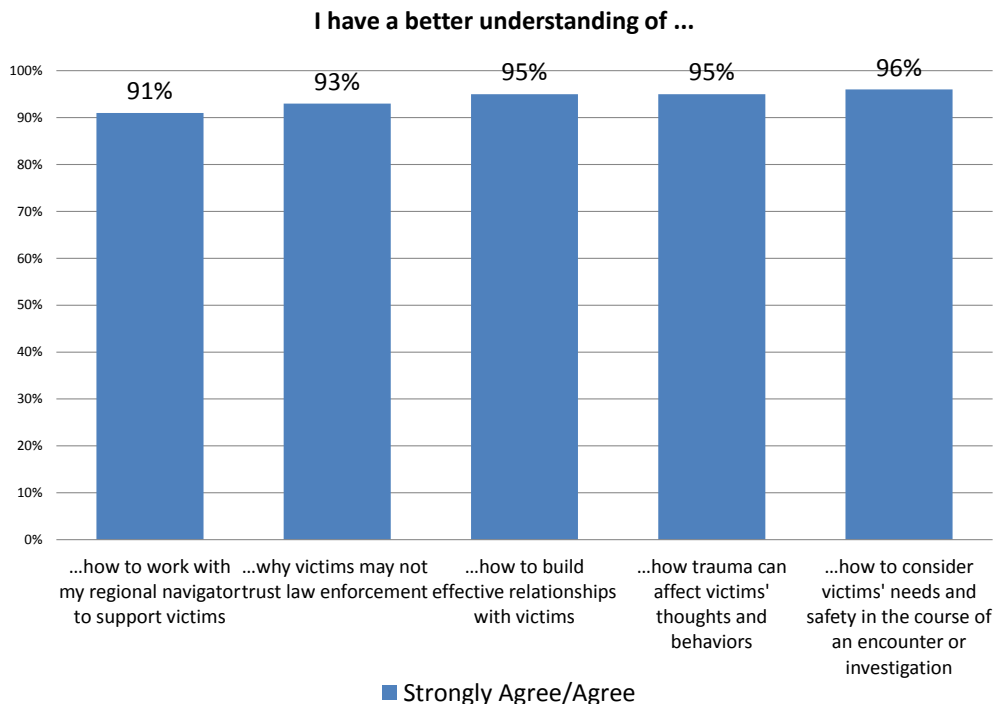
Overall, 98 percent of the law enforcement investigators who attended the training *strongly agree* or *agree* that they will use the knowledge gained from this conference in their work. As shown in the chart, similar proportions agreed that the conference left them with a better understanding this topic, the Safe Harbor law, and Minnesota's other laws relating to sexual exploitation. These figures indicate that attendees received the training needed to improve their ability to investigate juvenile sex trafficking crimes.

In addition, law enforcement attendees were evaluated to see if the training increased their ability to work more effectively with victims of sex trafficking. More than 9 in 10 law enforcement attendees *strongly agreed* or *agreed* that they have more skills and understanding of how to work with victims and consider victims' experiences and needs.





Law enforcement also reported that the conference increased their ability to successfully investigate sex trafficking crimes. Eighty-eight percent of law enforcement attendees have a better understanding of how to work effectively with prosecution. More than 9 in 10 investigators reported improved ability in other investigative skills:



Overall, investigators were pleased to have had the opportunity to participate in a law enforcement-specific three-day training on juvenile sex trafficking. One officer wrote:

*Excellent training. I took away a lot of information that will be useful in the future. I also was able to talk with other officers from similar sized departments and got some ideas from them.*

Officers were also given an opportunity to hear directly from victims of sex trafficking, which was new for many of them. One officer said that “listening to victims about their stories and how they got involved and how they got out of the situation” was most informative. The officer added that hearing those stories “had a good impact on learning what the victims go through.”

### *Awareness trainings at preexisting forums for law enforcement*

As of December 2014, the RCAO had provided 15 trainings to law enforcement officers – with approximately 730 officers trained in total – in addition to the statewide conference discussed above. Evaluations from these trainings provide overwhelming support that the RCAO is providing valuable, useful information to law enforcement that will allow them to identify sexually exploited youth and investigate sex trafficking crimes.

Among the forums for these trainings was the regular meeting of the “Indian Country Public Safety” group – consisting of tribal, federal, state, and local law enforcement – held at Northern Lights Casino in Walker. Every attendee who filled out an evaluation of this training (N = 16) *strongly agreed* or *agreed* that:

- the training provided them a greater understanding of sexual exploitation and trafficking,
- they will use the knowledge from their presentation in their work, and
- the training made them better informed of Minnesota’s Safe Harbor Law and the regional navigator system.

The RCAO also provided training to every sheriff and deputy sheriff in the state, at the annual Minnesota Sheriffs Association conference in Brainerd. Attendees rated this training as a 3.9 on a 5-point scale.

Other statewide organizations to which the RCAO presented training include:<sup>1</sup>

- Minnesota Sex Crimes Investigators Association, in Brainerd (N = 62; 4.7 on a 5 point scale)
- Association of Public-Safety Communications Officials / Minnesota Sheriffs Association / National Emergency Number Association (NENA), in Alexandria (N = 13; 4.9 on a 5 point scale)
- Minnesota Association of Women Police Officers (MAWPO), in Duluth (evaluation not available)
- Minnesota Crime Prevention Association, in Duluth (N = 19; 95% *excellent* or *good*)
- M-STEP (emergency preparedness), in Brooklyn Park (evaluation not available)

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<sup>1</sup> Please note that these trainings used a variety of evaluation scales, questions and formats. The information provided is just a brief overview of evaluation findings.

When asked to provide comments on the trainings provided, attendees consistently mentioned that the presenters were very skilled in presenting very valuable and relevant information. In addition, law enforcement consistently reported the value in hearing from survivors – a key element in RCAO trainings. One officer reported that the information provided a “good perspective for us to think before we prejudge,” while another stated that officers learned that this is not a victimless crime and that they now have a better understanding of how people get trapped into these situations.

### *Street Officer Resource Guides and awareness videos*

In collaboration with the Vick Task Force, the RCAO has developed a resource guide for street officers who may encounter sexually exploited youth. A copy is in the Appendix to this report. The guide contains sections on possible victim indicators, assessment questions, evidence considerations, and instructions on whom to contact when they suspect exploitation. It also directs them as to the approach they should take: “patient, nonjudgmental, and centered on victim needs and safety.” 10,000 of these guides have been printed, and they have proven so popular that it is likely that another 10,000 will be needed in order to distribute them throughout the state.

In addition, the RCAO and Vick Task Force are working with an experienced video-production team to develop a series of three awareness videos that could be played at a roll-call training. Most of the footage for these videos has been shot, and scripts are being finalized. They are expected to be completed in spring 2015.

### *Webinar, memos, and website for law enforcement, tied to August 2014 law change*

In July 2014, the RCAO conducted a webinar to alert law enforcement leaders to the impending Safe Harbor change. It also developed a series of accompanying memos, co-signed by the Safe Harbor / No Wrong Director and customized by region. Links to both the webinar and memos were hosted by the Minnesota Chiefs of Police Association at a special webpage that set up for this purpose. (Approximately 45 law enforcement officers attended the webinar, but unfortunately too few completed the evaluation to provide useful data.)

## **Next Steps**

Next steps for law enforcement training can again be organized in terms of the pyramid discussed earlier.

At the top of the pyramid is the second Sex Trafficking Conference for Investigators, to be held over several days in fall 2015 and again co-sponsored by the BCA.

Much work is coming up in the middle of the pyramid:

- Seven one-day trainings, co-sponsored by the BCA, will be held in each of the Safe Harbor regions – northwest, northeast, west central, southwest, southeast, west metro, and east metro – with an audience of front-line officers and non-trafficking investigators.

- Seven one-day trainings will be held at each of the tribal communities having its own law enforcement agency, with an audience including officers from that agency as well as officers from surrounding, non-Native communities.
- Additional awareness trainings at preexisting forums for law enforcement officers.

Finally, at the bottom of the pyramid, the RCAO and its partner Vick Task Force will complete production of the roll-call videos. The videos and accompanying Street Officer Resource Guides will then be disseminated to every law enforcement agency in the state.

## **Training for Other Justice-System Professionals**

### **Plan**

The RCAO's efforts to train justice-system professionals other than law enforcement have had two major areas of focus: (1) awareness-raising for justice professionals in general, and (2) skill-building for county attorneys in particular.

The RCAO is working to raise awareness through presentations at pre-existing forums (such as at conferences for lawyers and judges), a series of awareness videos, and a webinar for county attorneys tied to the Safe Harbor Law change. It will build skills among county attorneys through an upcoming statewide conference for county, tribal, and U.S. attorneys, to be co-sponsored by the Minnesota County Attorneys Association (MCAA), as well as through an email listserv for prosecutors of trafficking.

### **Accomplishments**

Justice-system professionals have been prominent participants at many of the multidisciplinary events beginning at page 16. In addition, several of the trainings conducted by the RCAO have occurred at preexisting forums specifically for justice professionals. Among these was a panel presentation sponsored by Minnesota Women Lawyers. Evaluations from the audience there rated the training as a 4.9 on a 5 point scale for being both valuable and of interest.

The RCAO and Vick Task Force are also working with an experienced video-production team to develop a set of two awareness videos for system professionals, including justice-system professionals. (These videos parallel the series of three roll-call awareness videos under development for law enforcement.) As with the video series for law enforcement, most of the footage for these videos has been shot, and scripts are being finalized. They are expected to be completed in early summer 2015.

In July 2014, the RCAO conducted a webinar and accompanying memo – co-signed by the Safe Harbor / No Wrong Director – to alert county attorneys and their assistants on the impending Safe Harbor change. (As with the parallel webinar for law enforcement, unfortunately too few attendees completed the evaluation to provide useful data.)

Finally, a number of county attorneys are members of an email listserv developed by the RCAO to allow prosecutors to share best practices and ask questions regarding trafficking cases. Few prosecutors have

experience with these cases, which can be among the most difficult to handle. The listserv is relatively new but has already helped a prosecutor in western Minnesota who was handling her first trafficking case.

## **Next Steps**

In the area of awareness-raising, the RCAF will finalize the set of two awareness videos for systems professionals. As with the parallel series for law enforcement, these are expected to be complete in early summer 2015. In addition, the RCAF will continue to look for opportunities to present at pre-existing forums for justice-system professionals.

In the area of skill-building, the RCAF's focus will be on the Sex Trafficking Conference for County, Tribal, & U.S. Attorneys, to be co-sponsored by the Minnesota County Attorneys Association (MCAA) and held in fall 2015. This two-day conference is expected to draw attendees from almost every county attorney's office in the state.

## **Multidisciplinary Training & Community-Response Building**

### **Plan**

The RCAF is holding a series of conferences to bring professionals from a variety of disciplines together to develop a response to trafficking in their communities. These started with a statewide kickoff conference in Alexandria in April 2014, co-sponsored by the Association of Minnesota Counties. They will continue with seven more regional conferences – one in each of the Safe Harbor regions – and an eighth conference for tribal communities. These regional and tribal conferences are being developed in collaboration with the Advocates for Human Rights and are co-sponsored by the Minnesota Department of Health.

As with the RCAF's other training efforts, a significant part of its multidisciplinary work involves raising awareness, both through a series of awareness videos and through pre-existing forums.

### **Accomplishments**

#### ***Statewide Safe Harbor Kickoff Conference***

In April of 2014, the RCAF, in partnership with the Association of Minnesota Counties (AMC), held a statewide anti-trafficking conference – named the “Summit to Undo Sexual Exploitation & Trafficking (SUNSET)” – in Alexandria, Minnesota. The purpose of this summit was to gather regional teams from around the state to come together, to learn about juvenile sex trafficking, the Safe Harbor initiative, and the No Wrong Door implementation plan, and to begin forming plans to address the issue within their region of Minnesota. It served to kick off Safe Harbor training and protocol-development work.

A total of 201 people attended the two-day summit. Attendees were asked to complete an online survey, post-summit, to provide feedback on the efficacy of the training. Overall, 61 percent of

respondents felt that the summit was better than expected. When asked what exceeded their expectations, respondents commented that they learned from and engaged with the wide range of professionals represented at the summit. In addition, they found the breakouts by profession and region to be particularly effective. Many attendees also cited the quality of the presenters. One respondent stated that the summit exceeded expectations because, “the breakouts by discipline and then region was a great format. A lot of good discussion and insights.” Another attendee stated, “My eyes were opened to the legislative changes that have happened recently with Safe Harbor and to the changes coming in August.”

In addition, almost all attendees (92%) reported that the summit prepared them to take a leadership role in their community to address juvenile sex trafficking and exploitation. And while many attendees already knew this information, over half learned how to contact the Statewide Safe Harbor Director (54%), and 41 percent learned how to contact their regional navigators.

The summit was organized into a variety of group sessions. Attendees were asked to report how informative each session was and how helpful the information will be when developing their own community response to juvenile sex trafficking. The table below shows the percent reporting that the sessions were *Very Informative/Informative* or *Very Helpful/Helpful*.

|   | Very Informative/Informative | Very Helpful/Helpful |
|---|------------------------------|----------------------|
| <b>Sex Trafficking 101: Modern Day Slavery in our Community</b>                                     | 83%                          | 81%                  |
| <b>Sex Trafficking 101: Modern Day Slavery in our Community Part 2: Law Enforcement Perspective</b> | 91%                          | 84%                  |
| <b>Minnesota’s Response: How we got here and where do we go from here?</b>                          | 78%                          | 76%                  |
| <b>Addressing the Demand: The Need for Culture Change</b>   | 86%                          | 86%                  |
| <b>Duluth’s Story: A Coordinated Community Response</b>   | 57%                          | 53%                  |
| <b>Barriers to Reporting and Services (What Victims Want you to Know)</b>                           | 92%                          | 91%                  |

Participants also broke out into groups – first by discipline and then by region – to have in-depth discussions about what they were currently seeing, what response, if any, is provided, and where the gaps are. They also discussed effective ways to address juvenile sex trafficking from various perspectives.

More than 90 percent of summit attendees *strongly agreed* or *agreed* with a variety of statements about the discipline-specific breakout sessions, which occurred on the summit’s first day. Specifically, attendees *strongly agreed* or *agreed* that:

- It was helpful to learn from others in my discipline about sexual exploitation (95% *strongly agree*)

- I now have a better understanding of how to respond to sexually exploited persons (91% *strongly agree*)

On the second day of the summit, attendees broke out into regional groups to discuss the strengths, resources and needs in their particular community to successfully address juvenile sex trafficking. The majority of participants *strongly agreed* or *agreed* with a variety of statements about the regional breakouts:

- I now have a better understanding of gaps in services for these victims in my region of the state (93% *strongly agree/agree*)
- I now have a better understanding of the services available in my region to serve child victims of sexual exploitation and trafficking (89% *strongly agree/agree*)
- I have a stronger relationship to others in my region who are also working to end youth sexual exploitation and trafficking (87% *strongly agree/agree*)

The summit was also an opportunity to explain to stakeholders the difference between the No Wrong Door Model and the model protocol being developed by the RCAO and the Minnesota Coalition Against Sexual Assault. Seventy-nine percent of attendees reported that they now have a better understanding about the difference between these the No Wrong Door Model and the model protocol. Almost 7 in 10 attendees reported that they anticipate using the model protocol to shape their community's local response to trafficking, while 29 percent still were not sure if they would use the model protocol. Those who were unsure if they would use the model protocol reported that they would need additional details and information before determining whether they would use it in their community.

### *Awareness videos*

As discussed at page 15, the RCAO and Vick Task Force are also working with an experienced video-production team to develop a set of two awareness videos for system professionals. As with the video series for law enforcement, most of the footage for these videos has been shot, and scripts are being finalized. They are expected to be completed in spring 2015.

### *Awareness trainings at preexisting forums*

The RCAO presented at multidisciplinary gatherings in three counties: Isanti, Kandiyohi, and Sherburne. In each of these communities, the audience had been gathered specifically to learn about trafficking and included law enforcement, prosecutors, human services workers, advocates, and others. They heard from the navigator for their region and began discussions intended to build a community response. Evaluations from attendees were strongly positive. Specifically, 94 to 100 percent of attendees in all three presentations *strongly agreed* or *agreed* that their understanding of sex trafficking increased because of the RCAO trainings. The vast majority of attendees also reported that they are more informed of Minnesota's Safe Harbor Law, they have increased knowledge of community resources for victims, and are better able to identify sexually exploited youth.

Other forums at which the RCAO presented to other systems professionals include the Association of Minnesota Counties (AMC) annual meeting and Goodwill / Easter Seals, among many others. One-hundred percent of attendees at the AMC presentation *strongly agreed* or *agreed* that the topic was worthwhile and that the session contained relevant information that expanded their knowledge base. Ninety-five percent of attendees said the session met their expectations.

Of the attendees at the Goodwill / Easter Seals presentation who filled out an evaluation, 98 percent *strongly agreed* or *agreed* that the presenters were well-informed and effective and 95 percent *strongly agreed* or *agreed* that the session increased their understanding, skills or resources.

More than 1,000 systems professionals have attended RCAO trainings under Safe Harbor, in addition to the more than 1,000 law enforcement professionals cited on pages 11 to 13.

## Next Steps

A number of the regional multidisciplinary conferences have already been scheduled:

| Conference                          | Scheduled for | Location      |
|-------------------------------------|---------------|---------------|
| Northeast Safe Harbor Conference    | Late February | Duluth        |
| Southwest Safe Harbor Conference    | Mid-March     | Redwood Falls |
| West Central Safe Harbor Conference | Mid-May       | Willmar       |
| Northwest Safe Harbor Conference    | June          | Bemidji       |
| Southeast Safe Harbor Conference    | September     | TBD           |

The remaining two regional conferences (west metro and east metro), as well as the tribal conference, will follow. In addition, the RCAO is finalizing the set of two awareness videos for systems professionals (also discussed at page 15). As with the parallel series for law enforcement, these videos are expected to be complete in early summer 2015.

## Partnerships

At the heart of Minnesota's Safe Harbor model is collaboration, among disparate disciplines and disparate organizations. Many organizations have played a significant role in the RCAO's work under the appropriation. Contracting partners have included Advocates for Human Rights, Breaking Free, Minnesota Coalition Against Sexual Assault, among others. In addition, the RCAO has used the \$700,000 appropriation to leverage more than \$70,000 in additional contributions:

- Contribution of \$41,000 from Women's Foundation of Minnesota to support both the statewide kickoff conference and the project as a whole,
- Contribution of \$24,800 from Gerald D. Vick Human Trafficking Task Force to support the production of training videos and to design and support the printing of Street Officer Resource Guides,
- Contribution of \$5,000 from Thomson Reuters to support the statewide kickoff conference,

- In-kind support from Hennepin County for facilitator of focus groups in support of model protocol-development process,
- Staff time from Association of Minnesota Counties (AMC) to plan and execute Statewide Safe Harbor Kickoff Conference,
- Staff time from Bureau of Criminal Apprehension (BCA) to plan and execute Sex Trafficking Conference for Investigators and other law enforcement trainings,
- Staff time (expected) from Minnesota County Attorneys Association (MCAA) to plan and execute statewide conference for county, tribal, and U.S. attorneys,
- Staff time and web-hosting from Minnesota Chiefs of Police Association, to host resource for law enforcement on Safe Harbor Law change, and
- Staff time from a variety of law enforcement agencies to plan and execute Sex Trafficking Conference for Investigators and other law enforcement trainings.

## Gaps and Recommendations

Minnesota is a national leader in the fight against juvenile sexual exploitation and trafficking, with significant resources dedicated to fight this challenge. Nevertheless, more is needed. Among the areas of need are youth outreach; trauma-informed, culturally-specific services; and safe shelter and housing. In addition, in the course of its work, the RCAO has identified several areas in particular where gaps exist:

- **Protocol implementation:** The appropriation is supporting the development of model protocols, but additional investment is necessary to disseminate them throughout the state and to provide technical assistance to implement them.
- **Broader training:** Per the language of the appropriation, the RCAO has concentrated its training efforts on criminal-justice professionals. But many other groups of system professionals – from county workers to educators to health professionals – encounter sexually exploited youth in their work. Additional investment is needed to give them training to prevent these situations and intervene when they occur.
- **Increased investigative capacity:** Trafficking cases can be extremely complicated and as time-consuming as a homicide. And yet considerable evidence indicates that trafficking is quite common – occurring every day in every corner of Minnesota. Even a large law-enforcement agency can quickly get overwhelmed by trafficking cases, and smaller agencies often find their situation impossible. Especially as awareness increases across the state, not only through the RCAO's work but through the work of other organizations as well, this situation will only get worse. Whether based locally, regionally, or statewide, Minnesota law enforcement needs greater capacity in handling these cases.
- **Increased prosecutorial capacity:** The same factors driving the need for increased investigative capacity apply with equal force in the area of prosecution. Trafficking cases are highly complex

and are much more likely than other cases to go to trial. As with their law enforcement counterparts, county attorney offices are not equipped to deal with the scope of this challenge.

## SEXUAL EXPLOITATION

- Exchange of sex for money, drugs, food, shelter, etc.
- Prostitution, stripping or pornography

## YOUR APPROACH

Be patient, nonjudgmental, and centered on victim needs and safety, regardless of disclosure, cooperation, or even hostility. Your approach now will set the tone for victim engagement in the future.



Know the facts about sex trafficking in Minnesota.

GERALD D. VICK HUMAN TRAFFICKING TASK FORCE

Know the facts about sex trafficking in Minnesota

## STREET OFFICER RESOURCE GUIDE SEXUAL EXPLOITATION & TRAFFICKING



## POSSIBLE VICTIM INDICATORS

### Observations

- Lack of eye contact
- Unusually hostile, anxious, or withdrawn
- Disheveled or not taken care of
- Tattooed with trafficker's name or symbol
- Bruises, scars, or burn marks

### Acquaintances

- Significantly older (may be called "boyfriend" or "daddy" by victim)
- Holding victim's ID and / or belongings
- Sketchy explanation of relationships
- Inconsistent stories

### Interaction

- Guarded or unwilling to talk
- Unclear responses to the basics (live / work / school)
- Vague, inconsistent, appears coached
- Can't identify acquaintances

### Possessions

- Large amounts of cash
- Prepaid cards (to place ads online)
- Motel and hotel keys
- Sex paraphernalia – condoms, lubricant, lingerie, etc.

### Victims may (or may not) be:

- Hostile, untruthful, or uncooperative
- Loyal to or fearful of the trafficker
- Runaways
- Boys
- LGBT
- Very young
- Low-functioning
- Otherwise delinquent
- Mistrustful of the "system"

## ASSESSMENT QUESTIONS

- What are you up to tonight? How did you get here? How will you get home?
- Where are you living?
- How do you get money? Tell me more.
- Do you feel safe? What worries you?
- Has anyone hurt you?
- Do you get to choose who you have sex with? Every time?
- Are you worried about anyone else's safety?

### If trafficking is disclosed:

- Who posted the ad? Took the photos? Paid for the hotel? Drove?
- What do you do with the money?

**Check ID and separately interview every person**

## EVIDENCE

### PHONES

- Obtain consent to search (or have a valid legal reason you don't need it)
- Get phone number, and Google to see if it links to sex ads (if it does, review texts, pictures, call logs, etc.)

### PHOTOS

- Take many photos of sex paraphernalia, credit cards (front & back), vehicles, phones, victim, suspect, etc.

### UPON ARREST

- Recover phones, credit cards, computers, lingerie, sex paraphernalia, etc.

### DETAILS MAKE THE CASE

- Vehicle info
- Hotel occupants
- Contents of garbage
- Photos
- Identity, demeanor, and statements of every person

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## WHAT TO DO

### 1. REPORT minors to Child Protection:

Phone: \_\_\_\_\_

Email: \_\_\_\_\_

### 2. CONNECT with victim services:

Phone: \_\_\_\_\_

Email: \_\_\_\_\_

### 3. CONSULT an investigator:

Phone: \_\_\_\_\_

Email: \_\_\_\_\_

Regional navigators have been designated to help coordinate care for victims and connect them with local services. Find your navigator at [www.health.state.mn.us/injury/topic/safeharbor](http://www.health.state.mn.us/injury/topic/safeharbor).

### SAFE HARBOR

**Minors may not be arrested or detained for prostitution.**