

# Safe Harbor Protocol Team Formation Starter Kit: A Guide for New Teams



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# Introduction



Minnesota’s groundbreaking Safe Harbor law represents a paradigm shift in how our state views youth who have been sexually exploited—not as juvenile delinquents, but as victims and survivors. Since August 1, 2014, youth involved in selling or trading sex cannot be arrested for or charged with the crime of prostitution. Rather, exploiters—both traffickers and those who purchase sex—face increased penalties for their crimes.<sup>1</sup>

To ensure an effective change to Minnesota’s statutes, Minnesota conducted a statewide multidisciplinary collaborative process that resulted in one of the most comprehensive response models in the nation for responding to commercial sexual exploitation: “[No Wrong Door](#).”<sup>2</sup> The No Wrong Door Response Model created a statewide infrastructure for service delivery, specialized housing and shelter, and training for systems professionals.

In partnership with the Ramsey County Attorney’s Office, the Sexual Violence Justice Institute (SVJI) at the Minnesota Coalition Against Sexual Assault (MNCASA) developed the [Safe Harbor Protocol Guidelines](#),<sup>3</sup> a comprehensive tool that would help multidisciplinary teams across the state build a systems response to sexual exploitation that is tailored to the needs and resources of their communities. The Legislature also provided funding to assist teams in the development and implementation of *local* Safe

Harbor protocols, ensuring that every community could truly become a “No Wrong Door community.” This became known as the Safe Harbor Protocol Development and Implementation Project, funded through the Minnesota Department of Health.

During the 2015-17 funding period for this project, SVJI worked with Safe Harbor Regional Navigators to identify multidisciplinary groups in each No Wrong Door Region that could demonstrate “readiness for Safe Harbor protocol development. For the purposes of Safe Harbor protocol development, the term “readiness” refers to a community’s ability to engage all essential partner and stakeholder agencies, as well as assess their willingness to commit time and resources to the process of systems change (see “[Understanding Systems Change](#)” under [Getting Started](#)).

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<sup>1</sup> Ramsey County Attorney’s Office and the Sexual Violence Justice Institute at the Minnesota Coalition Against Sexual Assault, “Safe Harbor Protocol Guidelines” (2017) <http://www.mncasa.org/sh/guidelines/>

<sup>2</sup> Department of Public Safety, Office of Justice Programs, *No Wrong Door: A Comprehensive Approach to Safe Harbor for Minnesota’s Sexually Exploited Youth*, (Jan. 2015), [https://dps.mn.gov/divisions/ojp/forms-documents/Documents/Documents/!2012%20Safe%20Harbor%20Report%20\(FINAL\).pdf](https://dps.mn.gov/divisions/ojp/forms-documents/Documents/Documents/!2012%20Safe%20Harbor%20Report%20(FINAL).pdf).

<sup>3</sup> Ramsey County Attorney’s Office and the Sexual Violence Justice Institute at the Minnesota Coalition Against Sexual Assault, “Safe Harbor Protocol Guidelines” (2017) <http://www.mncasa.org/sh/guidelines>

In addition, SVJI, in partnership with MDH, conducted a statewide Safe Harbor Protocol Development Conference on June 29, 2017. The convening provided multidisciplinary professionals and teams across the state with an overview of systems change, as well as practical strategies for using the *Safe Harbor Protocol Guidelines* in order to develop a victim-centered, trauma-informed, and *community-specific* systems response to sex trafficking and sexual exploitation.

In an effort to leverage existing resources, SVJI encouraged existing, *formalized* (see [“Formalizing Commitments”](#) under [Now What?](#)) multidisciplinary teams (for example, sexual assault response teams, domestic violence coordinating councils, child protection teams, etc.) to consider whether their work could be expanded to include Safe Harbor protocol development. However, while some existing teams were able to incorporate Safe Harbor protocol development into the scope and function of their work, other communities needed both a foundational understanding of protocol development and systems change, as well as assistance *forming* a team dedicated to the development of *local* Safe Harbor protocols.

Therefore, SVJI designed this *Safe Harbor Protocol Team Formation Starter Kit* to assist communities across the state form multidisciplinary protocol teams that will focus on improving the systems response to sex trafficking and sexual exploitation through Safe Harbor protocol development. This *Starter Kit* compliments the work of the conference and the 2015-17 funding period, and provides practical guidance and resources for *forming* a Safe Harbor protocol team (or expanding the scope of an existing team to include Safe Harbor protocol development work). During the 2017-19 funding period, SVJI will release additional tools and resources focused on the *writing* and *implementation* of Safe Harbor protocols.

For more information, please visit <http://www.mncasa.org/developing-the-systems-response/>.



# How to Use the Safe Harbor Protocol Team Formation Starter Kit



## Who Should Use This Starter Kit?

This tool is designed for communities that want to form, (or are considering forming) a team with the sole purpose of building and improving their multidisciplinary systems response to sex trafficking and sexual exploitation. Existing multidisciplinary teams (e.g., [Sexual Assault Multidisciplinary Response Teams](#), Coordinated Community Response Teams, etc.)<sup>4</sup> wanting to incorporate Safe Harbor protocol development work into their existing scope and function may also find this tool to be useful.

## What is Included in This Starter Kit?

Team formation is a critical step toward implementation of the statewide No Wrong Door services model at the local level. This Starter Kit is intended to provide foundational knowledge and practical tools for the *formation* of a sustainable, effective protocol or systems change team.

There are three sections:

1. [Getting Started: What You Need to Know before Forming a Protocol Team](#)
2. [Assessing Readiness: Is Your Community Ready to Form a Protocol Team?](#)
3. [Now What? A Protocol Team's First Tasks](#)

Each section provides a brief overview of essential concepts, key questions to get your community thinking about how to implement these concepts at the local level, and accompanying practical tools and resources that can be found in the *Appendix*.

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<sup>4</sup> See Sexual Violence Justice Institute (SVJI) at the Minnesota Coalition Against Sexual Assault (MNCASA) "The Language of Collaboration" (2008) <http://www.mncasa.org/assets/PDFs/Language%20of%20collaboration.pdf>

# Getting Started: What You Need to Know Before Forming a Protocol Team



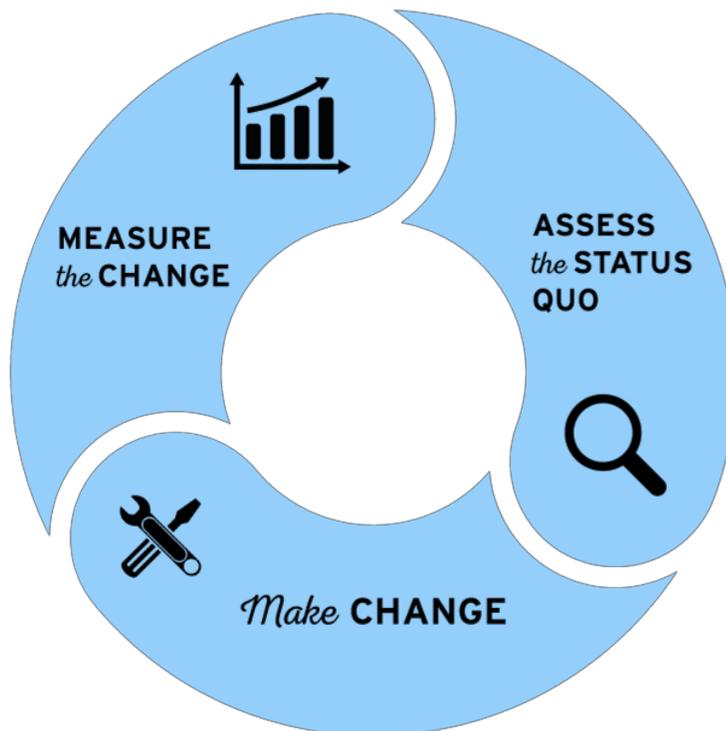
## Section Overview

- Understanding Systems Change
- Why Form a Systems Change (Protocol) Team?
- Collaboration and Protocol Development

## Understanding Systems Change

Systems change refers to an intentional process of *continuous improvement* of a system (or several systems) that involves:

- Assessing for needs and gaps,
- Designing and implementing changes to the system that will help meet identified needs, and
- Evaluating these changes to ensure that they are achieving the desired results.<sup>5</sup>



<sup>5</sup>See, SVJI @MNCASA “Protocol Development Cycle Details: Enhancing Collaborative Responses to Sexual Assault” (2013) <http://www.mncasa.org/assets/PDFs/PDC%20Steps-PQPP--for%20prospective%20teams-3-25-14-FINAL.pdf>.

Systems change is necessarily a *cyclical* process, as communities will regularly experience changes to resources, laws, best practices, and the ways in which sex trafficking and sexual exploitation are occurring at the local level, and will need a mechanism by which they can build off of the work previously done to improve the systems response to sex trafficking and sexual exploitation.

In the context of Safe Harbor, this may mean engaging in a process of systems change focused on, for example, the Child Protection System's response, the Criminal or Juvenile Justice System's response, etc. For example, a Safe Harbor protocol team might create a policy for engaging the Safe Harbor Regional Navigator or community-based advocate on a Child Protection Multidisciplinary Team. Protocols might set forth when the navigator or advocate is contacted, how communication among team members will be handled given the confidentiality obligations of each discipline, and how systems partners will approach cases in which a sexually exploited youth has engaged in criminal activity as a result of their exploitation.

Ultimately, the goal is to ensure that whatever system a sexually exploited youth may encounter, changes are implemented to ensure both proper identification of that youth, as well as a response that upholds the values and guiding principles of No Wrong Door<sup>6</sup> to the fullest extent possible:

1. Sexually exploited youth are victims not offenders;
2. Sexual exploitation can be prevented;
3. Youth should not feel isolated or trapped while receiving services;
4. Youth have a right to privacy and self-determination;
5. Services will be based in positive youth development;
6. Community members and professionals must be trained to identify sexual exploitation;
7. Services must be responsive to the needs of individual youth;
8. Services must be victim-centered, trauma-informed, and culturally inclusive;
9. No Wrong Door is a statewide program and will be tailored to regions' needs and resources.

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<sup>6</sup> *No Wrong Door: A Comprehensive Approach to Safe Harbor for Minnesota's Sexually Exploited Youth*, 7.

## Why Form a Systems Change (Protocol) Team?

The No Wrong Door services model is just that: a services *model*. How each community implements this model at the local level requires that multidisciplinary partners come together, negotiate, and collaborate (see “Collaboration and Safe Harbor Protocol Development” below) changes and improvements to the way each individual agency operates, as well as how agencies interact with one another to achieve the best possible outcomes for each victim.

Systems change is a process that can take, on average, 18 months to two years, and some agencies may hesitate to devote already limited resources to Safe Harbor Protocol development. However, even in comparatively resource-heavy communities, systems professionals may find that they are encountering the same obstacles over and over when responding to cases of sexual exploitation. This is because sexual exploitation is a complex issue requiring specialized training of multidisciplinary professionals, trust between agency partners, and a coordinated response that can weather inevitable transition and turnover.

Finally, protocol development does not mean multidisciplinary partners must wait to respond to active cases of exploitation. Active case management and systems change are types of multidisciplinary collaboration that will occur simultaneously and inform each other. If multidisciplinary partners are struggling to commit to the long-term process of Safe Harbor protocol development, it might be helpful to use the Key Questions below to begin a real conversation about the benefits of forming a protocol team.

## Collaboration and Safe Harbor Protocol Development

*Collaboration* can be defined as a group of people or organizations coming together to work toward a common goal. In the context of Safe Harbor protocol development, the ultimate goal is to develop a community-specific multidisciplinary systems response that is also victim-centered, trauma-informed, culturally-responsive, and based in principles of positive youth development.<sup>7</sup>

Collaboration is most successful when it occurs within a formalized relationship between and among relevant agencies (see [“Formalizing Commitments”](#) under [Now What?](#)). Formalization is critical because agency-level participation and decision-making are part of the process of system change. When collaborating to

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<sup>7</sup> See, “Safe Harbor Protocol Guidelines,” 300.

develop an effective response to sexual exploitation, member agencies will negotiate about what changes need to be made to each agency's practices and policies, as well as to the way agencies interact with one another, and will need a mechanism by which to hold participating agencies accountable for implementation of these changes.<sup>8</sup>

There are several factors, both external and internal, that contribute to successful collaboration. External factors include a history (or lack thereof) of collaboration in the community, a favorable social/political climate for collaboration, and the availability of necessary funding and staffing. Internal factors include team members sharing a common vision and purpose (see [Now What?](#)), having clarity around the roles and responsibilities of each team member, and good communication. Effective collaboration also involves the use data to drive a team's discussions and decision-making around systems change.<sup>9</sup>

## Key Questions

- How are agencies in your community already working together/intersecting to address sexual exploitation or related forms of gender-based violence (sexual assault response teams, domestic violence coordinating councils, child protection teams)?
- What obstacles have multidisciplinary partners experienced as a result of not having local Safe Harbor protocols in place?
- What questions do multidisciplinary partners and agency leaders have about forming a systems change or protocol team?
- What questions do multidisciplinary partners and agency leaders have about beginning the Safe Harbor protocol development process?

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<sup>8</sup> *Id.*, 301.

<sup>9</sup> Crime and Justice Institute & National Institute of Corrections. (2004) "Implementing Evidence-based Principles in Community Corrections: Collaboration for Systemic Change in the Criminal Justice System." Available at: <https://s3.amazonaws.com/static.nicic.gov/Library/019343.pdf>



# Assessing Readiness: Is Your Community Ready to Form a Protocol Team?



## Section Overview

- Defining Readiness
- What does membership entail?
- Coordination

## Defining Readiness

The defining characteristics of a “ready” team are best captured by a prospective team’s responses to the following key questions:

- **Does the composition of the team reflect community and project need?**  
One of the first steps that must be taken in forming a Safe Harbor Protocol Team is to decide who will be on the team. Minimally, team members should include:
  - Representatives from local law enforcement,
  - Community-based advocacy,
  - Medical response,
  - Child protection and child welfare,
  - Prosecution (adult and juvenile),
  - Probation and corrections (adult and juvenile), and
  - Juvenile public defenders.

Teams should also include members from local human and social service organizations representing the diversity and unique nature of the community (including tribal government representation and culturally specific organizations). Team members should have knowledge about agency processes as well as sex trafficking and sexual exploitation (or at least a willingness to learn). Members should have some degree of decision-making power and influence, as well as a communication loop within the agency they are representing.

- How have proposed and/or existing participating agencies demonstrated their commitment to the project?

Being part of the team requires that members not only commit to attending and actively participating in regular meetings, they must also be willing to engage in the process of systems change with the end goal of improving the multidisciplinary response to sex trafficking and sexual exploitation. In other words, team members must be aware that the purpose of a Safe Harbor protocol team is not active case management, but rather protocol development, and have committed (through interagency agreement or memorandum of understanding, see “Formalizing Commitment” under *Now What?* below) to playing an active role in whatever process (see “Adopting a Team Process” under *Now What?* below) the team has agreed upon in order to achieve this goal.

- Will participation in this project fit into and/or further existing goals of the team and its participating agencies?

If the team’s work is going to have a tangible impact within a given community, it must have support from agency leadership. “Support” in this context means that member agencies - *and their leadership* - are aware of the team’s purpose and work, are committed to its mission, vision, and values, and are allocating the resources and staff time necessary to sustain and further the work of the team. In addition, member agencies must also be committed to productively working through disagreement and conflict that may arise during the protocol development process, as well as to implementing changes to interagency policy and practice as agreed upon by the team.

- How knowledgeable are existing and/or proposed team members about sexual exploitation?

It is important that individual team members have a foundational understanding of:

- The nature and dynamics of sex trafficking and sexual exploitation,
- Discipline-specific best practices, as well as
- Common reactions to trauma that victims and survivors of sexual exploitation may exhibit.

Fortunately, the [Safe Harbor Protocol Guidelines](#) provide a comprehensive overview of these foundational concepts, as well as discipline-specific chapters that can help members build their knowledge base in this area. Team members should also have a basic understanding of how their agency interacts with other agencies to serve system- involved youth.

Prospective teams can use the Safe Harbor Protocol Team Readiness Assessment in the Appendix to discern which agencies may need more information, gauge team members' overall interest and understanding of the process, assess communication gaps and information gaps, and get an overall feel for the current state of collaboration. There is no expectation that any team would be fully 'ready' in each of these areas, but assessing the prospective team's current reality is a critical first step in team formation.

## What Does Membership Entail?

Members of a protocol team are not individuals, but representatives of their respective agencies. The individuals serving on the protocol team bring their discipline-specific expertise to the table, but they must also have the authority to represent their agency's viewpoints and priorities and ensure that their agency is kept apprised of what is happening on the team.

Membership should also reflect the make-up of the community, and protocol teams should have mechanisms in place to engage tribal governments and representatives of culturally-specific communities and agencies from the very beginning of the protocol development process - starting with team formation and including the implementation and evaluation of protocols. Meaningful engagement of these critical partners will ensure that a community's Safe Harbor protocols meet the needs of victims from the various diverse populations within that community.

How team members relate to each other and interact determines the quality of their collective work. Team members should feel that they can trust each other and be open and honest in conversations. Each member should know something about the roles of the other members (and the agencies they represent) within the systems response to sexual exploitation, understand one another's legal and ethical obligations in these roles, and value the specific contributions of other members to the work of the team.

## Coordination

An effective protocol team requires a dedicated coordinator – typically staff from a member agency. The individual (or individuals) designated as the protocol team coordinator *does not represent their home agency* during protocol team meetings. Rather, the coordinator keeps the team focused on its purpose and provides direction and leadership. They serve as a point of contact for questions and information about the team’s work and represent the team in other settings. The coordinator is also in charge of creating agendas and facilitating meetings as well as maintaining a respectful and neutral team environment. It is important that the coordinator be designated early on in the formation of the team.

## Key Questions

- What existing teams or collaborations in your community might be used to develop Safe Harbor protocols?
- Who should be on the team?
- Who else needs to be at the table in order to build a culturally-responsive systems response that meets the needs of all victims and populations in your community?
- What agency is in the best position to take on coordination of your community’s Safe Harbor protocol development work?
- How will team members learn about one another’s roles as well as legal and ethical obligations?

## Suggested Tools and Resources

- Team Readiness Assessment
- Types of Membership



# Now What? A Protocol Team's First Tasks



## Section Overview

- Developing a Mission and Vision
- Adopting a Team Process
- Formalizing Commitment

### Developing a Mission and Vision

One of the first tasks during the initial stages of team formation is the development of a mission statement and accompanying vision statement. The mission and vision statements define and guide the team's work, provide parameters of accountability, and communicate the direction and focus of the team.

#### Mission Statement

A mission statement is a clear and concise statement articulating your team's purpose. It should be relatively short and clear, and provide the most essential information for an outside party to understand what your team does and why.

Mission statements answer the following questions:

1. **Who are you?** This is the easiest part of the mission statement. It is the name of your group or team and should probably describe your service area (for example, the "\_\_\_\_\_County Safe Harbor Protocol Team").
2. **What do you do?** Focus in on the big picture view of the team's work. Try to concisely articulate the end goal the team is trying to achieve (for example, "increases access to specialized services and support, and improves the multidisciplinary response").
3. **Who Benefits?** Knowing the people you aim to serve will help keep your team centered. You will have the power to ask, "For whom do we do this work?" Keep this part focused on your main population (for example, "victims of sexual exploitation").

Putting the above examples together, a mission statement might read like this:

*“The \_\_\_\_\_ County Safe Harbor Protocol Team increases access to specialized services and support and improves the multidisciplinary response for victims of sexual exploitation.”*

A mission statement typically does not change over time. While it may be worth revisiting at certain points over the long-term to ensure its relevancy to the community, the team mission statement will generally remain a static representation of the team’s ultimate purpose: to improve the systems response to sex trafficking and sexual exploitation.

## Vision Statement

As a companion piece to the team mission statement, a vision statement should be updated every few years to reflect the way(s) in which the team will achieve its ultimate purpose. It articulates the scope, is measurable (see the SVJI website for more information about evaluation approaches), and community-specific.

A team vision statement answers the questions:

- *What does success look like?* Think about what success will look like in your specific community (for example, “We envision a community in which every system or agency in \_\_\_\_\_ County is a ‘door’ to victim-centered, trauma-informed, and culturally responsive services and support.”)
- *What values guide our work?* The No Wrong Door statewide services model is grounded in a series of overarching values and principles (see above on page 9).<sup>10</sup>

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<sup>10</sup> *No Wrong Door: A Comprehensive Approach to Safe Harbor for Minnesota’s Sexually Exploited Youth*, (Jan. 2015), [https://dps.mn.gov/divisions/ojp/forms-documents/Documents/Documents/!2012%20Safe%20Harbor%20Report%20\(FINAL\).pdf](https://dps.mn.gov/divisions/ojp/forms-documents/Documents/Documents/!2012%20Safe%20Harbor%20Report%20(FINAL).pdf).

How these values are incorporated into the work of your team must be clarified. If the team decides to use terminology such as “victim-centered,” “trauma-informed,” “culturally-responsive,” etc., it is important that member agencies discuss and agree upon key terms and definitions.

For more information about developing a team mission and vision statement, please visit the SVJI Rural Realities Blog (<http://www.mncasa.org/rural-realities-blog>), or use the Developing a Team Mission and Vision worksheet (see the [Appendix](#)).

## Adopting a Team Process

When embarking on the process of systems change, the little things are important. This includes agreement as to how the team will do its work.

“Team process” can refer to the way a team is structured. For example, an existing multidisciplinary team may choose to develop a Safe Harbor Protocol subcommittee, which will be the group responsible for a bulk of the protocol development work. This subcommittee takes on such duties as community assessment and inventory, protocol writing, etc., but will work with the larger team to ensure all member agencies are informed and engaged.

Team process also includes logistics such as:

- Date, location, frequency, duration, and location of meetings;
- How information will be shared with other team members and within each member agency;
- How decisions will be made; and
- The roles, duties, and expectations of individual team members, as well as each respective member agency.

To be effective (and to avoid meeting for the sake of meeting), team members should structure each meeting to accomplish smaller goals that work towards the ultimate goal of developing community-specific Safe Harbor protocols. Teams might find it helpful to develop a written set of goals and activities that are kept up-to-date.

## Formalizing Commitments

Changes to the systems response to sex trafficking and sexual exploitation cannot be made or implemented without multi-level leadership and agency buy-in.<sup>11</sup> In order to hold all member agencies accountable to the team process, as well as any outcomes generated by the protocol development process, teams will find it helpful to enter into an agreement (i.e., Memorandum of Understanding, Interagency Agreement) that formalizes the commitment of member agencies to:

- Allocate resources and staff time to support their agency's role on the team;
- Grant individual agency representatives the authority to fully participate in the team process;
- Take steps to fully implement, and *evaluate*, changes adopted by the team.

New Safe Harbor protocol development teams may find that member agencies are not willing to enter into a formalized agreement at the beginning of the process. This is because it can take time to obtain the necessary level of buy-in from multidisciplinary partners who may not fully understand or be willing to commit staff and other resources such a long-term process. A formalized agreement is not required to start the process of assessing the way sex trafficking and sexual exploitation are happening in at the local level, how agencies are currently working together, or identify gaps in the current response. However, at some point in the systems change process, member agencies will start negotiating and making decisions at an agency-level. Therefore, in order to make and *implement* actual changes to the systems response, teams will need to pause the process and take steps to ensure that member agency commitment is formalized in writing.

## Key Questions

- Does the team’s mission and vision succinctly communicate the intent and impact of the team’s work?
- What is your team process? How will the work be structured? When will the team meet? Where? How often? For how long?
- What are your team’s anticipated challenges to formalizing commitment?
- What does a formalized commitment look like?

## Suggested Tools and Resources

- Sample Addendum to Interagency Agreement (Memorandum of Understanding)
- Worksheets: Mission and Vision Planning
- Sample Team Agenda

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<sup>11</sup>SVJI @ MNCASA, “Improving the Response to Sexual Violence through SARTs” (2017) This project is supported by Grant No. 2015-TA-AX-K014 awarded by the OVW, U.S. DOJ. The opinions, findings, conclusions, and recommendations in this publication are those of the authors and do not necessarily reflect the views of the DOJ, OVW

# Appendix



# Readiness Assessment Survey

Date: \_\_\_\_\_

Community: \_\_\_\_\_

The following survey can be used to assess current Safe Harbor Protocol Team readiness. There is no expectation that any team would be fully 'ready' in each of these areas, so responses should reflect the current reality. Potential applicants can also use the survey to discern which agencies may need more information, gauge team members' overall interest and understanding of the process, assess communication gaps and information gaps, and get an overall feel for the current state of collaboration. The questions also reflect the expectations of Safe Harbor protocol teams and attributes of effective teams.

## Team Composition

**KEY QUESTION:** *Does the composition of your team reflect community and project need?*

Our existing or proposed team has:	Very True	newhat True	Don't know	somewhat untrue	Not True
Active membership from each of the core agencies (victim advocacy, child protection/child welfare, juvenile probation/corrections, juvenile public defenders, law enforcement, prosecution, medical).					
The needed representation from government and community-based agencies that will <i>reflect the makeup of the community</i> , including tribal governments and culturally-specific (LGBTQ, communities of color, immigrant populations, etc.) agencies and organizations.					
Engagement from other agencies and institutions whose participation in the protocol development process will enable an effective systems response (eg: school administrators, survivor advisory committees, etc.).					
Members who are knowledgeable about their agency's current response to sexual exploitation and sex trafficking.					
Members who are respected professionals in their agency and discipline.					
Participating agencies whose leadership is fully informed of the project's goals and requirements.					
Members who have the ability to make decisions and commitments on behalf of their agency.					

## Commitment of Participating Agencies/Team Members

**KEY QUESTION:** How have proposed and/or existing participating agencies have demonstrated their commitment to the project?

Each participating agency will:	Very True	newhat True	Don't know	mwewhat untrue	Not True
Commit (through MOU or interagency agreement) to consistent agency participation on the team and in the protocol development process.					
Support their team representative's regular attendance at team meetings.					
Ensure communication loop between agency's representative on the team and agency leadership.					
Support their team representative's use of time to be actively involved in the team's projects.					
Support the design, review, training, monitoring and evaluation of protocol for responding to sexual exploitation and sex trafficking and commit to having all of their staff use it.					
Invest in-kind resources such as meeting space, mileage reimbursements, and additional staff time for team activities.					
Look for additional ways to make the project successful in improving the response to victims/survivors of sexual exploitation.					

## Project Fit with Existing Efforts and Community Goals

**KEY QUESTION:** Will participation in this project fit into and/or further existing goals of the team and its participating agencies?

Project participation is a good fit with our team because:	Very True	newhat True	Don't know	mwewhat untrue	Not True
Each participating agency knows how it furthers their agency goals.					
Each participating agency has the resources it needs to actively participate.					
The time is right for this collaborative project.					
There is general support for this project within the communities served by our participating agencies.					

## Current Understanding of Sexual Exploitation and Sex Trafficking

**KEY QUESTION:** How knowledgeable are existing and/or proposed team members about sexual exploitation?

Our team members are knowledgeable about:	Very True	somewhat True	Don't know	somewhat untrue	Not True
The different forms of sexual exploitation and sex trafficking and how it manifests locally.					
Common reactions victim/survivors of sexual exploitation experience.					
The criminal justice response to sexual exploitation and sex trafficking.					
Who are the victims and perpetrators of sexual exploitation and sex trafficking.					
How to professionally, respectfully, and comfortably interact with victims/survivors.					
How a victim-centered response differs from a system-centered response.					
The common misconceptions surrounding sexual exploitation.					
The intersections between sexual exploitation and other forms of sexual violence and oppression.					
The 'best practices' for their own field/discipline/agency for responding to sexual exploitation.					
The application of trauma-informed care and positive youth development for victim/survivors of sexual exploitation.					
The roles of other team members' and their agencies in the response to sexual exploitation.					
The difference between their role on an active case management team and a Safe Harbor Protocol Development team.					

# General Team Preparation

KEY QUESTION: *Is the team ready to begin this project?*

Our team has:	Very True	Somewhat True	Don't know	Somewhat untrue	Not True
A team coordinator/agency that will have the time and skills required to lead the project.					
Members who recognize a need for an improved, more coordinated response to sexual exploitation cases.					
Members who understand that for the purposes of this team, they will be engaging in <i>systems change work</i> , not active case management or awareness-building activities.					
Members who are dedicated to <i>making change at the systems level</i> so that the on-the-ground response to cases involving sex trafficking and sexual exploitation is effective, sustainable, and victim-centered.					
Members who are generally flexible and open to exploring different ways to achieve team goals.					
Participating agencies that encourage communication among staff in both formal meetings and informal ways.					
Willingness to consistently ask whether the systems response is meeting the needs of victims in the community, and commitment to reevaluation and improvement of the systems response.					
Members willing to <i>engage in difficult discussions</i> (eg: around detention, mandated reporting, and team values and approach) and <i>make compromises</i> in an effort to better serve victims/survivors of sexual exploitation.					
Members who recognize that what the team will accomplish would be difficult for any one agency to do alone, and therefore collaboration with all systems partners is essential.					
Members who agree to develop, uphold, and be held accountable to a set of <i>team values and principles</i> that will guide the team's work and help the team navigate conflict.					



## Minnesota Safe Harbor Protocol Implementation Project: Team Membership

Membership on a Safe Harbor Protocol Team differs from participation on an active case management team, community task force, or other multidisciplinary group focused on sex trafficking and sexual exploitation.

Members of a protocol team are not individuals, but representatives of their respective agencies. The individuals serving on the protocol team bring their discipline-specific expertise to the table, but they must also have the authority to represent their agency’s viewpoints and priorities and ensure that their agency is kept apprised of what is happening on the team.

Member agencies not only designate a staff member to attend team meetings, they commit to actively engaging in the work of protocol development – a process that involves assessing the true nature of the problem at the local level, creating a solution, and ensuring that the solution in fact meets the needs of victims in the community. *This is why the organization of a protocol team should be established under a Memorandum of Understanding (MOU), also known as an interagency agreement.*

Membership should also reflect the make-up of the community, and protocol teams should have mechanisms in place to engage tribal governments and representatives of culturally-specific communities and agencies in the protocol development process.

Please see the chart below for more information about Safe Harbor Protocol Team Membership and Activities:

MEMBERSHIP	ACTIVITIES
<p><u>COORDINATING AGENCY</u> – Member agency that is also the home agency of the Protocol Team Coordinator (or Co-coordinator), may be a rotating position.</p>	<p>Dedicates staff time and resources to the administration, facilitation, and coordination of the Safe Harbor Protocol Team</p> <p>Understands that the staff member designated as the Protocol Team Coordinator (or Co-coordinator) <i>will <u>not</u> be representing the home agency</i> during protocol team meetings, but will serve as a neutral facilitator of the team’s work</p> <p>Will send a separate staff member to serve as Member Agency representative</p>



<p><u>MEMBER AGENCY</u> – Agencies that are essential to the comprehensive <i>systems</i> response.* For a list of potential Member Agencies, please refer to the Safe Harbor Protocol Guidelines available at <a href="http://www.mncasa.org">www.mncasa.org</a>.</p> <p><i>*The systems response refers specifically to the way government agencies and other institutions within a community respond - both individually and in coordination with other multidisciplinary partners - to sex trafficking and sexual exploitation.</i></p>	<p>Signatory to the Safe Harbor Protocol Team interagency agreement or memorandum of understanding</p> <p>Regular participation at all Protocol Team meetings (generally through a designated agency representative)</p> <p>Commitment to completing assigned tasks and duties involved in Safe Harbor protocol development, including outreach to other member agencies, conducting a community assessment, writing and reviewing protocol, and evaluating the effectiveness of the protocol</p> <p><u>PRACTICE TIP:</u> While participation by all relevant systems partners is important to the development of a comprehensive protocol, in order to ensure that team meetings are productive and membership is at a manageable level, some teams may form subcommittees to complete tasks which do not require full team participation. For example, a several members of a Protocol Team volunteer forms a subcommittee for the purposes of reviewing language and terminology and editing drafts of the team’s interagency agreement. At a regularly scheduled team meeting, the subcommittee presents the final draft to the remaining Member Agencies, who review and approve the draft before circulating the document for signatures.)</p>
<p><u>ALLIED MEMBER/ADVISORY MEMBER</u> – Individual, agency, or group that the Protocol Team agrees will inform or otherwise participate in the protocol development process. (e.g.: Survivor Advisory Committee, Youth/Student Advisory Committee, representatives from faith communities, representatives from the business community, city council or county board members, etc.)</p>	<p>Invited to review protocols and provide feedback to ensure a comprehensive and victim-centered response</p> <p>Assists with the dissemination of information about the work of the team to the broader community</p> <p>Attends team meetings and other team events as determined by Member Agencies</p>
<p><u>AGENCY LEADER</u> – Department or agency head, has decision-making authority.</p>	<p>Through designated agency representative, ensures the communication feedback loop between the Safe Harbor Protocol Team and the rest of the agency</p> <p>Reviews, provides feedback, and ultimately approves protocols</p> <p>Takes steps to ensure adherence to agreed-upon protocols at all levels of the agency</p>

# Protocol Team Interagency Agreement

## Addendum: Safe Harbor Protocol Subcommittee

### I. Name and Description of Member Agencies

#### **Name of County Attorney's Office:**

The role of the County Attorney's Office is to serve as the chief prosecutor for all felony, gross misdemeanor, and misdemeanor criminal offenses that occur within this County, with the exception of misdemeanor violations committed within the city of \_\_\_\_.

#### **Name of County Sheriff's Office:**

The mission of the County Sheriff's Department is to serve with honor, integrity and pride, to treat each person with respect and dignity and perform our duties in a professional, efficient and impartial manner for the citizens of the County.

#### **Name of Police Department:**

Police Department is committed to the enforcement of laws and preservation of order that protect the rights and property of every person within the city of \_\_. Our mission is to provide the highest quality of police service and to impact crime, and its associated elements, through the utilization of new and proven crime prevention strategies and problem-solving partnerships with our community.

#### **Name of Victim Services Program:**

The role of the Victim Services Program is to serve victims of cases being prosecuted by the County Attorney in both the adult and juvenile court systems. The Victim Services staff provides victims with information about their legal rights and the criminal justice process, including ongoing information about the status of a case and the next court dates and times. They also provide referrals to appropriate service and support resources in the community.

#### **Name of Community-based Victim Advocacy:**

Victim Advocacy is a multi-county organization whose primary purpose is to provide supportive services for victims of (e.g.: sex trafficking and sexual exploitation, sexual violence, domestic violence, etc.).

#### **Name of Medical Center:**

The mission of Medical Center is to serve our communities by providing exceptional care, as we prevent illness, restore health and provide comfort to all who entrust us with their care. The center is a regional health care facility providing comprehensive health care services to the residents of this County.

Other Safe Harbor Protocol Team member agencies can include:

**Name of County Child Protection/Child Welfare:**

Enter Mission/Role of County Child Protection/Child Welfare

**Corrections (Adult and Juvenile):**

Enter Mission/Role of Corrections

**School District:**

Enter Mission/Role of School District

**Mental Health**

Enter Mission/Role of Mental Health

**Public Defenders Office, etc.**

Enter Mission/Role of Public Defenders Office, etc.

**II. History of the Safe Harbor Protocol Subcommittee**

The agencies mentioned above, along with the following community-based agencies: together make up the Safe Harbor Protocol Subcommittee (SHPS) of the Name of Protocol Team

SHPS was formed on DATE .

**III.**

The purpose of SHPS is to incorporate Safe Harbor protocol development into the existing and ongoing work of the systems response to sex trafficking and sexual exploitation in County Name

Name of Protocol Team

and to create a comprehensive and community-specific

**IV. Interagency Agreement**

The Safe Harbor Protocol Subcommittee will utilize the “Systems Change Model” to develop Safe Harbor protocols: Assessing the Status Quo, Making Change, and Measuring Change. In addition, participating entities herein commit to the following:

- Participation in SHPS planning and implementation, including recruitment of essential member agencies, obtaining necessary signatures, and ensuring a communication feedback loop with
- agency and community leadership, as well as Name of Protocol Team at large;
- Attendance and participation in regular meetings and completion of assigned tasks and duties pertaining to Safe Harbor protocol development;
- Adopt and uphold a set of values that align with the underlying values and philosophy of Minnesota’s No Wrong Door services model, and which will guide the work of the subcommittee;
- Adhere to the legal, ethical, and professional rules and regulations protecting a victim’s right to privacy and confidentiality, and institute team policies to maintain compliance with ; confidentiality;
- Collect, provide, and review data pertinent to both SHPS and Name of Protocol Team
- Take all necessary steps to ensure agency awareness of and adherence to resulting Safe Harbor protocols and any future modifications of these protocols, including the institutionalization of agency practice and policy, regular training of staff at all levels, and
- Ensure that the subcommittee and resulting design of the systems response reflect the make-up and culture of impacted populations within the community, including meaningful engagement of survivors and culturally specific agencies and/or advisory groups.

Participating agencies and their employees support, but are not legally accountable to carrying out the responsibilities outlined in this Addendum. SHPS created this Addendum to the Name of Protocol Team Interagency Agreement to define roles and expectations towards the goals of improving the systems response to sex trafficking and sexual exploitation.

**IV. Definitions**

For the purposes of this Addendum, the following definitions apply:

Sex Trafficking - In Minnesota, sex trafficking is a form of sexual exploitation in which a third party (often termed “trafficker”) exploits or profits from the commercial sexual exploitation of another person. Specifically, under Minnesota Statute 609.321 subd. 7, sex trafficking is defined as “receiving, recruiting, enticing, harboring, providing, or obtaining by any means an individual to aid in the prostitution of the individual or receiving profit or anything of value, knowing or having reason to know it is derived from sex trafficking.” Under Minnesota law, there is no required showing of force, fraud, or coercion.

Sexual Exploitation - Minor commercial sexual exploitation occurs when someone under the age of 18 engages in commercial sexual activity, however, *eligibility for services under Safe Harbor extends to individuals up to age 24*. A commercial sexual activity occurs when anything of value or a promise of anything of value (e.g., money, drugs, food, shelter, rent, or higher status in a gang or group) is given to a person by any means in exchange for any type of sexual activity. A third party may or may not be involved.

**V. Commitment to the Partnership**

All Member Agencies are committed to working together to insure the success of the Safe Harbor Protocol Subcommittee in meeting the needs of survivors of sex trafficking and sexual exploitation. We, the undersigned, have read and agree with this Addendum:

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Add County Attorney's Office

Date

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Add County Sheriff's Office

Date

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Add County Police Department

Date

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Add Police Department

Date

---

Add County Victim Services

Date

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Add Community-based Victim Advocacy

Date

---

Add Medical Center

Date



# Mission Building

Who Are You:

What Do You Do:

Who Benefits:

**Put it all together in a single, revised statement:**



This work is supported by Grant Number 2015-TA-AX-K014 awarded by the Office on Violence Against Women, U.S. Department of Justice. The opinions, findings, conclusions, and recommendations expressed in this program are those of the trainers and do not necessarily reflect the views of the Department of Justice, Office on Violence Against Women.

## Vision Building

What does success look like?

What values are most important to our team's work?

What key terms need to be defined?

How is this mission and vision specific to our community?

How will this work be measured?

**Put it all together in a single, revised statement:**

# Sample Safe Harbor Protocol Subcommittee Meeting Agenda

**Date:** Enter Meeting Date

**Time:** Enter Meeting Time

**Location/Address:** Enter Meeting Location/Address

**Attendees (Name/Agency):**

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<b>1:30 – 1:40 p.m.</b>	<b>Networking</b>	Team Coordinator
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<b>1:40 – 2:00 p.m.</b>	<b>Agency Updates/Announcements</b>	Member Agencies
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<b>2:00 – 2:45 p.m.</b>	<b>Team Discussion/Activity</b>	
	<u>Review:</u> What is a Mission Statement? What is a Vision Statement	Team Coordinator
	<u>Activity:</u> Mission and Vision Statement Planning Worksheet	Member Agencies

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<b>2:45 – 3:00 p.m.</b>	<b>Next Steps</b> Timeline/duties for member agencies Agenda Items for Next Meeting	Team Coordinator
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	<b>Adjourn</b> NEXT MEETING DATE: Enter Next Meeting Date Time: Enter Next Meeting Time Location/Address: Enter Next Meeting Location/Address	Team Coordinator
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Coordinating Agency Name and Address  
Email/Website

Coordinating Agency Phone Number

Coordinating Agency

