Safe Harbor

Evaluation Report

OCTOBER 2017

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Prepared for:

DEPARTMENT OF HEALTH

WOMEN'S FOUNDATION OF MINNESOTA

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Acknowledgments

This report would not be possible without the work from the grantees, key informant interviewees, and youth and young adults receiving services who provided much of the data. Our appreciation is extended to Lauren Ryan, Jenna Andriano, and Tasha Scott, from the Minnesota Department of Health (MDH), who provided oversight and support. Wilder Research is also grateful to MDH and the Women's Foundation of Minnesota for providing the funding to support this evaluation.

This report is prepared in adherence to Minnesota Statute 145.4718. This statute requires a biennial comprehensive evaluation of the Safe Harbor program, beginning in 2015.

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Background

The Safe Harbor law

The original Safe Harbor law was passed in 2011 and provided the legislative framework for legal protections and state services for sexually exploited youth and young adults. This legislation shifted legal definitions of "sexually exploited youth" and "delinquent child" to acknowledge that exploited minors are not delinquent, but are victims and should be treated as such. Definitions for "prostitution," "patron," and "prostitute" were also amended. This legislation also introduced a diversion program for 16- and 17-year-olds engaged in prostitution. Furthermore, the legislation increased penalties for facilitators and patrons of commercial sexual exploitation and directed the formation of a work group to create what is now known as the No Wrong Door model. The legislation was later expanded so that youth up to the age of 17 are protected from criminal prosecution and young adults up to the age of 24 are eligible for services. (Young adults over the age of 18 can still be criminally prosecuted.)

To date, more than 13 million dollars have been invested in Safe Harbor per biennium. This funds state agencies to implement Safe Harbor, including protocol development and implementation, specialized services, housing and shelter, outreach, training, and evaluation. As part of this funding, a number of agencies and organizations statewide were selected through a request for proposal process to fulfill the roles of regional navigators, housing providers, and supportive service providers. These agencies are referred to as "grantees" throughout the report.

In addition, pursuant to Minnesota Statute (MS) 145.4717; MS 609.3241; MS 609.5315 Subd. 5c, nearly $100,000 has been collected from local law enforcement agencies and transferred from the Department of Public Safety (appropriation H12E97B). Fees were transferred to the Safe Harbor for Youth account from fines assessed statewide against adults convicted of illegal acts related to prostitution, while acting other than as a prostitute (see Appendix I for more detailed information).

The No Wrong Door framework

In 2013, the state of Minnesota made the largest state investment for the provision of services for sexually exploited youth nationwide, funding a portion of the No Wrong Door framework. "No Wrong Door is a comprehensive, multidisciplinary, and multi-state agency approach. It ensures communities across Minnesota have the knowledge, skills, and resources to effectively identify sexually exploited and at-risk youth. Youth are provided with victim-centered trauma-informed services and safe housing"

(http://www.health.state.mn.us/injury/topic/safeharbor/). The Minnesota Department of Health uses the following working definition of Minor Commercial Sexual Exploitation (MCSE) to inform its work in this area: MCSE occurs when someone under the age of 18 engages in commercial sexual activity. 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.

The No Wrong Door model also outlines eight values and philosophies that should inform its implementation:

- Since commercial sexually exploited youth and young adults may not self-identify, it is essential that those who come into contact with youth and young adults be trained to identify sexual exploitation and know where to refer for services.
- Youth and young adults who are commercial sexually exploited are victims of a crime.
- Victims should not feel afraid, trapped, or isolated.
- Services must be trauma-informed and responsive to individual needs (gender-responsive; culturally competent; age-appropriate; and supportive for gay, lesbian, bisexual, transgender, and questioning youth).
- Services must be available across the state.
- Youth and young adults have a right to privacy and self-determination.
- Services must be based in positive youth development.
- Sexual exploitation can be prevented.

The No Wrong Door framework itself was based on the following assumptions, which are meant to guide the framework's implementation.

- Whenever possible, existing programs should be used to provide services to victims, and supportive service providers must be fully funded to work with victims (including homeless, domestic violence, and sexual assault supportive service providers).
- When possible, peer and survivor frameworks and supports should be made available to sexually exploited youth and young adults.
- Services should be multidisciplinary and coordinated, including law enforcement and supportive service providers working together to identify and serve victims and prosecute traffickers and purchasers.

Safe Harbor Phase One Evaluation

In July 2014, Minnesota Department of Health (MDH), with additional financial support from the Women's Foundation of Minnesota, contracted with Wilder Research to evaluate the implementation of the Safe Harbor Law and No Wrong Door model in adherence to Minnesota Statute 145.4718. Wilder Research completed the evaluation of phase one in September 2015, highlighting key findings and recommendations that could be used to guide improvements in Safe Harbor-related efforts to serve youth and young adult victims of sexual exploitation in Minnesota (Atella, Schauben, & Connell, 2015)
(See Appendix A for more information).

- Holding commercial sexually exploited youth and young adult victims in detention is undesirable and should only be used for safety purposes if all other safety measures have failed.
- Providers working with victims must be screened for criminal offenses to help ensure youth and young adults are safe, and they must have proper experience and training to effectively establish healthy, positive relationships with youth and young adults.

Overview

Wilder Research conducted an evaluation of the implementation of the Safe Harbor Law and No Wrong Door model, including the impact of improvements based on recommendations from phase one of the study (April 2014-March 2015). This report summarizes the evaluation activities from phase two (April 2015-June 2017) and is the second biennial report required by the Minnesota legislature. *Because the response options and type of data varied between the two reporting periods, it was not possible to provide comparative data for all of the information in the report. In addition, while this report includes data provided by all grantees, the phase one report only included client data from regional navigators.* Data from phase one are included for comparison, when appropriate.

Lessons learned from this report will inform grantee and evaluation activities in the future.

Methodology

Data collection activities during the reporting period included:

- **Key informant interviews (N=22)**

  Key informant interviews were conducted from February to June 2017 by phone with experts in the fields of advocacy, child protection, corrections, education, health, justice, law enforcement, prosecution, and youth victim services. MDH staff and other members of the Safe Harbor Advisory Committee assisted in the development of the list of key informants. From the list, key informants were selected for interviews with the goals of maximizing the diversity of perspectives and depth of expertise captured. All Safe Harbor grantees were provided the opportunity to participate in an interview or focus group. For the key informant interviews, a theme was defined as an idea described by at least three interviewees.

- **Safe Harbor participant surveys (N=175) and interviews and focus group (N=15)**

  Participants who met with a grantee three or more times were offered the opportunity to complete a paper or web survey to share their perceptions of the program. A total of 175 participants began the survey between June 2015 and June 2017. As not everyone who completed the survey answered every question, the number of respondents varies for each question. For open-ended survey questions, a concept was considered a theme if it was mentioned by 15 percent or more of participants who answered the given question. See Appendix D for more information.

  Grantees also asked participants if they would complete an interview or participate in a focus group with Wilder Research and were offered a gift card as an incentive ($10 for an interview and $20 for the focus group). These interviews were conducted April to June 2017. For the phone interviews and focus group, a theme was any concept mentioned by three or more respondents.

- **Grantee focus groups (N=25)**

  Three grantee focus groups were held during the months of February, March, and May in 2017 at Safe Harbor regional meetings in the northern, southern, and metro regions. Participants were asked about the impact of the Safe Harbor law and model, as well as barriers and suggestions for improvement. Twenty-four participants attended. In addition, one grantee was interviewed over the phone, as she/he could not attend the group. A theme was defined as an idea cited or endorsed by five or more grantees.

- **Stakeholder surveys (N=244)**

  A web survey about trainings, impacts, and barriers related to the Safe Harbor law and model was sent to stakeholders throughout the state. Participants were recruited through an existing list of Safe Harbor training participants, current grantees, relevant email Listservs, and online searches for supportive service providers. Participants were asked to send the survey to interested colleagues to try to reach as broad an audience as possible. In total, 244 people participated in the survey, representing a wide range of sectors and counties (see Appendix G). The survey was open from March to July 2017. For qualitative data, a theme was defined as an idea discussed within at least seven responses. Each open-ended question had between 50 and 70 responses.

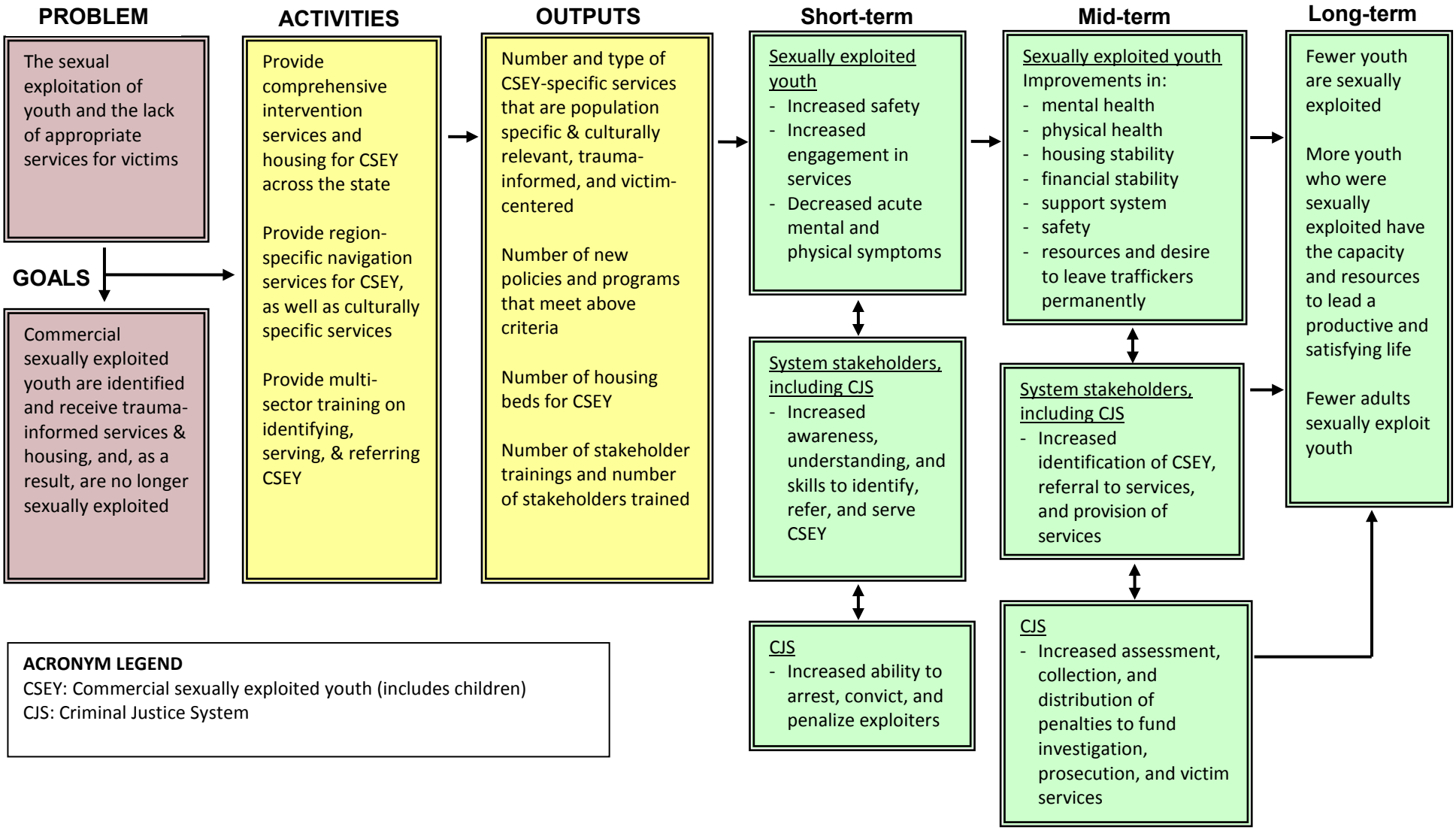
- **Apricot database (N=1360)**

  The Apricot database is the client tracking system used by Safe Harbor grantees. The client data represented in this report reflect the 1,360 people served and reported in the Apricot database by grantees from April 1, 2015-March 31, 2017.

Logic model

The following logic model gives an overview of the outcomes of providing coordinated services to sexually exploited youth, as conceptualized by key stakeholders, including MDH and Wilder Research.

1. Logic model: The impact of decriminalizing sexually exploited youth and young adults and providing coordinated services



ACRONYM LEGEND
CSEY: Commercial sexually exploited youth (includes children)
CJS: Criminal Justice System

Grantees and Safe Harbor participants

Three types of grantees are funded through Safe Harbor: regional navigators, housing, and supportive services. Figure 2 provides an overview of the grantee type and number of agencies who received funding during phase one (April 2014-March 2015) and phase two (April 2015-March 2017).

2. Grantee type

	State agency with oversight	Phase 1: Number of grantees	Phase 2: Number of grantees
Regional navigator	MN Department of Health	8	10
Housing	MN Department of Human Services	4	6
Supportive service	MN Department of Health	13	13

Grantees were involved in many activities, including outreach, collaboration, training, and relationship building. From the information provided to the Apricot database, 1,360 Safe Harbor eligible participants were served in the reporting period, and 1,245 of them were new participants. Multiple participants sought services from more than one Safe Harbor grantee. Allowing for duplication, grantees provided direct services to 1,423 youth and young adults, compared to 358 participants in phase one (Figure 3). Specifically, regional navigators provided services to 348 participants, housing grantees served 274 participants, and supportive service providers served 801 participants.

3. Number of participants served by grantees (duplicated)

	Regional navigator	Housing	Supportive service	Total
Phase 1 participants (referred (April 2014-March 2015)	163	74	121	358
Phase 2 participants (referred April 2015-March 2017)	348	274	801	1,423

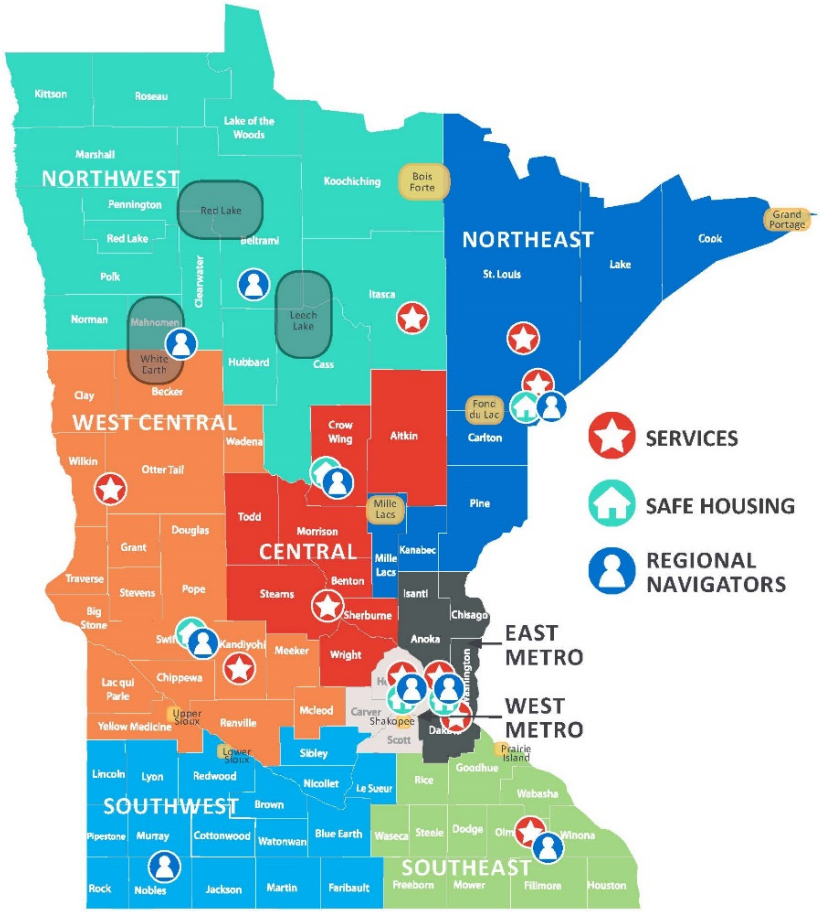
Figure 4 provides an overview of where the grantees were located geographically during Phase 2.

4. Grantee locations

MDH Minnesota Department *of* Health

SAFE HARBOR
For Minnesota's Sexually Exploited Youth

Safe Harbor provides a new system for redirecting sexually exploited youth from prosecution to services, while holding traffickers and sex buyers accountable. The system includes a statewide network of victim-centered, trauma-informed services and safe housing, as well as Regional Navigators who are responsible for connecting youth with services and serving as experts for their communities.



For a full list of resources on housing and services, please see reference guide on opposite side.

REGIONAL NAVIGATORS

TRIBAL
Minnesota Indian Women's Resource Center
Minneapolis
612-728-2000
miwrc.org

NORTHWEST TRIBAL
DOVE (Down on Violence Everywhere)
White Earth
218-983-4656
Crisis Line: 1-877-830-3683
whiteearthdove.com

NORTHWEST
Support Within Reach
Bemidji
218-444-9524
Crisis Line: 1-800-708-2727
supportwithinreach.org

WEST CENTRAL
Heartland Girls Ranch
Benson
320-979-9481
heartlandgirlsranch.org

SOUTHWEST
Southwest Crisis Center
Worthington
Crisis Line: 1-800-376-4311
mnswcc.org

NORTHEAST
PAVSA (Program to Aid Victims of Sexual Assault)
Duluth
218-726-1442
Crisis Line: 218-726-1931
pavsa.org

CENTRAL
Lutheran Social Services
Brainerd
218-824-3773
Crisis Line: 1-866-824-3770
lssmn.org

EAST METRO
Tubman
Maplewood
612-825-3333
Crisis Line: 651-770-0777
tubman.org

WEST METRO
The Link
Minneapolis
612-232-5428
Mobile: 612-636-4260
thelinkmn.org

SOUTHEAST
Olmsted County Victim Services
Rochester
507-328-7270
Crisis Line: 507-289-0636
co.olmsted.mn.us/cs/victimservices

Who was served by Safe Harbor grantees

To start, when Safe Harbor grantees discussed the youth and young adults they served, one common theme emerged: they are resilient. Grantees also described participants as resourceful, brave, and strong, as well as being concerned with their own survival and the survival of their families and communities.

> *When I talk about resiliency…even if they aren't making choices I would make, they are making the best choice for them. Even if I can't see that, I have to trust that's why they are doing it. They have a reason for what they are doing. – Grantee focus group member*

The following section focuses on data collected by grantees in phase two (April 2015-March 2017). Grantees were required to report detailed information to the Apricot database. All data are presented in aggregate. In addition, much of the data are presented by the location of services, either metro area (defined as an agency that is located in Hennepin or Ramsey County) or greater Minnesota, as some differences between these two groups were noticed during the analysis phase.

Referral sources

Grantees were asked to track who referred the participant to their program or agency. Since April 2015, nearly half of the youth and young adults were referred by a community agency (48%; Figure 5). Law enforcement, courts, probation, corrections, and self-referral comprised of 24 percent of the referrals. See Appendix B for additional information.

5. Source of referrals to grantees

	Total	
	N	%
Community agency	593	48%
Child protection/welfare	179	14%
Law enforcement	128	10%
Court/Juvenile Probation/Juvenile Corrections	114	9%
Self-referral	58	5%
Friend or family member	54	4%
Direct agency outreach	52	4%
Hospital/Medical center	30	2%
Regional navigator	30	2%
Hotline (e.g., DayOne, Polaris)	7	<1%
Total	**1,245**	**100%**

Once referred, eligibility for Safe Harbor-funded services had to be established. While most of the new clients (88%) were eligible for services, 146 people were ineligible. Reasons for ineligibility included: they did not have a connection to the state (e.g., they did not/had never lived or worked in Minnesota), they were victims of domestic violence or sexual assault in need of alternative services, or they were over the Safe Harbor age limit.

Age

In the first years of the initiative, the age cutoff for obtaining Safe Harbor services was 18 years old. In July 2016, the age cutoff increased to 24 years old (participants 18-24 years old can still be criminally prosecuted). The average age of participants served under Safe Harbor was 16 (Figure 6) throughout the state.

6. Age of participants by region

	N	Mean	Median	Mode	Range
Metro	461	16	16	16	10-24
Greater MN	807	16	16	17	5-48[a]
Missing	58	-	-	-	-
Overall[b]	1,326	16	16	16	5-48[a]

Note. Comparisons should not be made to the phase one report, as noted on page 3.
[a] Five clients were over age 24.
[b] May include duplicate clients.

Gender

Statewide, the majority of participants were female (83%) (Figure 7). Fourteen percent identified as male, 1 percent as transgender or gender non-conforming, and 2 percent did not disclose their gender. Of the participants served, a larger percentage were male in greater Minnesota (19%) than in the metro area (4%).

7. Gender of participants by region

	Metro		Greater MN		Total	
	N	%	N	%	N	%
Female	445	94%	656	77%	1,101	83%
Male	19	4%	160	19%	179	14%
Transgender/Gender non-conforming	[a]	[a]	[a]	[a]	19	1%
Missing	[a]	[a]	[a]	[a]	27	2%
Total	**472**	**-**	**854**	**-**	**1,326**	**100%**

Note. Comparisons should not be made to the phase one report, as noted on page 3.

[a] Some data are not presented due to an N less than 10.

Race and ethnicity

Comparing the regions, there was a larger percentage of African, African American, or Black participants in the metro area (44%) compared to greater Minnesota (16%). However, given the overall population of these regions, both worked with a diverse group. Statewide, more than half (55%) of the participants served were people of color (Figure 8).

8. Race and ethnicity of participants

	Metro		Greater MN		Total	
	N	%	N	%	N	%
American Indian or Alaska Native	27	6%	87	10%	114	9%
Asian/Native Hawaiian or Other Pacific Islander	38	8%	12	1%	50	4%
African, African American, or Black	207	44%	137	16%	344	26%
Central/South/Latin American	11	2%	35	4%	46	3%
White	85	18%	407	48%	492	37%
Multiracial, more than one race selected	79	17%	101	12%	180	14%
Missing	25	5%	75	9%	100	8%
Total	**472**	**-**	**854**	**-**	**1,326**	**100%**

Note. Comparisons should not be made to the phase one report, as noted on page 3.

Direct services provided by grantees

Grantees recorded the types of services they provided to youth and young adult participants. Overall, case management was the most commonly provided service, followed by support groups/group counseling, and counseling (Figure 9). Because grantees varied in the way they tracked this information, exact counts and comparisons between the metro and greater Minnesota are not available. More information about the types of services provided can be found in Appendix E.

9. Most commonly provided direct services by rank

	Rank
Case management	1
Support groups/group counseling	2
Counseling	3
Advocacy	4
Medical/health care	5
Encouragement/emotional support	6

Key findings

All of the evaluation components asked respondents what impacts and challenges Safe Harbor has had thus far, if any. The following section details common themes from open-ended questions in the key informant interviews, stakeholder surveys, grantee focus groups, participant surveys, and participant interviews and focus groups.

In addition, when applicable, data from close-ended questions in the stakeholder survey and the participant survey are included. The close-ended questions included a list of potential impacts of and challenges for Safe Harbor and asked respondents to endorse any they believe have occurred (see Appendix G for a complete list of response options and results).

Notably, some of the themes that emerged related to Safe Harbor's implementation were identified as both an impact and a challenge. Generally, this meant that respondents both saw progress in the given area and saw a need for further change.

Observed impacts

Awareness of sexual exploitation continues to increase. Many respondents in the key informant interviews and grantee focus groups felt that Safe Harbor has led to an increased awareness of sexual exploitation. Community members were described as being more aware of what sexual exploitation is; that it occurs locally; and that it happens to youth, as well as adults. Professionals, including services providers, school staff, and law enforcement, were described as being more aware of what constitutes sexual exploitation, how to identify a victim, and what to do if a victim is identified. A few stakeholder survey and grantee focus group respondents connected this increased awareness to an increase in action, including more victims being identified and connected with services. The majority of respondents to the close-ended question in the stakeholder survey said that, since the implementation of the Safe Harbor law and model, there has been more awareness about exploitation and trafficking (86%).

Tied to this increase in awareness, key informants, grantees, and stakeholder survey respondents also noted **an increase in the number of trainings** on sexual exploitation and related topics.

> *I believe that the awareness piece is a huge part of battling sex trafficking. I have seen an increase of awareness and, with awareness, comes the responsibility of communities to act. – Stakeholder survey respondent*
>
> *Just the recognition that sex trafficking exists and involves juveniles as young as 12 and can happen anywhere. – Stakeholder survey respondent*

> *I think one of the things that I've seen over the last three or four years is the increase in awareness has been tremendous. I think back to when I first started going out to do some introductions and making some contacts and, by and large, the response was, "Yeah, we don't have an issue here." Just over and over again, and I think you're seeing that in some of the smaller communities. But, anything that has a decent size population, there's a pretty large awareness. I think you'll probably find that across most of the state that the awareness has increased tremendously in the last three years. – Grantee focus group member*
>
> *I think more conversation and more people understand the red flags and how prevalent it is, and how it's happening in our backyard and it's an othering kind of thing. When you go to presentations, there's more people raising their hand knowing what Safe Harbor is and more people raising their hand that understand the process and terminology and resources - compared to before people were shocked that it's happening. I think it's a positive impact that people are more compassionate, thoughtful, and trained in how to approach victims and how to help victims and know about resource stuff. I really think that it blew up in a good way. It really exploded in terms of people being aware. – Key informant*

Participants saw improvements after accessing Safe Harbor shelter and other services. The participant survey included questions about potential impacts of the Safe Harbor services. Of the options presented, the highest percentage of youth and young adults said they learned about maintaining personal safety (98% of respondents learned "a great deal" or "some"), how to identify abusive relationships (96%), and healthy self-comfort (94%). Fewer youth, but still the majority, said they learned about how to find safe and affordable housing (64%; Appendix D).

All youth and young adults in the focus groups and interviews noted positive impacts of Safe Harbor services as well. The most commonly mentioned impacts were increased confidence, improved communication skills, improved ability to manage emotions, and having returned to school.

> *I used to be like, 'I don't know,' but now I can speak. I don't stop myself. I can open up and communicate with people. I can reflect and think, 'maybe I will think different in the next situation.' – Participant survey respondent*

The numbers of services and housing beds have increased. In their open-ended responses, key informants, grantees, and stakeholder survey respondents commonly discussed an increase in the services available to sex trafficked youth and young adults. Many specifically noted the availability of more housing for youth. Other stakeholder survey respondents mentioned the availability of 24-hour response from one provider, an increase in outreach for prevention, and the addition of a culturally specific navigator.

Slightly over 40 percent of respondents to the stakeholder survey agreed that services have increased for at-risk and sexually exploited youth (Appendix G).

> *Recently there is a 24-hour response by [grantee]. – Stakeholder survey respondent*
>
> *More prevention outreach to youth, especially at-risk youth. – Stakeholder survey respondent*
>
> *There are more shelter beds available for sexually exploited teens. There are more supportive service providers. – Stakeholder survey respondent*

Specific agencies or individuals are providing exceptional services. Another common theme across evaluation components was descriptions of specific agencies or individual providing exceptional services. Standout providers were often described as experts in their role, knowledgeable about other resources, willing to take on challenging cases and discussions, and responsive to the needs of clients and other service providers. In some cases, respondents noted that agencies had been providing exceptional services prior to becoming a Safe Harbor grantee as well.

> *We have a medical provider that really cares for kids and understands the foster system, law enforcement, reproductive health care, and sexual assault.*
> *– Stakeholder survey respondent*
>
> *I think the [organization] is a breakthrough organization that does not get enough recognition. They are available, knowledgeable, extensively trained on many issues, and can move mountains to advocate for [sexually exploited youth]. [They are] never afraid to say what is right for one of my participants, even if their recommendations are not the easiest for me or my co-workers to follow. There is no place better for a youth to be served.*
> *– Stakeholder survey respondent*

Overall, participants are satisfied with Safe Harbor services. The participant survey included questions on satisfaction with the services received through grantee organizations, and about 55 percent of youth responded (Appendix D). Nearly all who responded to the question (96%) were either "very satisfied" or "satisfied" with the services they received. Youth and young adults also consistently said they felt safe and respected (a focus group theme) or cared for and respected (a survey theme) while accessing shelter and other services. A majority of participant survey respondents said that there were no services they wanted that were not offered in Safe Harbor grantee organizations (83%).

Almost all youth and young adults in the focus groups and interviews also said they were satisfied with the services they received. They most commonly noted that the environment was welcoming and they liked the social aspect of programming.

Sexually exploited youth are increasingly being seen as victims, rather than criminals. Key informants, grantees, and stakeholders described the importance of the Safe Harbor law decriminalizing youth who are sexually exploited and saw an increase in compassion for youth victims, especially among law enforcement and community members.

Response by law enforcement has improved. According to some key informants and stakeholders, these improvements include more law enforcement officers being trained on sexual exploitation, advocates being included in interviews and stings to support victims, improved investigations of traffickers, and more sex trafficked youth being identified and treated as victims, rather than offenders.

In response to a close-ended question in the stakeholder survey, over half of respondents said the system response to sexual exploitation has improved (e.g., law enforcement, child protection, and juvenile justice).

> *Law enforcement not arresting people experiencing exploitation and, instead, targeting traffickers. – Stakeholder survey respondent*
>
> *I think there are better sex trafficking investigations. – Stakeholder survey respondent*
>
> *Also, my personal experience with law enforcement has been increasingly positive. – Stakeholder survey respondent*

Youth and young adult victims feel more hopeful and better prepared for their future. The participant survey included questions about how prepared participants felt to achieve specific goals, and 55 percent of those who completed the survey responded (Appendix D). Of those who responded, all or almost all said they felt very well prepared or somewhat prepared to keep themselves safe, to reach their educational and career goals, and to get help from professionals when needed. In addition, all respondents agreed they were more hopeful about the future (Appendix D).

Collaboration across agencies has improved. Some key informants, stakeholder survey respondents, and grantee focus group members mentioned specific organizations working better together. Others discussed, more generally, improved collaboration among agencies in the same sector, as well as across sectors. In the stakeholder survey, 36 percent of respondents endorsed Safe Harbor multi-disciplinary teams as an improvement resulting from the model (Appendix G).

> *I have seen an improved relationship between law enforcement and advocates…and greater collaboration between law enforcement agencies. – Stakeholder survey respondent*
>
> *Better collaboration among Safe Harbor supportive service providers. – Stakeholder survey respondent*
>
> *The collaboration between most agencies has been wonderful. – Stakeholder survey respondent*

The Minnesota Safe Harbor law is a model for the nation. In the grantee focus groups, a key theme was Minnesota's emergence as a national leader in law and service provision for sexually exploited youth.

Observed challenges

Youth and young adult victims often do not identify as having been sexually exploited. Safe Harbor grantees noted that youth and young adults who have been trafficked often do not see themselves as victims of sexual exploitation. This makes identifying these youth and young adults, advertising services to them, and providing services which explicitly discuss trafficking more difficult. A public perception that sexual exploitation is not an issue within the local community can contribute to sexually exploited victims' rejection of this label.

> *It is a survival tactic to not identify that it is what is happening. I've had girls who have been with me for a long time - up to two years - and they still don't identify after it happens. Often they don't connect themselves with being put through that situation, but they can identify others. I've never experienced someone coming up to me and saying this is what has happened, it's usually more reflective. – Grantee focus group member*

Implementation of the Safe Harbor/No Wrong Door model within specific cultures and sub-populations needs to be improved. Within this theme, stakeholders, key informants, and grantee focus group members described a general lack of culturally specific and culturally competent services. In addition, the following specific concerns were cited:

- More culturally specific providers, services, and housing are needed for people of color, tribal community members, LGBTQ individuals, youth who are parenting, males, and individuals with developmental and other disabilities.
- Better strategies are needed for identifying victims age 18 through 24.
- Special consideration is necessary when collecting data from and providing services to immigrants.
- Current protocols commonly result in Native American youth who are simply truant being inaccurately identified as having been sex trafficked.
- There is a need for more foster parents who are appropriate for youth with developmental and other disabilities, severe mental health concerns, and other co-morbidity issues.
- Safe Harbor's age limit precludes adults over the age of 24 from accessing services and other supports.
- The narrative regarding sexual exploitation needs to include male victims and female perpetrators.

I think improving the outcome would be to have more safe houses and rehabilitation houses for juveniles in our area and more culturally based services – Stakeholder survey respondent

We [don't have many] beds, so we have to be really careful about the mix of kids because there are so many of them that one high need kid is going to upset the whole universe…it tends to be that there needs to be separate programs for kids with lower IQs. – Grantee focus group member

I feel like there's a lack of diversity. You get folks that don't understand what it means to be culturally responsive. It's like the term 'victim-centered' or 'trauma-informed' - people throw out the term 'culturally responsive' or 'cultural competency.' They throw the term out and I don't know if there's a clear definition, but I certainly know that there's not good understanding across the board of what that means. Just having an interpreter on hand is not enough. Just having a person of color on staff is not enough. Inviting someone to come in and give their feedback - like someone from a community of color, or from the LGBTQ community, or native community - just to weigh in and give feedback on something that's already been created is not enough. Feedback is not true cultural responsiveness. I don't think folks understand that it means - from the very beginning - engaging others from the diverse community and acknowledging that they are part of the solution, engaging their expertise and experience, and having that shape what the response looks like. That has a significant impact on whether victims are identified. If they are identified, are they getting services that truly meet their needs? Whether they are being ignored, or worse, being criminalized and being re-victimized. I think we're seeing a lot of that and it comes down to folks understanding what privilege is. They don't understand what the heck cultural responsiveness is. That's probably a need for a tool at some point, some really practical information of what this looks like per discipline, per agency, what it looks like as a multidisciplinary team, what it looks like for community, for an advocacy agency. I think we're very much in a learning stage and we failed in a lot of ways. – Key informant

I think where youth of color seek care and who your grant recipients are does not match my experiences – Stakeholder survey respondent

We have a 14-year-old boy staying with a 21-year-old woman, and nobody thinks that's an issue. She's giving him alcohol, drugs, shelter. How do we make it ok to say that [sexual exploitation] happens to boys, too? – Key informant

Lack of communication and coordination of services across agencies is a barrier to success. Although improvements in collaboration was a common theme, challenges related to working across agencies, especially across sectors, was a theme from the stakeholder survey, key informant interviews, and grantee focus groups. One key challenge included difficulties coordinating services across agencies due to lack of communication and confidentiality restrictions. Stakeholders noted that communication is the catalyst for successful program implementation and assistance to sexually exploited youth and young adults. Some respondents described resistance to collaboration by local supportive service providers, the county, or law enforcement. Others felt that misunderstandings about the limits of confidentiality, the lack of confidentiality agreements across agencies, or both were resulting in poor coordination of services, participants unnecessarily needing to repeat their stories, and sexually exploited youth and young adults being unserved or underserved. Key informants discussed specific concerns about medical providers being unclear as to

whether and how to share information with navigators and supportive service providers, given the restrictions of confidentiality.

In the stakeholder survey, 27 percent of respondents said a lack of partnership with system professionals was a challenge, 22 percent said a lack of partnership with community organizations was a challenge, and 17 percent said a lack of partnership with youth serving agencies or Safe Harbor grantees was a challenge.

> *I'm concerned sometimes that [government agencies] can be protective of what they do and are not willing to collaborate because they feel like they don't need to.*
> – Grantee focus group member

Training quality and coordination need improvements. Some grantee focus group members and stakeholder survey respondents discussed frustration with what they perceived as inaccurate information delivered by some trainers, the state not sufficiently monitoring the quality of training by grantees, and the unwillingness of some trainers to coordinate their efforts with other trainers in the same region.

> *Most of the trainings do not go beyond telling people how to recognize a sexually exploited youth. – Stakeholder survey respondent*
>
> *Training provided by [grantee] was just bad and some of it inaccurate.*
> *– Stakeholder survey respondent*

The type and quality of services provided by grantees varies. Within this theme, some key informants and stakeholders said they were unclear about which navigators and housing providers offer what services, as it varies by region, making it difficult to know whom to contact and what help they can expect. Multiple respondents noted that **grantee turnover exacerbated these problems**. Respondents said turnover compromised grantees' ability to provide consistent services and develop trust within local communities, while contributing to victims being unintentionally left unserved.

Some key informants and stakeholders described specific grantees that lacked the skills needed to provide effective services. Others had concerns about specific grantees not responding to calls for assistance.

> *Our community is more aware of the risks of sexual exploitation. However, there is a disconnect in services. In the past, the regional navigator we had was more hands-on and available to do training, meet with our youth, and connect supportive service providers and youth. [Since the navigator changed] there has been a decline in these services.*
> *– Stakeholder survey respondent*
>
> *It took us a lot of digging to figure out that we could access a navigator. But, the whole process is very unclear to us, and there does not seem to be much of a standard protocol for us to follow. – Stakeholder survey respondent*

Some non-grantee agencies and employees are inconsistent in their implementation of Safe Harbor principles. Safe Harbor grantees, key informants, and stakeholder survey respondents noted that attitudes and skills related to the implementation of Safe Harbor vary across region, counties, and agencies, as well as across individual staff within the same agency. Within this theme, comments most often focused on law enforcement and child protection. According to respondents within law enforcement and outside of it, law enforcement varied in their support of the Safe Harbor model, the extent to which they complied with it, their willingness to collaborate across sectors, and the extent of the training they have received related to sexual exploitation. Youth and young adult respondents who had interacted with law enforcement also described both positive and negative experiences – some felt supported and protected by law enforcement and others felt threatened and misled by them.

Similarly, several survey stakeholder respondents, key informants, and grantees expressed concerns about some child protection staff's willingness and ability to support sex trafficked youth, especially adolescents. They also noted that procedures vary by county or agency, as does staff's willingness to collaborate.

Another challenge discussed was organizations not consistently collecting, using, and sharing data to inform their case planning and coordination. Several key informants said that this inconsistency made it difficult to ensure sufficient and appropriate services and to provide seamless cross-agency support.

> *Some police have been great, but it's hit or miss. – Grantee focus group member*
>
> *They're keeping her in jail because they're afraid for her life, and they're going to extend probation until she's 19 so she's safe…She's going to have her probation extended only because she's exploited. – Grantee focus group member*
>
> *Child protection has not been helpful. The training offered to [Child Protection Services] is not particularly well informed. – Stakeholder survey respondent*
>
> *Many county folks with the power to create change can't or don't (such as opening a child protection case where there's clear evidence of abuse and intervention needed)...The responsibility then falls on the support staff to pick up the pieces, keep the peace, and keep the hope that eventually it can get better. – Stakeholder survey respondent*

Services and housing are insufficient to meet the need, especially in greater Minnesota. Although the number of resources available to sexually exploited youth and young adults has increased, many Safe Harbor grantees, key informants, and stakeholders discussed a continued shortage of housing, including long-term and emergency housing. Key informants noted that many existing shelters are for domestic violence survivors and are not equipped to work with individuals who have been sex trafficked. About half of stakeholder survey respondents agreed that a lack of resources presented a challenge to implementing Safe Harbor (51%; Appendix G). In response to an open-ended question, statewide respondents

emphasized a specific need for physical health, mental health, and substance abuse treatment services. Several key informants, grantees, and stakeholders noted that the lack of resources will likely be a growing problem as identification of youth and young adult victims continues to improve.

A need for increased services also emerged as a theme in conversations with participants. Within this theme, participants described a need for longer service hours, larger service areas, and more availability of workers**.** Perhaps relatedly, nearly one out four youth who answered this survey question said they learned nothing about how to find safe and affordable housing. (Appendix D).

Several grantees, stakeholders, and key informants emphasized that the **lack of services and housing is especially prominent in rural areas**.

Some stakeholder survey respondents also said that **a lack of awareness about the services that do exist** was a challenge (32%). The need to better advertise existing services emerged as a theme from the participant survey as well.

> *We need more services in order to provide the "No Wrong Door" model in small rural communities. – Stakeholder survey respondent*

More funding is needed to fully implement the Safe Harbor model. A need for more funding arose as a theme in the grantee focus groups, key informant interviews, and stakeholder surveys. Respondents most often said more money is needed to increase services, housing, training, and outreach, both in general and for specific cultural communities. Increasing the wages of grantee employees to attract the best candidates and improve retention was also suggested by several respondents. In the stakeholder survey, 37 percent of respondents identified a lack of funding as a challenge to Safe Harbor's implementation.

Respondents also expressed concerns over how money is spent, with opinions on how it should be spent varying widely. For example, opinions differed as to whether funding should prioritize building the capacity of agencies lacking expertise in the area of sexual exploitation or should be directed to agencies with existing expertise. Views also varied on the extent to which money should be directed towards innovation or customization versus evidence-based practices.

> *The money and the positions make it look like [Minnesota] is doing something and reality is there is too little funding to do something everywhere. Are best practices being established? I think this money needs to be awarded to agencies that have established best practices in serving [sexually exploited] youth. – Stakeholder survey respondent*
>
> *Money needs to go to the experts and not to agencies that have minimal experience or are taking one model, [such as] taking a domestic violence model, and calling it a sexually exploited youth model. – Stakeholder survey respondent*

I think, on a state level, resources should be spent on youth and young adults that are actually being exploited. The kids who are at risk for exploitation will probably be just fine receiving the same standard of community care. – Stakeholder survey respondent

Increase funding allocation to Safe Harbor so that there are resources to fund agencies that need to develop specialized services for sexually exploited youth (but don't - and will never - serve predominantly sexually exploited youth). – Stakeholder survey respondent

Recommendations

Since the Safe Harbor law was passed in 2011 and the No Wrong Door framework was implemented in 2013, progress has been made in providing services and resources to sexually exploited youth and young adults in Minnesota. But, more work needs to be done. The following section provides recommendations based on what was learned in the current evaluation.

- **Fund and conduct research to identify the prevalence of trafficking in Minnesota and what services are most needed or lacking**.

  Research is needed to understand the prevalence of trafficking in Minnesota and the needs of those impacted by this public health issue (Chon, 2015). In this evaluation, a need for more services was a key theme, as it was in phase one of the evaluation. However, we do not know the actual number of people who would benefit from services and the services required to support them.

- **Seek options for additional funding for Safe Harbor and obtain input on how funding is spent.**

  Additional funding was a recommendation in phase one of the evaluation and more funding was subsequently appropriated to Safe Harbor. However, the age limit was raised and the need for services has increased, as Safe Harbor efforts are successful at identifying and serving a growing number of sexually exploited youth and young adults. Thus, sufficient funding to serve sexually exploited people in Minnesota remains a challenge.

  Input is needed in determining how future funding is spent. For example, suggestions from respondents included adding services and housing (especially in rural areas) and increasing the salaries of Safe Harbor grantees. Key informants also suggested reconsidering what is most important in selecting fund recipients within a specific region (e.g., types of knowledge and experience, accessibility of services, service offerings, relationships with other agencies, responsiveness). Having a diverse group of stakeholders inform how to target funds may help ensure money is directed to where it is most needed within the region and increase community investment in the initiative and the opportunity for partnerships, as well.

- **Ensure effective service and housing options are available for specific cultural groups and sub-populations.**

  Also recommended in phase one of the evaluation, adding more services was one of the most common suggestions by respondents for improving Safe Harbor generally, and for improving its impact within specific cultural communities. Respondents most commonly described a need for emergency housing and services related to substance abuse, mental health, and physical health, all specifically designed to be effective with sexually exploited victims. Expanding options for rural Minnesotans and for individuals seeking culturally specific services is especially important. Respondents emphasized addressing gaps in resources that meet the unique needs of communities of color, tribal community members, LGBTQ communities, youth who are parenting, males, and people with disabilities. A state-led, community-informed strategic planning process for guiding the prioritization, development, and placement of services is recommended.

- **Continue to expand training opportunities, including providing culturally customized options.**

  In the phase one evaluation, expanding trainings to Safe Harbor grantees and others was recommended. While this expansion occurred in recent years, a common suggestion for improving Safe Harbor continues to be to increase training opportunities for professionals, especially law enforcement, school staff, health providers, and child protection workers. This was also a frequent suggestion for improving the effectiveness of the model with specific cultural groups. For example, respondents identified the need for training focused on building the understanding of and ability to serve the unique needs of African Americans, American Indians, LGBTQ individuals, and people with disabilities. As more organizations and individuals continue to become involved in delivering training, considering how to maintain high quality standards and consistent messaging (when appropriate) is also important. Notably, increasing training could have the additional benefits of increasing the identification of sexually exploited individuals and improving the quality of services available to them.

  > *Community organizations [need] to be culturally competent in their approaches to those cultural groups. Commercial sexual exploitation looks different and is spoken differently in the various communities. It's important to…meet the community's definition, solutions, and understanding of the problem. – Stakeholder survey respondent*
  >
  > *I've had people at trainings say 'OK, but this [commercial sexual exploitation] is just a Twin Cities problem; it doesn't happen in my small town.' I push back, ask if they have the internet, ask if they're asking the questions. They'll come to the next training and say, 'You were right. We started asking the questions and now we're finding [commercial sexually exploited] kids.' – Key informant*

> *I think more trainings need to be done with providers that work in the mental health area and with providers in chemical dependency areas. We need more places other than just Safe Harbor supportive service providers that can help care for youth.*
> *– Stakeholder survey respondent*

- **Remove the age limit to provide Safe Harbor for all under the law.**

While the age of eligibility for Safe Harbor services was increased in recent years, as recommended in phase one of the evaluation, an age limit still exists. In addition, decriminalization only exists for youth under the age of 18. Lawmakers should consider expanding the age limit of Safe Harbor so more adult victims are eligible for services and are not held criminally responsible for being victimized.

> *We need to look hard at the age at which we say 'you're a survivor,' versus 'you're a criminal.'*
> *– Key informant*

- **Improve collaboration across organizations by increasing use of cross-agency agreements.**

Safe Harbor efforts have increased and improved collaboration within and across sectors according to the evaluation. Nonetheless, respondents agree more work needs to be done and that confidentiality and a lack of clarity around roles are key stumbling blocks. Consider creating cross-organization agreements that permit confidential information to be shared in a way that is safe for participants and detail each organization's role and responsibilities in the collaboration. Also, continue to build investment in Safe Harbor across all sectors and among direct service providers, leadership, and systems professionals, such as law enforcement and child protection, to promote engagement in collaborative efforts.

- **Promote consistency in the implementation of Safe Harbor.**

Confusion over the role of grantees and a desire for more consistency in the services they provide was a theme across evaluation components and was also a theme in phase one of the evaluation. Consider which, if any, services should be standard across grantee types (i.e., navigators, housing, and supportive service providers) and how to better communicate available services to stakeholders. When differences are warranted, such as in response to specific geographic or cultural considerations, explaining the reason to stakeholders is important. Some respondents also discussed difficulties with the responsiveness of specific Safe Harbor grantees. Creating a feedback mechanism or evaluation component that assesses other agencies' satisfaction with grantees may be useful in identifying any problems and solutions. If needed, communicating clear expectations to grantees and professional stakeholders about turnaround time for calls and emails may be helpful.

Respondents also described difficulties with the consistency of procedures, communication, and services within non-grantee agencies. Consider ways in which the state can work within its departments and with outside agencies to encourage consistent and effective implementation of the Safe Harbor model. The release of the Safe Harbor Protocol Guidelines and the trainings on its use may assist with this issue.

- **Increase prosecution of sex traffickers and penalties for trafficking.**

Increasing the number of prosecutions and the severity of penalties was also a common suggestion from stakeholder survey respondents and key informants for improving the Safe Harbor model. Respondents also offered ideas for improving investigations of sex traffickers, including increasing law enforcement's use of social media for identifying perpetrators and allowing departments to hire additional investigators with grant funds, even if doing so requires that the number of law enforcement staff exceeds local, legal limits.

> *Stronger sentencing for known traffickers. Legislation to target/identify buyers and incorporate legal/financial/social consequences for people who purchase/engage in sexual contact with minors. – Stakeholder survey respondent*
>
> *It is good to view trafficking survivors as victims rather than criminals (prostitutes), but, so long as there is demand, the problem of trafficking will continue. I find it interesting that the people who offer the money to engage in sexual contact with minors are essentially ignored by the law and law enforcement efforts. If consequences of "buying" included high fines, jail time, and social/public stigma, perhaps the "demand" would drop and thus the need for "supply" would decrease, making sex trafficking less lucrative and less appealing. – Stakeholder survey respondent*
>
> *[Buyers] are released with no bail, not even a night in jail. They get a $500 fine and then they might be ordered to go to john school. A $500 fine is absolutely nothing when you're regularly spending $200 to buy sex. – Key informant*

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Appendix

A. Phase one evaluation

B. Example of referral processes in some regions (not applicable to all regions)

C. Additional grantee and participant information

D. Safe Harbor youth survey responses

E. Service definitions

F. Safe Harbor key informant interview and survey protocols

G. Stakeholder survey responses

H. Human trafficking-related charges and convictions in Minnesota in 2016

I. Minnesota Statute 609.3241

A. Phase one evaluation

Impacts of phase one

- Increased awareness and understanding of the commercial sexual exploitation of youth and young adults, including how to identify victims.
- More discussion about how to best serve commercial sexually exploited youth and young adults, and more attempts to improve service provision.
- The creation of housing and services for sexually exploited youth and young adults. Key informants who were interviewed noted more service infrastructure, services in more communities, and more service providers.
- Service providers, law enforcement, and the general population shifting from seeing sexually exploited youth as delinquents to viewing them as victims.
- Minnesota emerging as a national leader in law and service provision for sexually exploited youth.
- New referrals, collaborations, and cross-agency coordination to improve services to commercial sexually exploited youth.

Recommendations from phase one

- The state should seek options for full funding to adequately implement services, create housing, support training, and provide resources for law enforcement investigations and identification of exploitation.
- Expand age limit of Safe Harbor law to include individuals 18 and older.
- Develop more services, including 24-hour triage, outreach, and transportation, as well as services for males, the LGBTQ communities, and specific cultural groups.
- Create more housing, especially in greater Minnesota.
- Improve collaboration across sectors.
- Focus on prevention that addresses the culture of demand for trafficking and provides education on healthy relationships and healthy sexuality.

- Provide more grantee training up front and expand non-grantee training opportunities to others.
- Make the model more responsive to schools and to other cultural groups, including tribal communities.
- Increase public awareness and understanding of commercial sexual exploitation among the general population, supportive service providers, and other professionals who come in contact with youth in order to increase the number of youth who are successfully identified and assisted.
- Expand the evaluation to encompass the work of all grantees and a longitudinal study of impacts and challenges.
- Clarify the roles of grantees, other stakeholders, and committees, and consolidate meetings and work, as appropriate.

B. Example of referral processes in some regions (not applicable to all regions)

Sexual exploitation/ trafficking flow chart

Possible contacts youth have:
- Community organizations
- Schools
  - Social workers
  - Coaches
  - Teachers
- Child protection
- Law enforcement
- Health care providers
  - Public health
  - Family doctors
- Advocates
- Employers
- Family friends
- Relatives

Confirmed sexually exploited / trafficked youth if you checked **YES** to one or more of the following:
- ☐ Child reported being forced or coerced into sexual activity for the monetary benefit of another person.
- ☐ Law enforcement confirmed through an investigation that the child has been trafficked or engaged in any commercial, sexually-exploitative activity.
- ☐ Child reported "consensual" participation in a sexual act in exchange for food, shelter, transportation, drugs, alcohol, money, status or other items of value.

→ Report to social services and/or law enforcement.

↓

Social services/ law enforcement refer to and consult with Regional Navigator.

High Risk if you have checked **YES** to one or more of the following:
- ☐ Confirmed or reported use of hotels for parties or sexual encounters
- ☐ Unauthorized travel out of town
- ☐ Unaccounted for injuries or tattoos
- ☐ Three of more of the below "at risk" factors are checked

→ Report to Social Services and consult with Regional Navigator for individualized services.

At Risk if you have checked **YES** to fewer than three of the following:
- ☐ Knowledge of or reports that indicate child has a history of being missing for 2 or more times within the last six months (parent doesn't know where/who child is with)
- ☐ History of physical or sexual abuse earlier in life
- ☐ Child has friends/family that have been involved in the commercial sex industry
- ☐ Reports by child or adults that child has had or currently has multiple anonymous sex partners
- ☐ Child has possession of money, cell phone or other items that cannot be explained or accounted for
- ☐ Child has used the internet to post sexually-explicit materials
- ☐ Sexual or romantic relationship with older partner or unwilling to provide information about sex partner
- ☐ History of sexually transmitted diseases
- ☐ Gang affiliation disclosed, reported or suspected

→ Refer to & consult with Regional Navigator for individualized services

Created by the Southwest and Southeast Regional Navigators.

C. Additional grantee and participant information

C1. Agencies and regional location

	Location	Grantee type
180 Degrees	Metro	Housing
Central MN Sexual Assault Center	Greater Minnesota	Service
Cornerstone	Metro	Service
DOVE at White Earth	Greater Minnesota	Service, Regional Navigator
Heartland Girls Ranch	Greater Minnesota	Housing, Regional Navigator
Hmong American Partnership	Metro	Service
Lifehouse	Greater Minnesota	Housing
Lutheran Social Services, Brainerd	Greater Minnesota	Housing, Regional Navigator
Mid-Minnesota Legal Aid	Greater Minnesota	Service
Midwest Children's Resource Center	Metro	Service
Minnesota Indian Women's Resource Center	Metro	Service, Regional Navigator
Minnesota Southwest Crisis Center	Greater Minnesota	Regional Navigator
North Homes Children and Family Services	Greater Minnesota	Service
Olmsted County Victim Service	Greater Minnesota	Service, Regional Navigator
Program for Aid to Victims of Sexual Assault	Greater Minnesota	Service, Regional Navigator
Someplace Safe	Greater Minnesota	Service
Support Within Reach	Greater Minnesota	Regional Navigator
The Family Partnership	Metro	Service
The Link	Metro	Housing, Service, Regional Navigator
Tubman Center	Metro	Housing, Regional Navigator
Willmar Lutheran Social Services of MN	Greater Minnesota	Service

C2. Counties with the most referrals

County	Number of referrals	Percentage of total referrals
Hennepin	244	20%
St. Louis	230	18%
Olmsted	166	13%
Ramsey	150	12%
Dodge	35	3%

Note. Referrals came from 64 counties and reservations; 5 referrals came from out of state.

C3. Top referral sources among top referral counties

County	Top referral source	Second referral source	Third referral source
Hennepin	Community Agency	Child Protection/Child Welfare	Police/Law Enforcement
St. Louis	Community Agency	Court/Juvenile Justice/Juvenile Corrections	Child Protection/Child Welfare
Olmsted	Community Agency	Police/Law Enforcement	Hospital/Medical Center
Ramsey	Community Agency	Child Protection/Child Welfare	Court/Juvenile Justice/Juvenile Corrections
Dodge	Community Agency	N/A	N/A

C4. Referral source county totals

County	Number of referrals made
Aitkin	3
Anoka	12
Becker	6
Beltrami	23
Benton	6
Blue Earth	7
Brown	4
Carlton	11
Carver	3
Cass	5
Chisago	2
Clay	1
Clearwater	2
Cottonwood	9
Crow Wing	1
Dakota	11
Dodge	35
Fillmore	1
Freeborn	1
Goodhue	3
Hennepin	244
Hubbard	6
Isanti	3
Itasca	26
Jackson	12

C4. Referral source county totals (continued)

County	Number of referrals made
Kanabec	4
Kandiyohi	11
Kittson	3
Koochiching	2
Lake	2
Leech Lake Reservation	4
Lyon	23
Mahnomen	1
Martin	1
McLeod	2
Meeker	3
Mille Lacs	3
Mower	2
Murray	2
Nobles	27
Norman	1
Olmsted	166
Otter Tail	22
Out of state	5
Pine	2
Polk	5
Pope	5
Ramsey	150
Red Lake Reservation	2
Renville	1
Rice	29
Rock	3
Scott	9
Sherburne	1
St. Louis	230
Stearns	24
Steele	6
Swift	3
Todd	3

C4. Referral source county totals (continued)

County	Number of referrals made
Wadena	10
Washington	12
Watonwan	1
White Earth Reservation	1
Winona	3
Wright	13
Grand total	**1,245**

C5. Referral region and exploitation experience

Referral reason	Greater Minnesota	Metro	Total
At risk of exploitation	266	160	**426**
Experiencing exploitation and referred by a professional	96	71	**167**
Experiencing exploitation and self-disclosing	44	55	**99**
Missing	448	186	**634**
Total	**854**	**472**	**1,326**

C6. Referral county and exploitation experience

County	At risk of exploitation	Experiencing exploitation (referred by a professional)	Experiencing exploitation (self-disclosure)	Missing	Total
Aitkin	-	-	-	3	**3**
Anoka	3	-	2	7	**12**
Becker	2	3	-	2	**7**
Beltrami	15	1	2	5	**23**
Benton	1	1	3	1	**6**
Blue Earth	1	2		4	**7**
Brown	1	1	1	1	**4**
Carlton	8	-	1	2	**11**
Carver	2	2	-	1	**5**
Cass	2	-	-	4	**6**
Chisago	1	1	-	-	**2**
Clay	-	-	-	1	**1**
Clearwater	2	-	-	-	**2**
Cottonwood	1	-	1	7	**9**
Crow Wing	1	-	-	-	**1**

C6. Referral county and exploitation experience (continued)

County	At risk of exploitation	Experiencing exploitation (referred by a professional)	Experiencing exploitation (self-disclosure)	Missing	Total
Dakota	3	1	2	6	**12**
Dodge	21	-	-	14	**35**
Fillmore	-	-	-	1	**1**
Freeborn	-	1	-	-	**1**
Goodhue	-	1	-	2	**3**
Hennepin	87	34	35	119	**275**
Hubbard	2	2	1	1	**6**
Isanti	2	-	1	-	**3**
Itasca	9	3	5	10	**27**
Jackson	10	2	-	-	**12**
Kanabec	1	-	-	5	**6**
Kandiyohi	6	1	1	3	**11**
Kittson	1	2	-	1	**4**
Koochiching	1	-	-	1	**2**
Lake	-	-	-	2	**2**
Leech Lake Reservation	-	-	-	4	**4**
Lyon	-	-	-	23	**23**
Mahnomen	1	-	-	-	**1**
Martin	-	1	-	-	**1**
McLeod	-	-	-	2	**2**
Meeker	-	4	-	1	**5**
Mille Lacs	4	-	-	-	**4**
Mower	-	1	1	-	**2**
Murray	1	1	-	-	**2**
Nobles	18	2	-	7	**27**
Norman	1	-	-	-	**1**
Olmsted	66	21	8	72	**167**
Otter Tail	4	11	2	5	**22**
Out of state	2	1	1	1	**5**
Pine	2	1	-	-	**3**
Polk	5	-	-	-	**5**
Pope	-	2	-	3	**5**

C6. Referral county and exploitation experience (continued)

County	At risk of exploitation	Experiencing exploitation (referred by a professional)	Experiencing exploitation (self-disclosure)	Missing	Total
Ramsey	66	28	14	66	**174**
Red Lake Reservation	-	-	-	2	**2**
Renville	1	-	-	-	**1**
Rice	2	2	-	26	**30**
Rock	1	-	-	2	**3**
Scott	4	2	2	6	**14**
Sherburne	-	-	-	1	**1**
St. Louis	35	4	8	183	**230**
Stearns	5	8	3	8	**24**
Steele	5	2	-	-	**7**
Swift	3	-	1	-	**4**
Todd	2	-	-	1	**3**
Wadena	2	3	3	2	**10**
Washington	1	8	-	4	**13**
Watonwan	-	1	-	-	**1**
White Earth Reservation	6	-	-	6	**12**
Winona	1	1	-	1	**3**
Wright	5	5	1	5	**16**
Grand Total	**426**	**167**	**99**	**634**	**1,326**

C7. Sexual orientation of participants

	Total	
	N	%
Heterosexual	637	48%
Bisexual	92	7%
Gay	14	1%
Lesbian	14	1%
Another identity	18	1%
Missing	551	42%
Total	**1,326**	**100%**

Note. Due to low N's in multiple cells, data are not divided by metro and greater Minnesota.

C8. Ethnic/cultural origins of participants

	Metro		Greater MN		Total	
	N	%	N	%	N	%
Latino/Hispanic	21	4%	52	6%	73	6%
Other	348	74%	489	57%	837	63%
Missing	103	22%	313	37%	416	31%
Total	**472**	**100%**	**854**	**100%**	**1,326**	**100%**

C9. Service gaps

We asked providers if they have specific participants who need services they are not receiving. Responses include:

- Assistance paying for dental bills
- Client wanted to meet with advocate while at [entity] and was denied access
- Support suitable for persistent severe mental illness
- Help with paying rent
- Interstate advocacy for child protection
- Interpreters
- Transportation at times
- Housing help for family

Agencies reported the following unmet community needs:

- Transportation
- Resources for adults, with an emphasis on housing
- Additional exploitation-specific shelters – shelters for age 21-24
- Basic needs items
- Ongoing chemical dependency support for youth
- Housing and services for victims with children
- Services for parents and family of exploited youth
- Additional mental health services for youth
- Cultural competency training for agencies serving youth
- Primary prevention services

C10. Shelter and housing beds funded through Safe Harbor

Agency	Number/type of beds
180 Degrees	10 emergency shelter
Heartland Girls Ranch	8 supportive housing
Life House	5 supportive housing
LSS Brainerd	1 specialized foster care
The Link	11 emergency shelter (6) and supportive housing (5)
Tubman	10 supportive housing
Total bed capacity, as of June 29, 2017	**45**

Note. The availability of beds fluctuates.

Services accessed by race and gender

C11. Top 3 direct services accessed by rank, by racial identification

	Black or African American	American Indian or Alaskan Native	White	Multiracial
Rank #1	Case management	Case management	Advocacy	Chemical dependency
Rank #2	Advocacy	Encouragement/ Emotional support	Case management	One-on-one counseling
Rank #3	Support groups/ Group counseling	Support groups/Group counseling	Support groups/Group counseling	Advocacy

C12. Top 3 direct services accessed by rank, by male or female participant

	Female	Male
Rank #1	Case management	Support groups/Group counseling
Rank #2	Advocacy	Education
Rank #3	One-on-one counseling	Advocacy

Note. Given the low number of transgender and gender non-conforming participants, service data are not included in this figure to protect confidentiality.

D. Safe Harbor youth survey responses

How much participants learned through Safe Harbor programming

D1. "Since you started receiving services at [program], how much did you learn about each of the following?"

	A great deal	Some	A little	None
How to keep yourself safe	84%	14%	1%	1%
How to identify an unhealthy/abusive relationship	80%	16%	2%	2%
How to comfort yourself when you are upset or angry	72%	22%	3%	3%
Options for continuing your education	67%	26%	4%	3%
How to express your feelings in healthy ways	70%	22%	6%	2%
What resources are available locally	67%	23%	7%	3%
How to access local resources	65%	25%	8%	2%
What sexual exploitation is	76%	14%	6%	3%
How to use social media and the internet safely	65%	24%	5%	6%
How to find and access professional medical care	64%	22%	6%	8%
How to find safe and affordable housing	37%	27%	14%	23%

Note. Approximately 45% of youth surveyed did not respond to this question; percentages provided are of those youth who did respond (N = 96-97). Row totals may vary from 100% due to rounding.

Participant satisfaction with Safe Harbor programming

D2. "Overall, how satisfied are you with the assistance you received from [program]?"

	Percent
Very satisfied	76%
Satisfied	19%
Not very satisfied/Not at all satisfied	5%

Note. 45% of youth surveyed did not respond to this question; percentages provided are of those youth who did respond.

Participant preparedness for the future

D3. "How prepared do you feel to do each of the following?"

	Very well prepared	Somewhat prepared	Not prepared
Keep yourself safe	89%	11%	0%
Get support from a professional if you need it	87%	13%	1%
Get medical care when you need it	83%	16%	2%
Reach your educational or career goals	69%	30%	1%
Be part of only healthy relationships	82%	17%	1%
Seek help from the police if you are in an unsafe situation or are the victim of a crime	76%	21%	3%
Support yourself financially	48%	44%	7%

Note. Approximately 45% of youth surveyed gave no response to the prompts; percentages provided are of those youth who did respond. Row totals may vary from 100% due to rounding (N = 95-97).

Participant supports, experience of program staff, and hopefulness

D4. "How much do you agree or disagree with the following statements?"

	Strongly agree	Agree	Disagree	Strongly disagree
I have at least one adult I trust to talk to if I have a problem	82%	16%	2%	0%
I have at least one friend I can turn to for help and support	77%	16%	6%	1%
The staff at [program] care about me	72%	26%	1%	1%
The staff at [program] were respectful to me	71%	22%	6%	1%
I have someone I can go to for money and/or housing advice	52%	39%	6%	3%
Overall, I feel more hopeful about the future	72%	28%	0%	0%

Note. Approximately 45% of youth surveyed did not respond to this question; percentages are of youth who responded (N = 95-96).

Service gaps

D5. "Were there any services you needed / wanted that were not available or offered?"

	Percent
Yes	17%
No	83%

Note. 52% of youth surveyed did not respond to this question; percentage is of youth who responded (N = 69).

E. Service definitions

Below are the Minnesota Department of Health's definitions for each of the service options available.

- Advocacy: Services in medical, school or court advocacy, sexual assault or domestic violence advocacy
- Aftercare: Care, treatment, help, or supervision given to persons discharged from an institution, separate from other services
- Basic Needs: Assistance obtaining basic needs such as food, identification cards, personal hygiene, etc.
- Behavioral/Mental Health: Ongoing (non-crisis) services related to behavioral or mental health services, not including counseling
- Case Management: Time spent in planning, assessing, care coordination and advocacy for client
- Chemical Dependency: Assessing the existence, nature and needs of chemical dependency, planning for and providing treatment
- Counseling: Including crisis, one-on-one, informal, CD, encouragement/support
- Dental Care: Services and referrals to address dental needs
- Drop-In Center: Temporary services provided by drop-in center
- Educational Services: Teaching provided by agency
- Employment Services: Trainings specifically targeted to develop employable skills, assistance with gaining employment
- Financial Support: Support in acquiring government assistance, money management training, etc.
- Housing/Shelter: Providing beds, apartments or other housing options directly through your agency
- Legal Services: Legal services directly provided by agency
- Medical/Healthcare: Medical services such as wound care, examinations, STI testing
- Outreach Services: Attempts to contact, establish or reestablish connection with client who has ceased contact

F. Safe Harbor key informant interview and survey protocols

Hi. My name is _____ and I am calling from Wilder Research. As you may know, the Minnesota Department of Health is working with Wilder Research to identify best practices for identifying and serving youth survivors of trafficking and exploitation through evaluation of the Safe Harbor/Now Wrong Door model implementation, which I'll refer to as the Safe Harbor model. You were identified by other Safe Harbor stakeholders as someone who has important knowledge and/or experience in this area.

We appreciate your agreeing to take part in this interview. It will take approximately 30-40 minutes to complete the interview. Your responses will be aggregated with the responses of other individuals we are interviewing, and themes will be presented to Minnesota Department of Health. In addition, major themes will likely be shared with the MN legislature and other stakeholder groups.

Is now still a good time to complete the interview? [CONTINUE OR RESCHEDULE] Do you have any questions before I begin with the first interview question?

1. To start, I'm wondering how long you've been working in a field related to serving victims of trafficking or exploitation? In what roles?

The next questions are about the identification and provision of services to youth survivors of trafficking and exploitation prior to the implementation of Safe Harbor (prior to August 2014). For these questions, you can speak to your community, region, the state, or your sector, whatever makes the most sense to you.

2. Prior to the implementation of the Safe Harbor model, what were the biggest gaps or barriers to identifying and serving youth survivors of trafficking and exploitation?

   [PROBE HERE AND THROUGHOUT SECTION regarding: services available, attitudes of local entities, communication issues not discussed earlier, the implementation of the grants, training available]

   a. [IF CLEAR FROM RESPONSE, RECORD WITHOUT ASKING THE GROUP/SECTOR/GEOGRAPHY R IS DISCUSSING. IF NOT CLEAR FROM RESPONSE, ASK] What group, sector, or geography are you thinking about as you answer this question?

3. Prior to the implementation of the model, what were [SECTOR, GROUP, OR GEOGRAPHY'S] greatest assets or strengths related to identifying and serving youth survivors of trafficking and exploitation?

The next questions are about the time since the implementation of the Safe Harbor model began (since August 2014). Again, you can speak to your community, region, the state, or your sector, whatever makes the most sense to you.

4. Since beginning implementation of the Safe Harbor model, what is going well about identifying and providing services and support to youth survivors of trafficking and exploitation?

   [BE SURE BOTH IDENTIFICATION AND PROVISION OF SERVICES IS ADDRESSED]

5. Since beginning implementation of the model, what other positive impacts have you seen from the Safe Harbor model?

   [PROBE HERE AND THROUGHOUT SECTION regarding: services available, attitudes of local entities, communication issues, the implementation of the grants, trainings available. Are there any unintended impacts (e.g., youth being arrested for other/worse crimes?]

6. Since beginning implementation of the model, what do you think has been most problematic about identifying and providing services and support to youth survivors of trafficking and exploitation?

7. What other barriers or gaps have affected the implementation of the Safe Harbor model?

My next questions are about your profession's/sector's experiences specifically.

8. [Other than what you've already mentioned] What successes, if any, has your sector/ profession had incorporating the Safe Harbor model?

9. [Other than what you've already mentioned] What barriers or difficulties has your sector/profession experienced incorporating the Safe Harbor model?

The last set of questions are about next steps.

10. What do you see as the most important next steps for the implementation of the current Safe Harbor Law and Safe Harbor model?

11. What suggestions do you have for changing the Safe Harbor Law or No Wrong Door Model to increase or expand their impact?

Confidentiality

Lastly, in the introduction, I assured you that your responses are confidential, and that is still the case. However, now that you have seen the questions and provided your responses, I would like to know what level of confidentiality you would prefer for your answers:

- Maintain confidentiality: Do not share individual responses (your answers will only be reported in aggregate)
- Share my de-identified responses (your individual answers will not be attached to your name or any identifying information. For example, we could quote something you said as long as the quote doesn't contain information that identifies that you said it)
- Share my responses (your individual answers will not be shared with your name, but identifying contextual information, such as your field or sector, may be included in the quote if it adds to its meaning)

12. Those are all my questions, do you have any additional comments?

Thanks you so much for your time and for sharing your expertise!

G. Stakeholder survey responses

G1. Stakeholder survey: Sector (Choose one)

	(N=197)
Chemical dependency supports	<1%
Child protection/child welfare	16%
Domestic violence advocate	2%
Education	4%
Judicial	2%
Law enforcement	20%
Legal aid or defense attorney	2%
Mental health supports	6%
Probation	6%
Prosecutor	4%
Sexual assault advocate	6%
Youth worker	9%
Other	24%

Note. Percentage may not total 100 due to rounding

G2. Stakeholder survey: County where agency or company is located (Choose one)

	(N=195)
Aitkin	1%
Anoka	2%
Beltrami	2%
Brown	<1%
Cass	<1%
Chippewa	<1%
Chisago	<1%
Clay	5%
Cook	1%
Crow Wing	4%
Dakota	5%
Douglas	<1%

Note. Percentage may not total 100 due to rounding

G2. Stakeholder survey: County agency or company is located (Choose one) (continued)

	(N=195)
Freeborn	<1%
Hennepin	18%
Hubbard	1%
Isanti	<1%
Itasca	1%
Jackson	<1%
Kandiyohi	<1%
Lake	<1%
Lyon	1%
McLeod	1%
Nicollet	1%
Olmstead	4%
Otter Tail	1%
Pennington	<1%
Pipestone	<1%
Polk	<1%
Ramsey	20%
Rock	<1%
Scott	2%
Sherburne	3%
St. Louis	8%
Stearns	4%
Stevens	<1%
Swift	2%
Todd	1%
Wadena	<1%
Washington	4%
Wright	1%

Note. Percentage may not total 100 due to rounding

G3. Stakeholder survey: Improvements since implementation of the Safe Harbor law and model (Check all that apply)

	(N=185)
More awareness about exploitation/trafficking	86%
Better system response	56%
More youth being identified as at-risk or exploited	55%
Better community response for at-risk or exploited youth	41%
More referrals/services for at-risk or exploited youth	42%
Creation of Safe Harbor multidisciplinary team or task force	36%
More funding for services or resources	36%

Note. Percentages total more than 100 percent because multiple responses were allowed

G4. Stakeholder survey: Improvements since implementation of the Safe Harbor law and model began (Check all that apply)

	(N=185)
More awareness about exploitation/trafficking	86%
Better system response	56%
More youth being identified as at-risk or exploited	55%
Better community response for at-risk or exploited youth	41%
More referrals/services for at-risk or exploited youth	42%
Creation of Safe Harbor multidisciplinary team or task force	36%
More funding for services or resources	36%

Note. Percentages total more than 100 percent because multiple responses were allowed

G5. Stakeholder survey: Barriers or gaps that have affected the implementation of the Safe Harbor law and model (Check all that apply)

	(N=170)
Lack of resources	51%
Lack of funding	37%
Lack of awareness of Safe Harbor or resources	32%
Unclear direction or guidance from counties or state on system response	28%
Lack of partnership with system professionals	27%
Unclear direction or guidance from counties or state on communication	24%
Lack of partnership with community organizations	22%
Lack of community buy-in	19%
Lack of partnership with youth serving or Safe Harbor providers	17%
Other	18%

Note. Percentages total more than 100 percent because multiple responses were allowed

H. Human trafficking-related charges and convictions in Minnesota in 2016

These data come from "Human Trafficking in Minnesota: A report to the Minnesota Legislature" (Minnesota Office of Justice Programs & Minnesota Statistical Analysis Center, 2017).

H1. Number of statewide human-trafficking charges and convictions 2016

Statute and crime type	Charges	Convictions
609.27 Coercion	13	4
609.282 Labor trafficking	2	0
609.322 Solicit/Induce/Sex trafficking	83	45
609.324 Other prostitution charge	391	255
609.33 Disorderly house	11	6
609.352 Solicitation of a child	161	45
617.245 and 617.246 Use of minor in sexual performance	37	7
Total	**698**	**362**

I. Minnesota Statute 609.3241

(a) When a court sentences an adult convicted of violating section 609.322 or 609.324, while acting other than as a prostitute, the court shall impose an assessment of not less than $500 and not more than $750 for a violation of section 609.324, subdivision 2, or a misdemeanor violation of section 609.324, subdivision 3; otherwise the court shall impose an assessment of not less than $750 and not more than $1,000. The assessment shall be distributed as provided in paragraph (c) and is in addition to the surcharge required by section 357.021, subdivision 6.

(b) The court may not waive payment of the minimum assessment required by this section. If the defendant qualifies for the services of a public defender or the court finds on the record that the convicted person is indigent or that immediate payment of the assessment would create undue hardship for the convicted person or that person's immediate family, the court may reduce the amount of the minimum assessment to not less than $100. The court also may authorize payment of the assessment in installments.

(c) The assessment collected under paragraph (a) must be distributed as follows:

(1) 40 percent of the assessment shall be forwarded to the political subdivision that employs the arresting officer for use in enforcement, training, and education activities related to combating sexual exploitation of youth, or if the arresting officer is an employee of the state, this portion shall be forwarded to the commissioner of public safety for those purposes identified in clause (3);

(2) 20 percent of the assessment shall be forwarded to the prosecuting agency that handled the case for use in training and education activities relating to combating sexual exploitation activities of youth; and

(3) 40 percent of the assessment must be forwarded to the commissioner of health to be deposited in the safe harbor for youth account in the special revenue fund and are appropriated to the commissioner for distribution to crime victims services organizations that provide services to sexually exploited youth, as defined in section 260C.007, subdivision 31.

(d) A safe harbor for youth account is established as a special account in the state treasury.