



NOT HERE

*Strategic*

**ROADMAP**

*[www.NotHere.me](http://www.NotHere.me)*

“

***The idea that some lives matter less is the root of all that is wrong with the world.***

”

PAUL FARMER

**“Slavery & freedom cannot exist together.”**

ERNISTINE ROSE



*“No one person, organization, agency, or community can eliminate human trafficking on their own, but we can work together to educate our entire population about how we can all prevent human trafficking and support victims, survivors, and their communities.”*

Maine Governor  
**PAUL R. LEPAGE**

“We can and must create an escape route for victims, a ‘victim protection plan:’ food, shelter, a place to go, clothing, sometimes a detox bed, and help finding a new life — not something that is gained or created in an instant. Until we reduce the demand for sex for hire, there will always be a market, feeding the underground economy of drugs, guns and violent crime and human trafficking that robs the individual of physical safety, dignity and human will.”

Maine Attorney General  
**JANET T. MILLS**

*“It’s high time that we revisit our values and uphold the sanctity of life. This can only be achieved if we all learn to use material things and love people instead of using people and loving material things. We must teach our children the same, most importantly by walking our talk.”*

Survivor  
**MONINDA MARUBE**



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*“You may choose to look the other way, but you  
can never say again that you did not know.”*

WILLIAM WILBERFORCE

# NOT HERE | LETTER FROM THE BOARD

*Dear Reader,*

The Foundation for Hope and Grace began working on issues related to human trafficking and exploitation in late 2008 after collaborating with a group in Central Nigeria. This group had been confronting the needs of abandoned children that occurred after violence, war, and disease amidst a very complex ethnic and religious environment. One of the key messages that the leaders of that group drove home was that we need to protect vulnerable children from those willing to exploit them. We were given powerful insight into a world where people of power are willing to use the lives of the others to further empower their criminal enterprises.

We were also shown the unfortunate reality that children exposed to trauma at a young age develop vulnerabilities that make them targets of the powerful.

We approached the Governor's office with a simple goal, one that is consistent with what we have pursued since our early days: To foster collaboration and facilitate change - to stand united to build a better world where vulnerabilities are not exploited, those victimized receive necessary care, and diverse groups of professional stakeholders stand united against injustice.

We are passionate about collaboration, innovation, and education, because we believe that real change cannot be affected without all three. While we as Americans live with unprecedented freedoms, we also live with unprecedented evils in the form of human trafficking, domestic violence, gender inequality, and more; the Foundation for Hope and Grace was founded because we realized that all these evils are in practice right here where we live, in the beautiful State of Maine.

Our ultimate goal is to be a sign directing others towards practical, impactful ways they can help bring about change, and the Not Here Conference is one of the biggest arenas in which we can do just that.

Our organization was struck by the power of signage during a recent trip to Ecuador where we partnered with an organization dedicated to preventing human trafficking, domestic violence, child abuse and bullying. We were working in a beautiful coastal village that relied on fishing and subsistence farming. We noted that many of the houses had a stenciled emblem in blue paint. There was no pattern and the random nature of the signs led us to ask what this represented. The local leaders shared that these stencils represented families who had committed to end domestic violence in their homes and in their community. We learned that this was their attempt to make a statement to their neighbors that they would no longer tolerate violence in the home. It was a poignant

reminder that making social change begins one home at a time. We strive to bring that same resistance stance to issues of human trafficking and exploitation, domestic violence, child abuse, gender inequality and issues of injustice. Let's build a community where people are willing to state their opposition openly and with confidence.

We are thankful for all who joined us at the Governor's Summit in November of 2015. The following plan could not have happened without the collaboration and insight of our attendees, and we appreciate their recommendations, all of which were rooted in multiple personal and professional areas of expertise.

It is our hope that we can all find a way to embrace overcoming this challenge together. The benefits far outweigh the risk when confronting the realities that face vulnerable and victimized people.

Sincerely,

## THE BOARD OF DIRECTORS

### BILL LEGERE

RN, MSN, FNP  
Lead Associate Professional Staff,  
Division of Emergency Medicine  
Central Maine Medical Center;  
Founder & President, Foundation for Hope & Grace;  
Co-founder, Not Here

### JENNIFER LEGERE LAUZE

Chairwoman of the Board,  
Foundation for Hope & Grace  
Auburn, ME

### ALLEN AUSTIN

Senior Pastor,  
Pathway Vineyard Church  
Lewiston, ME

### ALEC STEVENS

Financial Advisor,  
Baystate Financial  
Falmouth, ME

### LEON WHITE

Vice President,  
NewFab  
Auburn, ME

### JENNIFER MORIN

Program Director,  
Not Here Justice in Action Network;  
Work with ME! Coordinator,  
Auburn Police Department  
Auburn, ME

### DAVID WOLFE

Program Director, Growing Hope;  
Facilities Manager, Pathway Vineyard  
Auburn/Lewiston, ME

### STEPHEN GILBERT

Managing Director,  
Anchour  
Lewiston, ME

### PHILLIP CROWELL

Chief of Police,  
Auburn Police Department;  
Co-Founder, Not Here

### RANDI CORNELIO

Accounting Manager,  
Continuum Health Services  
Lewiston, ME

### STEVEN M. DYER

Criminal Justice Instructor,  
Thomas College;  
Scholar in Residence,  
Foundation for Hope & Grace  
Auburn, ME

# LIGHTING FIRES THAT LEAD TO ACTION

Not Here is a nonprofit organization that exists to raise awareness, educate, and mobilize people to action in the fight against worldwide injustice. We seek to disseminate information about slavery, abuse, inequality, and more in practical ways that don't just enlighten, but also inspire people to action.

We believe there can be no change without action, and no action worth taking is done without proper information. Using up-to-date statistics, personal stories, cultural references, and more, we seek to provide our communities with accurate information that also moves them on an emotional level.

We believe that education is instrumental in the prevention, identification, and cessation of social injustice. As such, the education we seek to provide is multifaceted, focusing on all three areas at once.

We believe that every human being deserves health, safety, respect, and equality, and we are committed to working towards making that a reality for every human being. By raising awareness and educating the general public, we seek to be the catalysts that propel a great movement of people to affect change.

*Not Here exists to raise awareness and inspire people to action in the effort to end social injustice.*

*By providing educational seminars, conferences, and classes, they want to forward the movement of peace and justice in the State of Maine and beyond.*

*They not only seek to be voices that inspire, but also signposts to direct people to get involved in the most effective ways possible.*

*Above all, Not Here exists to be a voice for the voiceless, a rallying cry, and a resource.*

# NOT HERE | ATTORNEY GENERAL'S REPORT

*The Office of the Attorney General*

## MILESTONES ACHIEVED

Ten years ago the state legislature first created a task force on human trafficking. In its report in 2006, the task force examined the Federal Trafficking Victims Protection Act of 2000 and its Reauthorization Act of 2005, the “TVPA” and recommended legislation that would create a specific crime of human trafficking, including document manipulation as a form of coercion, and allow the victim to seek restitution.

The task force recommended that the Attorney General convene a working group with various state agencies, law enforcement, service providers and other interested parties to develop training, outreach and public awareness and to increase data collection, review state laws, coordinate state and federal programs and report back to the legislature.

In 2007, the 123rd Legislature enacted Chapter 684, which was signed into law by Governor Baldacci. This law amended the definition of kidnapping and criminal restraint in the Criminal Code to include conduct that constitutes human trafficking. The law also created civil remedies for human trafficking and provided for the forfeiture of assets in human trafficking offenses. It also enacted “Civil Remedies For Human Trafficking” in the Maine Human Rights Act.

The law directed the Attorney General to convene a working group on human trafficking consisting of representatives of Department of Health and Human

Services, Department of Labor, Department of Public Safety, Maine Institute for Public Safety Innovation, Immigration Legal Services, law enforcement, and other interested parties and officials and providers.

In 2010, the Attorney General’s working group determined that training law enforcement to recognize human trafficking was needed. They helped develop a curriculum for the Maine Criminal Justice Academy to use in field training.

With the help of the Criminal Law Advisory Commission, the Maine Criminal Code was amended two years ago to specifically define “human trafficking.” It is now a Class B felony to traffic a person under the age of 18 or to compel prostitution by using force or threats or extortion or withholding alcohol or drugs to an addicted person, or withholding government IDs or threatening deportation.

A new law enacted last year allows victims to use sex trafficking as an affirmative defense to a charge of prostitution. It also increases and mandates certain fines for human trafficking and allows victims to access funds from the Victims Compensation Fund administered by my Office.

Our new laws begin to address the triangle of sexual exploitation: increasing accountability for offenders, curbing demand and supporting victims.

ATTORNEY GENERAL JANET T. MILLS





## THE JOURNEY

---

*One day you finally knew  
what you had to do, and began,  
though the voices around you  
kept shouting  
their bad advice--  
though the whole house  
began to tremble  
and you felt the old tug  
at your ankles.*

*"Mend my life!"  
each voice cried.*

*But you didn't stop.  
You knew what you had to do,  
though the wind pried  
with its stiff fingers  
at the very foundations,  
though their melancholy  
was terrible.*

*It was already late  
enough, and a wild night,  
and the road full of fallen  
branches and stones.*

*But little by little,  
as you left their voices behind,  
the stars began to burn  
through the sheets of clouds,  
and there was a new voice  
which you slowly  
recognized as your own,  
that kept you company  
as you strode deeper and deeper  
into the world,  
determined to do  
the only thing you could do--  
determined to save  
the only life you could save.*

MARY OLIVER



# NOT HERE | EXECUTIVE SUMMARY

As commissioned by Governor Paul R. LePage in the fall of 2015, Not Here, a grassroots organization dedicated to combating human trafficking at the community level, is pleased to present this proposed strategic plan. It has been our pleasure to work with hundreds of key stakeholders who care deeply about how Maine addresses human trafficking in a comprehensive and sustainable manner. At the center of this effort is the ever-present reality that this work must be done for the vulnerable and victimized citizens of Maine.

**The goal is simple and direct. We must put victims first.**

We must produce a plan of action to address human trafficking in a manner that improves Maine's ability and capacity to prevent, prosecute, protect, and partner. If successfully executed, this plan ultimately reduces the suffering associated with human trafficking and exploitation.

The production of this strategic plan follows The Governor's Summit on Human Trafficking held in November of 2015, at which both Governor LePage and Attorney General Mills were active participants. Additionally, stakeholders representing state and federal law enforcement, public health, health care, social services, youth advocates, trafficking victims, and legal services worked together over two full days to help define an innovative strategic direction. Information exchanged included Maine-specific prevalence data, evidence-based practices, model programming, facilitated strategic reform methods, and - of course - stories of hope from victims.

The Hornby Zeller Maine Human Trafficking Needs Assessment further informed the summit by addressing the problem from a data driven analysis. This assessment provided a snapshot of the current situation in Maine and provided recommendations. This information correlated well with participants and best practices. The focus also included the experiences of other states, including an outstanding presentation from the State of Ohio on its highly regarded and comprehensive program.

**We then harnessed the collective energy, expertise, perspective, and priorities of the entire summit audience to collect data designed to sharpen our efforts.**

This effort was subsequently refined in a smaller work session of approximately fifty attendees facilitated by Attorney General Mills. As a result, we know what is working, what is not, and what Maine needs to prioritize to build its capacity to prevent, prosecute, protect, and partner.

The proposed strategic plan has also been informed by the federal strategic action plan to address human trafficking in order to further promote a culture of collaboration and system integration.

**The proposed strategic plan includes four primary goals that promote an informed social change movement to end human trafficking in Maine:**

**GOAL 1:**

Align efforts to promote a strategic coordinated partnership model to mitigate human trafficking.

**GOAL 2:**

Improve understanding to increase awareness of anti-human trafficking efforts for vulnerable and victimized populations.

**GOAL 3:**

Engage in supply & demand reduction efforts for human trafficking.

**GOAL 4:**

Expand access to services to include prevention, protection, treatment, and recovery.

**THE DETAILS OF THIS PLAN MAY BE FOUND IN THE ENCLOSED REPORT.**

*Stephen Phillips Crowell Jr. Kenneth Albert*

*Sheena Bunnell Steven M. Dyer Jennifer Morin*

**BILL LEGERE**

RN, MSN, FNP  
Lead Associate Professional Staff,  
Division of Emergency Medicine  
Central Maine Medical Center;  
Founder & President, Foundation  
for Hope & Grace;  
Co-founder, Not Here

**PHIL CROWELL**

Chief of Police  
Auburn, ME  
Co-Founder, Not Here

**KEN ALBERT**

Director and COO  
Administration  
Department of Health and  
Human Services  
Maine Center for Disease  
Control and Prevention

**SHEENA BUNNELL**

Ph.D., Ms.Econ, M.B.A.  
Professor Business Economics  
Director Maine Health Research  
Institute  
University of Maine at Farmington

**JENNIFER MORIN**

Program Director,  
Not Here Justice in Action  
Network;  
Work with ME! Coordinator,  
Auburn Police Department  
Auburn, ME

**STEVEN M. DYER**

Criminal Justice Instructor,  
Thomas College;  
Scholar in Residence,  
Foundation for Hope & Grace  
Auburn, ME

# NOT HERE | INTRODUCTION TO STRATEGIC ROADMAP

*“There is no free will in the trafficking trade. There is, instead, dependency, isolation; power and control tactics that include threats, degradation, financial constraint, physical and emotional manipulation. And, like domestic violence, trafficking involves victims who are trapped, who cannot escape.”*

ATTORNEY GENERAL JANET T. MILLS

## SURVIVOR STATEMENTS

### DEE CLARKE, SURVIVOR, LEADER, & ADVOCATE

Founder, Survivor Speak [www.survivorspeak.org](http://www.survivorspeak.org)

It was encouraging and hopeful to see the state of Maine come together from every region to share learn and collaborate around ideas and best practices for ending and preventing human trafficking.

### CATHERINE MOSSMAN WILSON, SURVIVOR & LEADER

Founder, Stop Trafficking ME! [stoptraffickingme.org](http://stoptraffickingme.org)

Our mission is to motivate the Maine community to feel both utterly responsible and empowered to stop adults from having sex with children. This, I believe, is the precursor for all that makes girls vulnerable to being sex trafficked.

### TRICIA GRANT, SURVIVOR & LEADER

Partner with Survivor Speak and SLC

Being a survivor of sexual abuse as a child, severe depression, suicidal ideation, several suicide attempts, child sex trafficking, domestic abuse, and a whole boat load of other challenges, and now a peer mentor, people often ask “what could we have done/what can we do now?”. My best answer would have to be, never EVER give up fighting until we see an end to this paralyzing injustice! Together, and only together, we will see an end to this!

## STRATEGIC PLAN VISION STATEMENT

***To promote an informed  
social change movement to end  
Human Trafficking in Maine***



# STRATEGIC ROADMAP

*a visual layout of the strategic goals outlined in this document.*

## 01.

### GOAL 01. ALIGN EFFORTS

The State Coordinator position is created and funded in 2017.

The Maine Human Trafficking Task Force is created by statute and includes survivor representation to inform on the victim perspective.

Increased number of stakeholders by 10% in 2017 above the established 2016 baseline.

## 02.

### GOAL 02. IMPROVE UNDERSTANDING

Coordinate human trafficking related research to capture geographic trends in 2017.

Implementation of a formal centralized repository of intelligence and data that can inform evidence-based practice in victim services and mitigation strategies through effective data analytics by 2018.

Collaborate with the Office of Child and Family Services to promote the health, well-being and safety of children and families by using the Adverse Childhood Experiences screening tool to identify highest risk children for referrals to social service providers;

Increase awareness of human trafficking in Maine by 10% by 2020 over the established 2018 baseline.

## 03.

### GOAL 03. REDUCTION

Adoption of a comprehensive statutory and regulatory framework to address supply & demand by 2020 as facilitated by the Office of the Attorney General.

Implement asset forfeiture strategies for traffickers by 2020.

## 04.

### GOAL 04. EXPAND ACCESS

Adopt a 24/7 hotline by 2018.

Victim protection plan in place by 2018.

Establish a Medicaid 1115 Demonstration Waiver by 2020.

Establish Housing, Legal Services and Victim Compensation Fund

Establish a sustainable funding model by 2018.

*action against injustice*

# GOAL ONE | ALIGN EFFORTS

Align Efforts to promote a strategic coordinated model to mitigate human trafficking.

Alignment leads to improved detection and increased reporting by 10%, and coordinated response to all human trafficking cases by 2020.

## OBJECTIVE ONE:

**Create a State Coordinator position to oversee the collaboration of state wide anti-trafficking efforts.**

**ACTIONABLE 1:** Create a State Human Trafficking Coordinator position within the Maine Department of Public Safety which is funded by federal grant dollars in year one, as successfully implemented by the State of Ohio.

**ACTIONABLE 2:** Recognize the best practices as laid out in the Federal Plan and ensure a culture of collaboration.

## OBJECTIVE TWO:

**Create the Maine Human Trafficking Task Force by statute to ensure sustainability and coordination of interagency efforts.**

**ACTIONABLE 1:** Governor to sign executive order to create by statute the Maine Human Trafficking Task Force with a design to promote interagency coordination, collaborative initiatives and lead to sustainability in year one, as successfully implemented by the State of Ohio. This task force must include survivor representation to inform on the victim perspective.

## OBJECTIVE THREE:

**Identify new stakeholders to include faith-based organizations, higher education, and NGOs.**

**ACTIONABLE 1:** Identify new stakeholders in year one to include: nonprofits, higher education, faith-based groups, businesses, and other public and private entities with capacity and commitment to raise awareness and funds; and legal service providers willing to provide pro bono criminal, civil, and immigration cases for survivors.

*Using a model based on collaboration, the Family Justice Center concept seeks to marshal all available resources in a community into a coordinated, centralized service delivery system with accountability to victims for the effectiveness of the model.*

FAMILY JUSTICE CENTERS, P 37

*The State of Maine must enhance how we meet the needs of our most vulnerable victims of abuse.*

CHILD ADVOCACY CENTERS, P 38

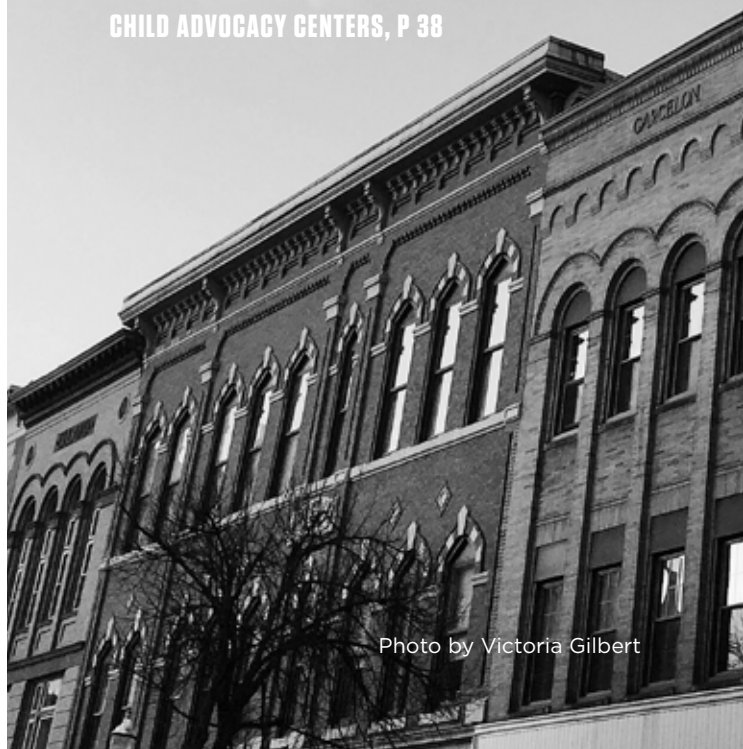


Photo by Victoria Gilbert



# GOAL ONE | CONTINUED

Align Efforts to promote a strategic coordinated model to mitigate human trafficking.

Alignment leads to improved detection and increased reporting by 10%, and coordinated response to all human trafficking cases by 2020.

## OBJECTIVE FOUR:

### Identify a statewide network of providers.

**ACTIONABLE 1:** Create a statewide collaborative network of providers beginning in year two to improve outcomes and promote effective, culturally appropriate, trauma-informed, multidisciplinary services that improve the short and long term health, safety, and well-being of vulnerable and victimized populations.

**ACTIONABLE 2:** Statewide Coordinator to collaborate with Maine's Department of Health and Human Services Office of Child and Family Services to align efforts in identifying a statewide service provider network to serve as appropriate 24/7 first response and intensive case management partners for cases involving minor and adult victims of Human trafficking.

*Authors' Note: The model for comparison is the State of Ohio and its partnership with The Salvation Army.*

**ACTIONABLE 3:** Statewide Coordinator will determine the details of each of the above partnerships and what services will be provided by each network provider agency.

## OBJECTIVE FIVE:

### Structure Law Enforcement and Justice System efforts around both state and federal trafficking laws.

**ACTIONABLE 1:** Identify emerging legislative statewide trends in year one observed by the National Human Trafficking Resource Center (NHTRC) for recommendation for adoption by the State of Maine in years two and beyond.

## OBJECTIVE SIX:

### Develop a comprehensive screening tool to bring alignment to all parties with a role in identifying victims.

**ACTIONABLE 1:** Identify a multidisciplinary team including representation from the public health community, education community, law enforcement community, faith-based community, provider community, agricultural community, commercial fishing community, immigrant and refugee community, and survivor leader community to collaborate in the design of appropriate screening tools, including quick screening tools that may identify initial red flags that necessitate a more comprehensive screening.

**ACTIONABLE 2:** Establish a training plan and timeline to roll out the screening tool to all community partners who may come into contact with a victim.

**ACTIONABLE 3:** Establish reporting protocol so all identified victims are reported in Maine Information and Analysis Center (MIAC) to collect data regarding the prevalence of trafficking in Maine and identify effective avenues of identification.

### MILESTONE:

Not Here conferences increase awareness and encourage collaboration across a diverse group of professionals and community leaders.

### MEASURES OF SUCCESS:

- The State Coordinator position is created and funded in 2017.
- The Maine Human Trafficking Task Force is created in 2017.
- Increase number of stakeholders by 10% in 2017 above the established 2016 baseline.



## GOAL TWO | IMPROVE UNDERSTANDING

Improve understanding to increase awareness of anti-human trafficking efforts for vulnerable and victimized populations.

Using the Behavioral Risk Factor Surveillance System and the Maine Integrated Youth Health Survey, establish a human trafficking awareness baseline in 2018 and increase awareness by 10% in 2020.

### OBJECTIVE ONE:

**Improve public understanding of the scope and impact of human trafficking efforts towards vulnerable and victimized populations.**

**ACTIONABLE 1:** Create a community campaign speakers bureau to provide general awareness of human trafficking efforts and disseminate outreach materials.

**ACTIONABLE 2:** Establish a public awareness campaign with professional branding and marketing strategies.

### OBJECTIVE TWO:

**Identify vulnerable populations to include: children in the child welfare and juvenile justice systems; youth with incarcerated parents; runaway and homeless youth; migrant laborers; populations with limited English proficiency; persons with disabilities; rural populations; and lesbian, gay, bisexual, and transgender individuals; to mitigate the possibility of potential victims.**

**ACTIONABLE 1:** Collaborate with Office of Child and Family Services (OCFS) to leverage their ability to promote the health, well-being and safety of children and families by using the adverse childhood experiences screening tool to identify highest risk children for referrals to social service providers.

**ACTIONABLE 2:** Evaluate the efforts taking place within the foster care system to determine the effectiveness of risk reduction strategies.

**ACTIONABLE 3:** Implement the Bridges out of Poverty initiatives to provide services for our vulnerable population living in poverty.

### OBJECTIVE THREE:

**Align resources to collect, analyze, and appropriately share intelligence relating to human trafficking investigations.**

**ACTIONABLE 1:** Maine Information and Analysis Center (MIAC) will serve as the HUB and a 24 hour help desk to access intelligence for all human trafficking investigations. MIAC will incorporate human trafficking intelligence into the weekly bulletin for statewide dissemination.\*

*A trauma-informed response is critical to reduce the risk of re-traumatization to a victim.*

**TRAUMA-INFORMED CARE, P 40**

*We cannot have the conversation about human trafficking prevention and causation without addressing early childhood vulnerability.*

**EXPLOITATION OF VULNERABILITY, P 41**

\*The inclusion of MIAC as this HUB is a recommendation specifically from the Not Here Work Group Executive Team drafting this document.

Photo by Aaron J. Edwards



## GOAL TWO | CONTINUED

Improve understanding to increase awareness of anti-human trafficking efforts for vulnerable and victimized populations.

Using the Behavioral Risk Factor Surveillance System and the Maine Integrated Youth Health Survey, establish a human trafficking awareness baseline in 2018 and increase awareness by 10% in 2020.

### OBJECTIVE FOUR:

#### Utilize mandatory training of licensed professionals.

**ACTIONABLE 1:** By 2018, Department of Health and Human Services, Department of Licensing and Regulatory Services, Department of Public Safety, Department of Professional and Financial Regulation, Department Of Labor, Department Of Education, and Department of Agriculture will identify professionals, contractors, and providers within their jurisdiction who have opportunity to identify and report victims of human trafficking and require specific awareness strategies.

### MILESTONE:

Hope Rising recently completed its first full year of service and reported to Department of Health and Human Services Commissioner, Mary Mayhew in July of 2016, on the status of the program and the data collected on those served. It was a striking recognition of the complex nature of the human trafficking victim. Early data indicates that victims carried very high Adverse Childhood Experiences (ACEs) scores, PTSD and depression indicators. Victims were noted to have significant trauma, underlying mental health disorders, medical challenges and issues with substance abuse that contributed to their vulnerability and compounded the complexity of their recovery. There was also recognition that a comprehensive program addressing the whole person was effective and all indications are that this model is promising.

### MEASURES OF SUCCESS:

- Coordinate human trafficking related research to capture geographic trends by 2017.
- Implementation of a formal centralized repository of intelligence and data that can inform evidence-based practice in victim services and mitigation strategies through effective data analytics by 2018.
- Increase awareness of human trafficking in Maine by 10% over established 2018 baseline by 2020.
- Establish curriculum goals for developing agency specific training programs.
- Implement training of groups under the aforementioned agencies with a goal to increase the number of trained professionals and contractors by 50% over the established baseline by 2020.



## GOAL THREE | REDUCTION

Reduction of human trafficking activity by targeting the supply of vulnerable populations and victims, and the demand for commercial exploitation.

A 5% reduction in trafficking by implementing risk reduction strategies in vulnerable populations by 2020. Reduce demand through the establishment of a comprehensive statutory and regulatory framework to criminalize exploitation practices by 2020.

### OBJECTIVE ONE:

**Engage in efforts to address supply-side factors that impact human trafficking activities.**

**ACTIONABLE 1:** Support the state's activity around the reduction of opiate addiction, poverty and survival sex. "Survival" (or exploitive) sex is the exchanging of sex for basic needs such as food and shelter, or for drugs.

### OBJECTIVE TWO:

**Engage in efforts to address demand-side factors that impact human trafficking activities.**

**ACTIONABLE 1:** Explore the creation of a statewide technical assistance unit.

**ACTIONABLE 2:** Develop statewide capacity to enable a first offender program option for all sex-buying arrestees.

**ACTIONABLE 3:** Integrate demand reduction tactics in all anti-trafficking initiatives by implementing auto seizure, community service, letters sent home to families, license suspension, public shaming, education programs in schools, public awareness campaigns, and sex buyer education programs aimed at those arrested for purchasing sex.

**ACTIONABLE 4:** Create a standard procedure for law enforcement to conduct sting operations to arrest offenders who attempt to purchase human beings for sex.

*In these days of difficulty, we Americans everywhere must and shall choose the path of social justice... the path of faith, the path of hope, and the path of love toward our fellow man.*

FRANKLIN D. ROOSEVELT

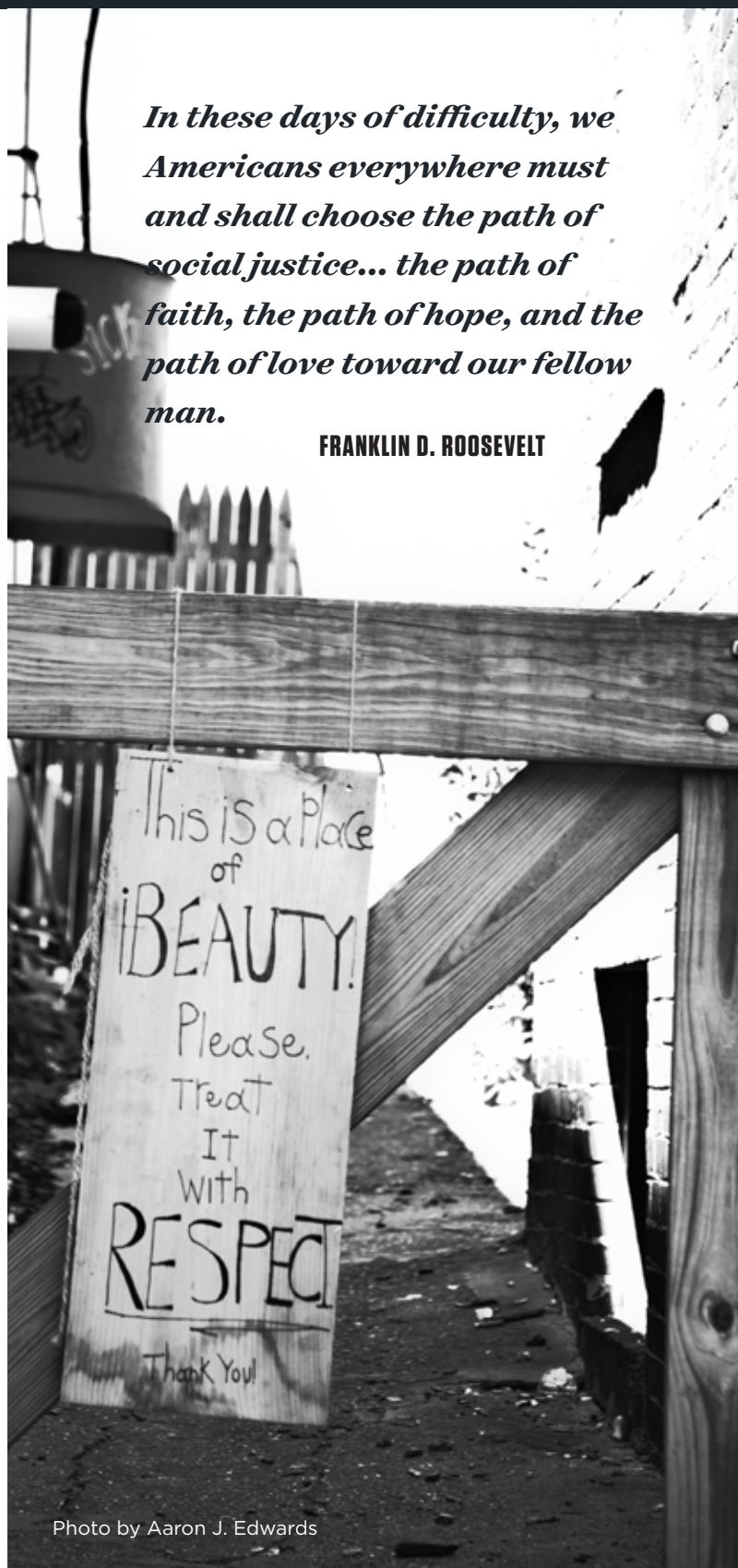


Photo by Aaron J. Edwards

## GOAL THREE | REDUCTION

Reduction of human trafficking activity by targeting the supply of vulnerable populations and victims, and the demand for commercial exploitation.

A 5% reduction in trafficking by implementing risk reduction strategies in vulnerable populations by 2020. Reduce demand through the establishment of a comprehensive statutory and regulatory framework to criminalize exploitation practices by 2020.

### OBJECTIVE THREE:

#### Implement a statewide Fair Trade purchasing initiative.

**ACTIONABLE 1:** Expand upon the State of Maine's State Purchasing Code of Conduct to implement a statewide purchasing initiative modeled after the Federal Plan to reduce child labor and forced labor in the supply chains of goods purchased with taxpayer dollars at the state and local levels. This model should include a strategy for publicly reporting progress to ensure transparency.

**ACTIONABLE 2:** In partnership with the Slavery Footprint, engage the general public and the private sector to raise awareness and increase demand for responsibly sourced goods and services by fostering consumers' understanding, action, and advocacy to encourage ethical sourcing practices by private businesses. As in the Federal Strategic Plan, the response and impact will be measured through the Slavery Footprint platform.

### MILESTONES:

- The 127th Legislature enacts LD 1531, a bill sponsored by Senator Amy Volk, making it easier for sex trafficking victims to get protection from abuse orders from their traffickers. LD 1531 was signed into law by Governor Paul LePage on April 7, 2016.
- The 127th Legislature amends LD 651, An Act To Amend Maine's Sex Trafficking and Child Welfare Laws.
- The 126th Legislature passes LD 1730, An Act To Assist Victims of Human Trafficking, entitling victims of sex trafficking to monies from the Victims' Compensation Fund, establishing an affirmative defense to prostitution for sex trafficking victims, and increasing penalties for those convicted of trafficking.
- The Attorney General's working group is established in 2006.

### MEASURES OF SUCCESS:

- Vulnerable populations are free from the risk of exploitation and victimization through a successful implementation of supply and demand strategies.
- Adoption of a comprehensive statutory and regulatory framework to address supply and demand by 2020 as facilitated by the Office of the Attorney General.
- Implement asset forfeiture strategies for traffickers by 2020.



## GOAL FOUR | EXPAND ACCESS

Expand access to services including prevention, protection, treatment, and recovery.

Establish a comprehensive inventory of resources that addresses prevention activities, protection initiatives, treatment options and recovery services that utilizes a “hub and spoke” system to facilitate effective victim centered care by 2018.

### OBJECTIVE ONE:

#### Prevention.

**ACTIONABLE 1:** Evaluate and recommend age-appropriate curriculum:

- Review current curriculum available for schools and colleges to bring awareness and prevention of human trafficking
- Adopt curriculum

### OBJECTIVE TWO:

#### Protection.

**ACTIONABLE 1:** Construct a victim protection plan, which includes:

- Coordinated and victim-centered comprehensive healthcare plan including medical, mental health, substance abuse, and dental components
- Coordinated community response
- Promote the existing 24/7 National Human Trafficking Resource Center (NHTRC) hotline and implement changes to integrate Maine Information and Analysis Center (MIAC) as the first referral for NHTRC
- Establish a one-on-one mentorship program for human trafficking victims
- Coordinated and victim-centered Law Enforcement plan
- Coordinated and victim-centered Social Services plan
- Statewide Public Awareness Plan
- Adopting a Maine Safe Harbor Law inclusive of minor and adult victims

*Trafficked persons often do not see themselves as victims and therefore do not self-identify.*

**SAFE HARBOR, P 44**

*To ensure a path to recovery, the trafficking victim should be afforded the services of case management and victim advocacy to assist them in maneuvering the range of services and decisions that need to be made.*

**VICTIM PROTECTION PLAN, P 43**





## GOAL FOUR | CONTINUED

### Expand access to services including prevention, protection, treatment, and recovery.

Establish a comprehensive inventory of resources that addresses prevention activities, protection initiatives, treatment options and recovery services that utilizes a “hub and spoke” system to facilitate effective victim-centered care by 2018.

#### OBJECTIVE THREE:

##### Partnerships.

**ACTIONABLE 1:** Align local partnerships to respond to trafficking built around public health districts.

**ACTIONABLE 2:** Create protocols for the response to human trafficking.

**ACTIONABLE 3:** Create 24/7 response services to incorporate: law enforcement; MIAC; advocacy services; medical services; gender-specific treatment; culturally sensitive treatment.

**ACTIONABLE 4:** Determine and prioritize improvement in services for human trafficking victims.

#### OBJECTIVE FOUR:

##### Treatment and recovery.

**ACTIONABLE 1:** Coordinate a public health initiative that will provide victims of human trafficking with clinical treatment in a safe environment.

**ACTIONABLE 2:** Design Medicaid eligibility standards for human trafficking victims to ensure their access to healthcare.

**ACTIONABLE 3:** Identify solutions for timely recovery and shelter services; increase available recovery and shelter services; forge partnerships for new human trafficking victims' shelter; collect statistical data to determine better allocation of resources.

#### OBJECTIVE FIVE:

##### Develop sustainable funding solutions.

**ACTIONABLE 1:** With appreciation for the federal government's significant work to stop human trafficking, collaborate with the Office of the Attorney General and the Departments of Public Safety and Health and Human Services to identify long-term grant strategies.

**ACTIONABLE 2:** Create a statutorily mandated victim's compensation fund, for which revenue shall be designated and carried out for the ongoing management and operations of the program.

#### MILESTONE:

In 2013, 22 MRSA §4019 was adopted into law, creating Maine's network of Child Advocacy Centers (CACs) to coordinate: the investigation and prosecution of child sexual abuse, child abuse, and neglect; and the referral of child victims to treatment resources. Maine's Network of CACs applied for accreditation in early 2014 and was accredited by the National Children's Alliance (NCA) in October of 2014.\*

#### MEASURES OF SUCCESS:

- 24/7 hotline by 2018
- Victim protection plan in place by 2018
- Establish a Medicaid 1115 Demonstration Waiver by 2020
- Establish Housing, Legal Services and Victim Compensation Fund
- Establish a sustainable funding model by 2018.

\* Maine Department of Health and Human Services. (2015, July 27).

# NOT HERE | APPENDIX

21	MULTI-DISCIPLINARY SITUATIONAL ANALYSIS	38	Child Advocacy Centers (CAC)
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*“If there is no struggle there is no progress. Those who profess to favor freedom and yet deprecate agitation, are men who want crops without plowing up the ground, they want rain without thunder and lightning. They want the ocean without the awful roar of its many waters. This struggle may be a moral one, or it may be a physical one, and it may be both moral and physical, but it must be a struggle. Power concedes nothing without a demand. It never did and it never will.”*

FREDERICK DOUGLASS



# APPENDIX | A MULTI-DISCIPLINARY SITUATIONAL ANALYSIS OF HUMAN TRAFFICKING IN MAINE

NOVEMBER 13, 2015

## NOT HERE PRESENTS: THE GOVERNOR'S SUMMIT ON HUMAN TRAFFICKING

The Not Here Governor's Summit was an open invitation gathering of people from across Maine who were interested in the challenges of confronting Human Trafficking and Exploitation. It was advertised as a conference as well as a summit to address anti-human trafficking efforts.

The Summit engaged the services of a facilitator, Dr. Sheena Bunnell, who worked with the summit participants to gather information about their understanding of the current status of anti-trafficking efforts in Maine.

**The participants were asked the following questions:**

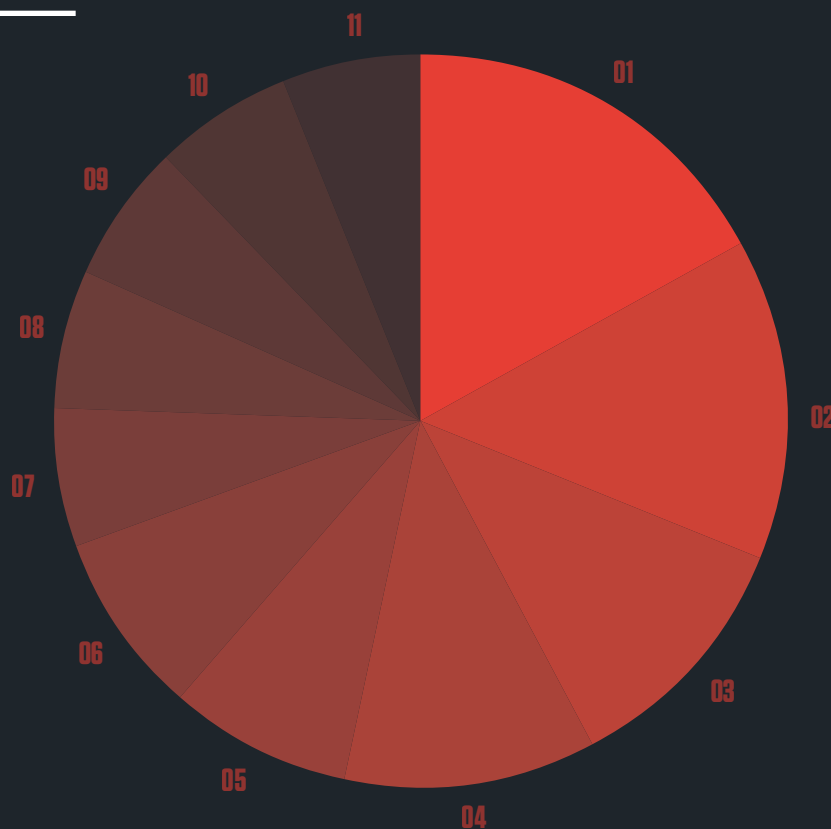
1. WHAT HAS WORKED?
2. WHAT ARE THE GAPS?
3. WHAT ARE THE SOLUTIONS?

The responses were gathered and the data was collated and scored based on volume of responses in each particular area. The highest scored responses were summarized and are presented as a raw assessment from the summit participants. The highest scoring responses in each category were utilized in developing the roadmap recommendations. This tool provided data from a broad range of perspectives and provided a snapshot of current thoughts in the anti-trafficking movement in Maine.



# NOT HERE | GRAPH 01

## WHAT HAS WORKED?

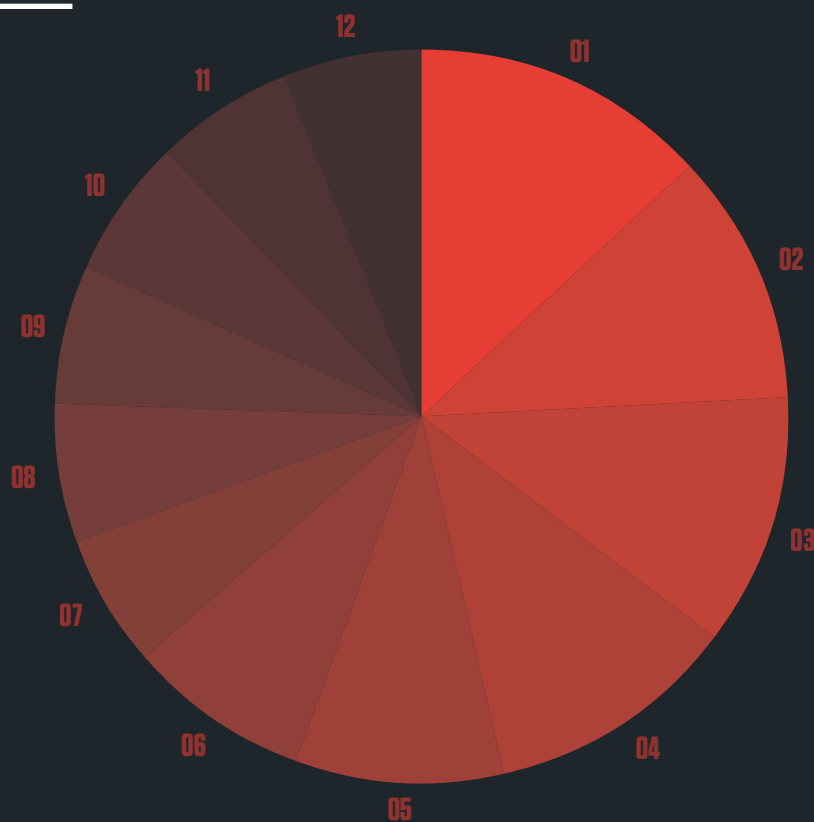


### GRAPH KEY

- 01 Public Education/Awareness (17%)
- 02 Coordinated Community Response (14%)
- 03 Law Enforcement and social services collaboration (11%)
- 04 Not Here Conference (11%)
- 05 Law Enforcement uniform training (8%)
- 06 Political support (8%)
- 07 Develop relationships with partners/Coalitions (6%)
- 08 Human Trafficking Task Force (6%)
- 09 Local Training (6%)
- 10 New/Change Human Trafficking Laws (6%)
- 11 Shelters (6%)

# NOT HERE | GRAPH 02

## WHAT ARE THE GAPS?

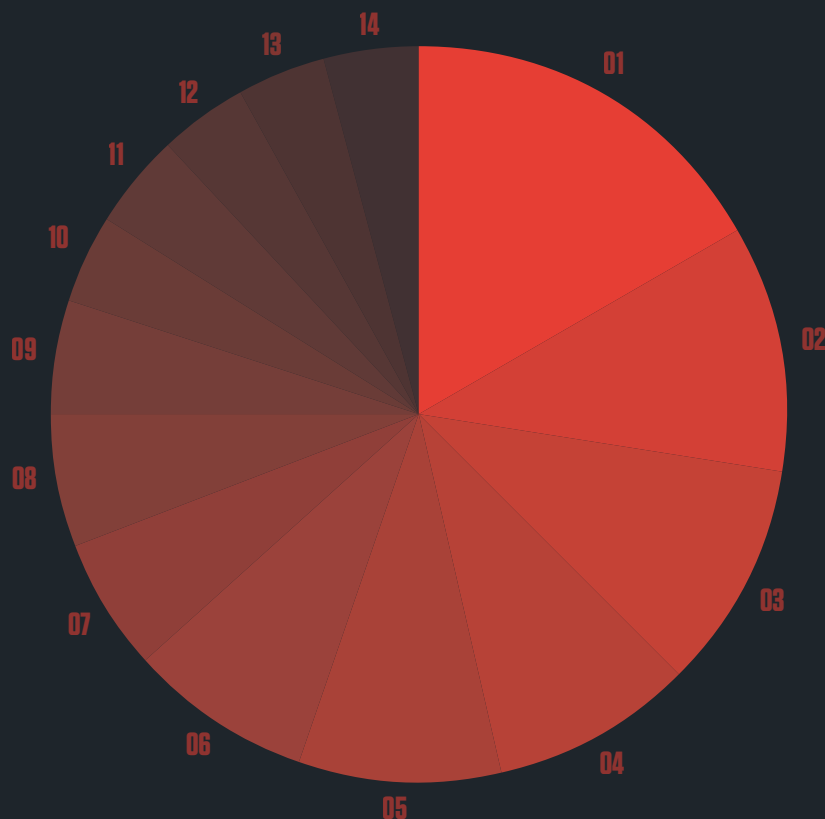


### GRAPH KEY

- 01 Housing (13%)
- 02 24-hour Response (11%)
- 03 Data Collection/Statistics (11%)
- 04 Shelters (11%)
- 05 Community Education and Awareness (9%)
- 06 Collaboration Between Agencies (8%)
- 07 Awareness (6%)
- 08 Education (6%)
- 09 Funding (6%)
- 10 Healthcare Coverage (6%)
- 11 Prosecution of Johns (6%)
- 12 Youth Services (6%)

# NOT HERE | GRAPH 03

## WHAT ARE THE RECOMMENDED SOLUTIONS?



### GRAPH KEY

- 01 Education/School (17%)
- 02 Healthcare Access (11%)
- 03 Marketing/Media (10%)
- 04 State Coordinator (9%)
- 05 24-Hour Services (9%)
- 06 Funding (8%)
- 07 Housing (6%)
- 08 Law Enforcement Training (6%)
- 09 Data Collection (5%)
- 10 Assessment Tool for Medical Staff (4%)
- 11 Better Communications (4%)
- 12 More Shelter Beds (4%)
- 13 Outreach (4%)
- 14 Partnering with New England States (4%)

# APPENDIX | MAINE HUMAN TRAFFICKING PRIORITIES – HUMAN TRAFFICKING ROADMAP

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NOVEMBER 13, 2015

At the conclusion of the summit, the Attorney General's work group was convened with special invitations to a broad range of actively involved survivors, law enforcement personnel, prosecutors, healthcare providers, social service providers, educators and activists. The consulting facilitator, Dr. Sheena Bunnell, was then utilized to further gather insight into the current state of anti-human trafficking efforts in the State of Maine from a more actively involved group. The data collected by this group was purposefully kept separate from that collected by the general summit.

This group of participants, including the Attorney General, were tasked with identifying their own insight into what actions needed to be addressed for the purpose of developing a statewide anti-human trafficking standard.

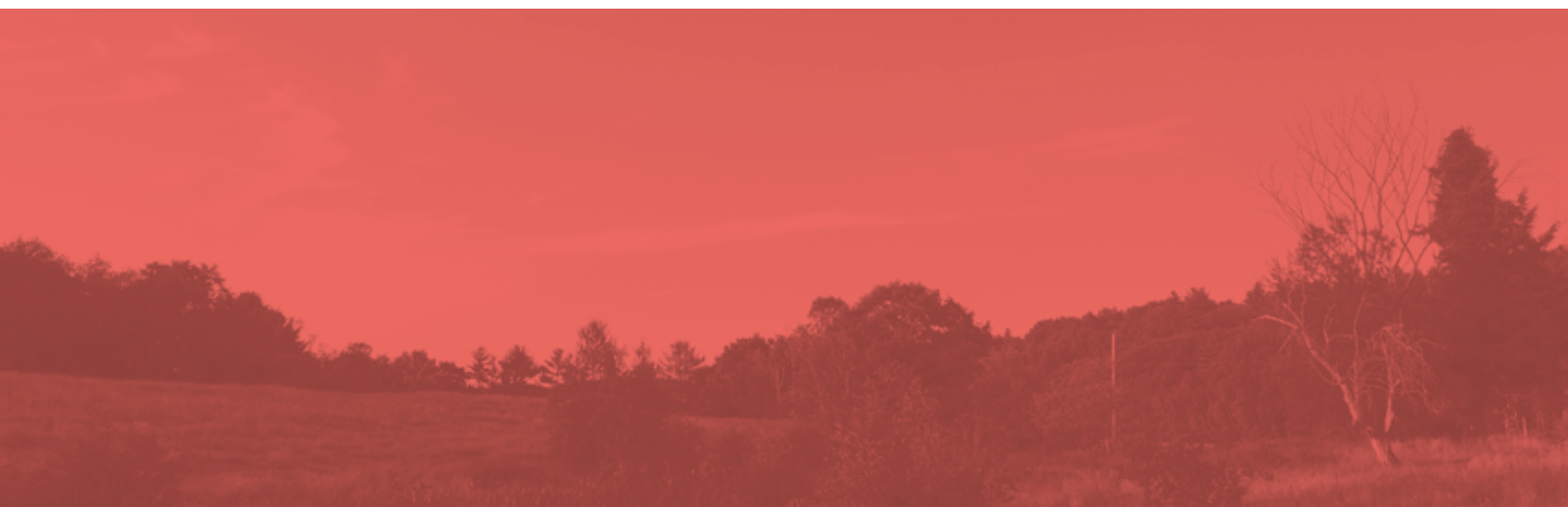
Each participant was then asked to organize his or her recommendations into categories that were defined by a best practice model from the State of Ohio.

The entire group was then asked to perform a weighted assessment of the recommendations. Each participant was given twenty votes to apply to the overall matrix thereby allowing the focus group to prioritize needs.

The votes for specific interventions were summarized and provided insight into what local, Maine anti-trafficking leaders believed to be important next steps.

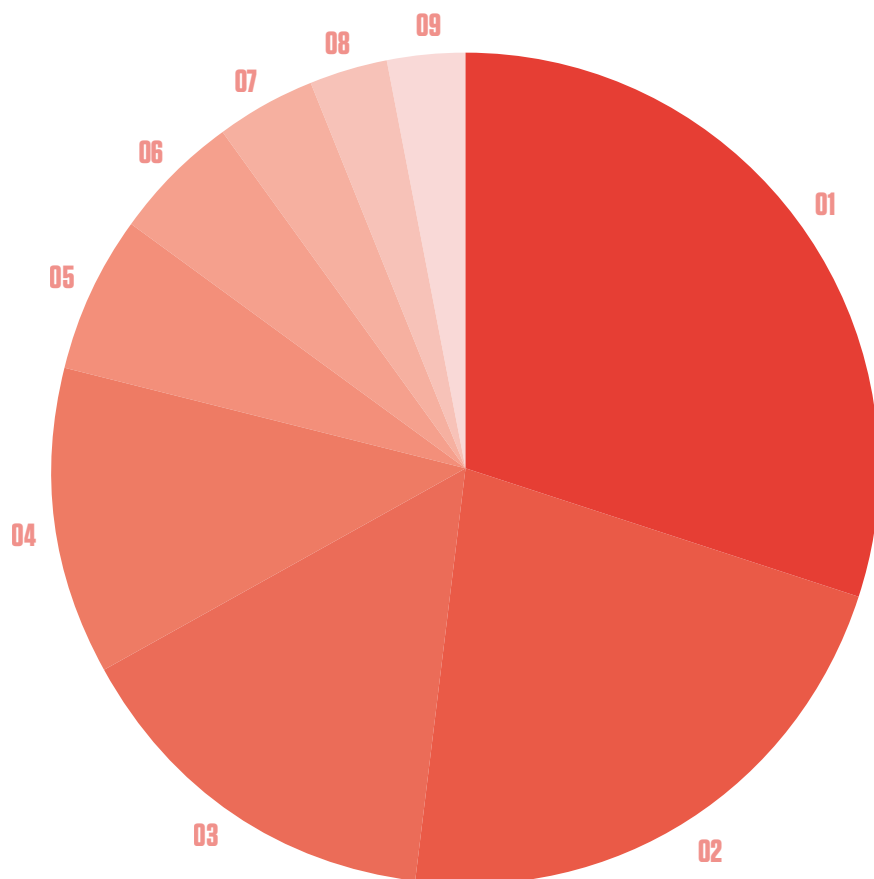
The combination of these data sources were then cross-referenced with best practices from the Federal Plan, Ohio Plan, and best practice study on demand reduction initiatives from various states.

The summary of these data sources was very insightful and helped guide the roadmap development with a uniquely Maine influence while also respecting the excellent work of State and Federal plans.



# NOT HERE | GRAPH 04 | AG WORK GROUP DATA SET

## MACRO VIEW



### GRAPH KEY

- 01** Identify solutions to timely recovery & shelter services (30%)
- 02** Support & build capacity of local partners to respond to trafficking (22%)
- 03** Structure law enforcement & justice system of State/Federal trafficking laws (15%)
- 04** Increase public awareness (12%)
- 05** Collect & disseminate data (6%)
- 06** Train local health workers (5%)
- 07** Create task force speakers bureau to deliver human trafficking presentations (4%)
- 08** Identify evidence-based prevention strategies for youth (3%)
- 09** Monitor progress on use of screening tool (3%)



## APPENDIX | MAINE HUMAN TRAFFICKING PRIORITIES - HUMAN TRAFFICKING ROADMAP

---

The data gathered from the Attorney General's work group session as seen in Graph 04 was used to capture a sense of prioritization from the attendees. The voting process was guided by presenting the group with the key elements and categories from the Ohio Plan which we defined as a best practice.

The first step was to have participants offer suggestions for specific actions that they believed were priorities for an anti-human trafficking roadmap in the State of Maine. This was performed by writing out their suggestions and assigning them to a Best Practice category. There was no limit to the number of suggestions that participant could place within the best practice categories.

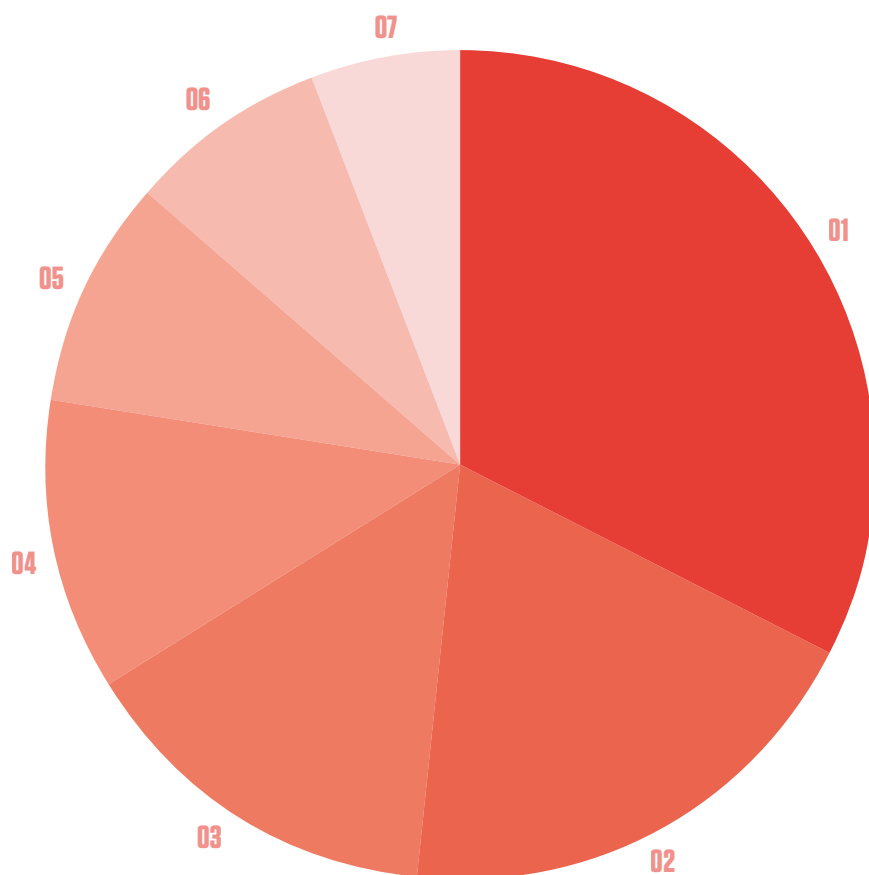
The second step was for the individuals to review the contributions of all group members. Each participant was given twenty "dots" or votes that they could assign to suggestions that they valued. This was the dot voting methodology and allowed participants to further grade any suggestion that was generated by the group. This provided a data set that was weighted by group input.

Finally, the Not Here Strategic Work Group studied and categorized the dot voting results and produced weighted outcomes organized into seven Maine-specific components. This summary is presented in Graph 05 and represents the coordinated effort of the group.

This methodology was very insightful and helped guide the roadmap development with a uniquely Maine influence while also respecting the excellent work of State and Federal plans.

# NOT HERE | GRAPH 05 | Human Trafficking Roadmap Data Outcomes

## SUMMARY OF GROUPED DATA



### GRAPH KEY

- 01 Victim Protection Plan (29%)
- 02 Statewide Coordinator Plan (17%)
- 03 Comprehensive Legislation (13%)
- 04 Awareness/Marketing (10%)
- 05 Public Health Prevention (8%)
- 06 Mandatory Training (7%)
- 07 Research/Intelligence System (5%)

## APPENDIX | HEALTHCARE WORK GROUP SUMMARY

NOVEMBER 13, 2015

A small group of individuals interested in the healthcare impact of human trafficking gathered as part of the summit in a breakout session. The topic was discussed in the context of a case study and with a goal of developing a screening tool to be utilized by healthcare providers across a broad range of settings.

The participants identified qualities that seemed to assist the healthcare team in the case study to appropriately deal with the situation.

- Identification of risk factors with a thorough social history
- Intuition identified that the story did not make sense
- Team established trust with a nonjudgmental approach
- Direct questions regarding trafficking followed relationship building and trust.

After reviewing a case of a sex trafficking victim who presented to a local Emergency Department, the team developed several recommendations for further consideration:

- Consideration of how the use of Sexual Assault Forensic Examiners (SAFE) could be enhanced to address trafficking victims.
- Training specific strategies to include “train the trainer”, net-based learning modules specific to health care providers and using stories as a tool to enhance training.

An initial screening tool was presented and discussed. The acronym “AILS” was used to identify the steps of awareness, inquiry, listening and safety.

1. Awareness – The key to awareness is to develop a professional sensitivity to perceive that a patient is at risk and to consider the potential implications of being trafficked on health and wellness.
2. Inquire – The key to inquiry is being prepared to ask appropriate screening questions to establish trust and assess risk for trafficking.
3. Listen – The key to listening is to be prepared for a victim-centered approach where the provider is present, observing behaviors and listening to the patient’s expression.
4. Safety – The key to safety is having policies and procedures in place to protect both providers and victims. This includes collaborative efforts to coordinate efforts with social service providers, law enforcement and other healthcare providers.



# APPENDIX | HEALTHCARE WORK GROUP PROPOSAL

## ACRONYM: AILS

<b>AWARENESS</b>	Intuition, perception, sensitivity to vulnerability
<b>INQUIRE</b>	Assess, ask
<b>LISTEN</b>	Be present, observe, patience
<b>SAFETY</b>	Protect, policy, refer, police

## IDEA GENERATION

- ◆ Enhanced use of Sexual Assault Forensic Examiners
- ◆ Train The Trainer program for healthcare-specific training
- ◆ Net learning with a mandatory training for healthcare providers
- ◆ Use stories as a tool
- ◆ Federally-qualified Health Center (FQHC)



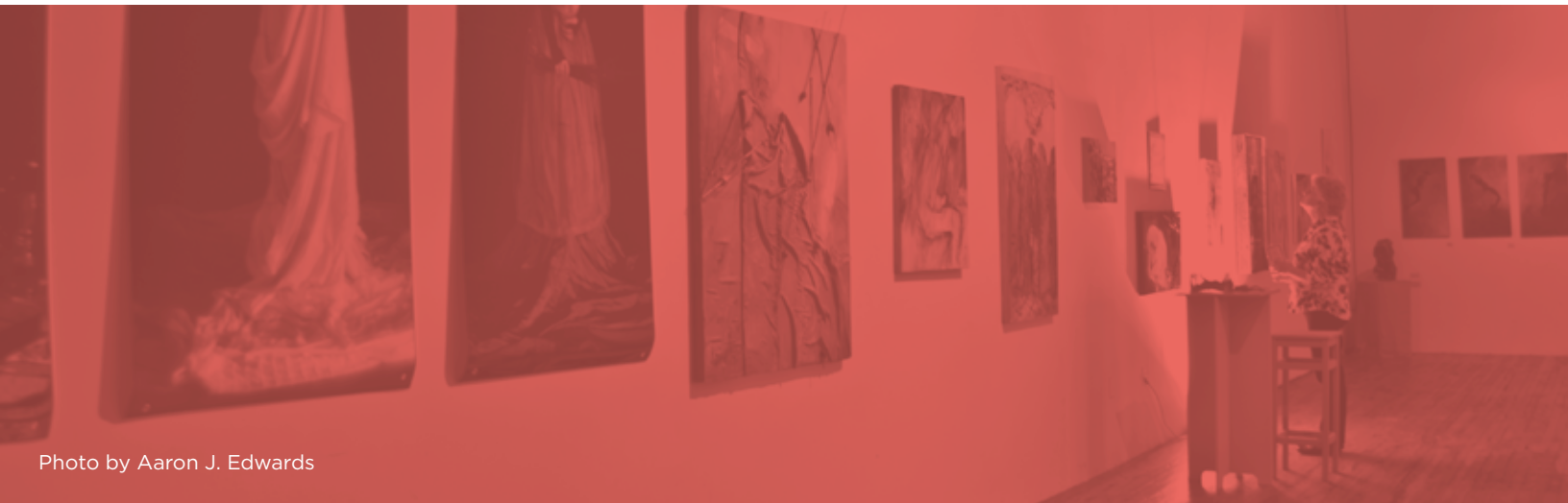
## APPENDIX | DATA CROSSWALK

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The Not Here Strategic Work Group studied all data outcomes from the Governor's Summit previously discussed as Maine specific suggestions and needs to create the Goals, Objectives, and Actionables outlined in the Strategic Roadmap for Maine.

The Goals, Objectives, and Actionables outlined in the Strategic Roadmap for Maine were then cross-referenced with the data outcomes from the Governor's Summit, best practices from the Federal Plan and the Ohio Plan, the best practice literature review study on demand reduction initiatives from various states, specific suggestions from the Not Here Strategic Work Group compiling the roadmap data, and Hornby Zeller's 2015 Maine Human Trafficking Needs Assessment to illustrate where specific suggestions aligned with the works previously compiled by the abovementioned parties.

The Crosswalk data table beginning on page 32 is the outcome of this exercise.



# NOT HERE | CROSSWALK DATA : GOAL 01

GOAL	OBJECTIVE	ACTIONABLE	PAGE	NOT HERE GOVERNOR'S SUMMIT			BEST PRACTICES		OTHER	
				MULTI-DISCIPLINARY STRATEGIC SESSION	AG'S WORK GROUP & GUESTS	HEALTHCARE SCREENING SESSION	FEDERAL PLAN	OHIO PLAN	NOT HERE STRATEGIC WORK GROUP	HORNBY ZELLER
1	1		12					×		
1	1	1	12	×	×			×	×	
1	1	2	12						×	
1	2		12					×	×	
1	2	1	12	×				×	×	
1	3		12				×	×		
1	3	1	12		×			×		
1	4		13				×	×		
1	4	1	13	×	×		×	×		
1	4	2	13	×	×	×		×	×	
1	4	3	13	×	×			×		
1	5		13				×	×		
1	5	1	13	×	×					
1	6		13							
1	6	1	13		×	×	×		×	
1	6	2	13			×		×	×	
1	6	3	13						×	



# NOT HERE | CROSSWALK DATA : GOAL 02

GOAL	OBJECTIVE	ACTIONABLE	PAGE	NOT HERE GOVERNOR'S SUMMIT			BEST PRACTICES		OTHER	
				MULTI-DISCIPLINARY STRATEGIC SESSION	AG'S WORK GROUP & GUESTS	HEALTHCARE SCREENING SESSION	FEDERAL PLAN	OHIO PLAN	NOT HERE STRATEGIC WORK GROUP	HORNBY ZELLER
2	1		14				×	×		×
2	1	1	14	×	×	×		×		×
2	1	2	14	×	×		×	×		
2	2		14				×	×		
2	2	1	14						×	
2	2	2	14					×	×	
2	2	3	14						×	
2	3		14	×	×			×		×
2	3	1	14						×	
2	4		15	×	×	×			×	
2	4	1	15						×	

# NOT HERE | CROSSWALK DATA : GOAL 03

GOAL	OBJECTIVE	ACTIONABLE	PAGE	NOT HERE GOVERNOR'S SUMMIT			BEST PRACTICES		OTHER	
				MULTI-DISCIPLINARY STRATEGIC SESSION	AG'S WORK GROUP & GUESTS	HEALTHCARE SCREENING SESSION	FEDERAL PLAN	OHIO PLAN	NOT HERE STRATEGIC WORK GROUP	HORNBY ZELLER
3	1		16							
3	1	1	16		×			×	×	
3	2		16					×		
3	2	1	16					×	×	
3	2	2	16	×	×				×	
3	2	3	16	×	×			×	×	
3	2	4	16						×	
3	3		17						×	
3	3	1	17				×		×	
3	3	2	17				×		×	

# NOT HERE | CROSSWALK DATA : GOAL 04

GOAL	OBJECTIVE	ACTIONABLE	PAGE	NOT HERE GOVERNOR'S SUMMIT			BEST PRACTICES		OTHER		
				MULTI-DISCIPLINARY STRATEGIC SESSION	AG'S WORK GROUP & GUESTS	HEALTHCARE SCREENING SESSION	FEDERAL PLAN	OHIO PLAN	NOT HERE STRATEGIC WORK GROUP	HORNBY ZELLER	
4	1		18				✗	✗			
4	1	1	18	✗	✗						✗
4	1	1a	18	✗							
4	1	1b	18	✗							
4	2		18				✗	✗			
4	2	1	18								✗
4	2	1a	18	✗	✗	✗	✗	✗	✗	✗	
4	2	1b	18	✗	✗	✗	✗	✗	✗		
4	2	1c	18	✗	✗		✗	✗	✗	✗	
4	2	1d	18						✗	✗	
4	2	1e	18	✗	✗						
4	2	1f	18	✗	✗						
4	2	1g	18				✗	✗			
4	2	1h	18		✗			✗	✗		
4	3		19				✗	✗			
4	3	1	19						✗		
4	3	2	19	✗	✗		✗	✗		✗	

# NOT HERE | CROSSWALK DATA : GOAL 04 CONTINUED

GOAL	OBJECTIVE	ACTIONABLE	PAGE	NOT HERE GOVERNOR'S SUMMIT			BEST PRACTICES		OTHER	
				MULTI-DISCIPLINARY STRATEGIC SESSION	AG'S WORK GROUP & GUESTS	HEALTHCARE SCREENING SESSION	FEDERAL PLAN	OHIO PLAN	NOT HERE STRATEGIC WORK GROUP	HORNBY ZELLER
4	3	3	19	✗	✗	✗	✗	✗	✗	✗
4	3	4	19	✗			✗	✗		
4	4		19				✗	✗		
4	4	1	19	✗		✗	✗	✗		
4	4	2	19	✗		✗		✗	✗	
4	4	3	19	✗	✗	✗	✗	✗	✗	
4	5		19					✗		
4	5	1	19	✗					✗	
4	5	2	19						✗	



## POSITION PAPER 01

# FAMILY JUSTICE CENTER

A Family Justice Center<sup>1</sup> is the location of a multi-disciplinary team of professionals who work together under one roof, to provide coordinated services to victims of family violence. Some centers focus exclusively on domestic violence victims while others provide services to victims of sexual assault, child abuse, elder abuse, and/or human trafficking. Family Justice Centers are an outgrowth of the domestic violence movement in California and often work closely with community-based domestic violence shelters and programs; the model differs significantly, however, from a multi-disciplinary non-profit agency approach due to the close-working relationship with and full-time presence of criminal justice professionals in Family Justice Centers.

Most criminal and civil justice systems make it difficult for victims to seek help and inadvertently wear them down. Victims are often required to travel from location to location to seek services that are scattered through a community or region. They have to repeat their story to agency staff from law enforcement, the courts, civil legal, medical, transportation, housing, social services, mental health, rehabilitation, financial assistance, and many more. The criminal justice system unintentionally makes it easy for victims to become frustrated and ultimately stop seeking help. Faced with so many obstacles, victims often return to their abuser rather than obtaining the necessary services.

A collaborative effort provides more support to victims through improved case management and a more fluid exchange of information and resources. Bridging existing gaps increases a victim's access to services and resources, making the entire process of reporting a domestic violence incident much less overwhelming for the victims and children involved.

Using a model based on collaboration, the Family Justice Center concept seeks to marshal all available resources in a community into a coordinated, centralized service delivery system with accountability to victims for the effectiveness of the model. Each collaborative resource center will be unique to its community's culture, needs, and willing and available agency partners. In addition, the model facilitates the creation and dissemination of primary prevention approaches and emphasizes collaborative learning; these networks of Family Justice Centers are created to cover a region with multidisciplinary teams that can then share lessons learned, best practices, and promising approaches.

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<sup>1</sup>This model is taken from the National Family Justice Center model, as found here: <http://www.familyjusticecenter.org/>



## POSITION PAPER 02

# CHILD ADVOCACY CENTERS (CAC)

**W**e cannot ignore the reality of the cycle of victimization that occurs for children and youth, and we cannot ignore the need to bring healing. Children who are victims of physical abuse, trauma, neglect, sexual abuse, sex trafficking, and other maltreatment need a child-friendly, safe, and supportive environment in which to recover. The process for dealing with their trauma must ensure that they are not “re-victimized by the system” and that critical support and services are provided.

In the past, children were shuffled between agencies (police department, hospital, mental health provider, child protective services, and prosecutor’s office) and asked to tell their story of abuse again and again. A Children’s Advocacy Center changes everything.

The Children’s Advocacy Center (CAC) concept originated with Alabama Congressman Bud Cramer. In 1985, while serving as a District Attorney, Congressman Cramer reached the conclusion that many systems in place to support children victimized by abuse were actually re-victimizing them. Children who were the victims of abuse were shuffled from police stations to social service offices and other facilities created for adults, where they were forced to repeat the details of their abuse nightmare over and over.

The State of Maine must enhance how we meet the needs of our most vulnerable victims of abuse. This is an opportunity to create a lasting legacy on how we, as community, respond to children who have been abused. No longer should we be hoping this public health epidemic is kept in the dark. If our community were reporting that 1 out of every 4 girls were experiencing polio, we would call it a public health emergency. Unfortunately, 1 out of every 4 girls is being sexually abused<sup>1</sup> - so this, too, is a public health emergency, and we must put a stop to it. We must begin by breaking the cycle of victimization. Child advocacy centers aim to provide evidence-based preventive care to keep children from becoming adult victims of domestic abuse, rape, and sex trafficking.

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<sup>1</sup>Children’s Advocacy Centers: Improving Community Response to Child Abuse. Regional Children’s Advocacy Centers National Children’s Alliance.





## POSITION PAPER 02

# CHILD ADVOCACY CENTERS (CAC)

A coordinated approach to the investigation of child abuse cases has been proven to be more cost-effective for communities. A cost-benefit analysis conducted by the National Children's Advocacy Center found "that the CAC approach proved to be 36% less expensive and more highly valued by community residents."

### COMPREHENSIVE APPROACH TO CARE

We further recognize that these victims are often caught in a cycle of victimization that can have lifelong consequences and recurrences. The relationship between childhood abuse or household dysfunction and many leading causes of death in adults is well-documented in studies by Vincent Felitti, MD et al. The findings suggest that the impact of these adverse childhood experiences on adult health status is strong and cumulative. We wish to engage public systems in identifying and preventing Adverse Childhood Experiences (ACEs).

We propose an innovative approach to improving our ability to care for these victims by focusing on:

- **PREVENTION**
- **PROSECUTION/ENFORCEMENT**
- **PROTECTION**
- **PARTNERSHIPS**

We believe that coordinated care from a single setting will enhance the efforts of each service.

- **MEDICAL CARE**
- **FORENSIC INTERVIEWING**
- **MENTAL HEALTH CARE**
- **COMMUNITY-BASED PREVENTION SERVICES**



## POSITION PAPER 03

# TRAUMA-INFORMED CARE

A trauma-informed response is critical to reduce the risk of re-traumatization to a victim. We recommend a multidisciplinary approach that supports the victim's holistic well-being, safety, and security while safeguarding against practices that may re-traumatize a victim. While traffickers must be brought to justice, it must be done with great thoughtfulness; including extensive care and support from victim advocates and service providers as part of the criminal justice process will help to provide optimal care for the victim while minimizing further trauma.

The CARE approach emphasizes strategic partnerships in each step of response to a victim, beginning at the initial states of investigation. The model is comprised of five facets.

A victim-centered, trauma-informed approach must address all of the victim's needs – physical, social, emotional, spiritual, economical, and mental – as each area is impacted by trauma and needs restoration. A tri-phase, victim-centered, trauma-informed model that offers more opportunities for restorative healing across all areas of need is greatly needed in Maine, as the initial needs of a freshly rescued victim will vary from that of a victim further along in their recovery.

We must work to ensure more safe housing options exist in which holistic healing and restoration is possible for victims of human trafficking; we are committed to developing a network of safe houses and transitional living centers for survivors of human trafficking. This multi-phase approach identifies the immediate need of victims to have safe housing, trauma counseling, and immediate medical care. The transitional living center, for example, is a longer-term solution that aims to help survivors find hope and healing in their lives. All these centers must be trauma-informed, therapeutic in design, and focused on long-term recovery and restoration of the whole person.

## THE CARE APPROACH

### DISCOVERY

Each responder is informed, prepared, equipped, trained, and proactive in identifying victims of this crime.

### CUSTODY, SAFETY, AND SERVICES

Each responder is equipped to respond and sensitive to the physical and psychological safety of the victims as well as capable of a successful apprehension of the trafficker.

### ANALYSIS AND INVESTIGATION

Each responder is committed to an exhaustive criminal investigation and thorough analysis of the enabling conditions of the problem within the community.

### RESPONSE

Each responder is capable of conducting all stages of this community response to human trafficking through the efforts of a strategic, multidisciplinary, and collaborative effort.

### EVALUATION

Each responder is capable of maintaining ongoing evaluations of the response and of the evolving dynamics of the crime.



## POSITION PAPER 04

# EXPLOITATION OF VULNERABILITIES

**T**he effectiveness of human trafficking hinges upon the vulnerability of its victims, but not the kind of vulnerability that is the result of a one-time mistake or momentary lapse in judgment. Traffickers intentionally target people who do not have the abilities or resources to protect themselves; this kind of vulnerability is widespread, generational, and (we believe) preventable.

We must clearly address the role of childhood and youth experiences as they pertain to the risk of vulnerability. The reality is that a wide range of influences impacts these stages of development, and negative experiences have long-term effect on both mental and physical health.

In a study of roughly 18,000 mainly white, middle class, educated men and women, the Adverse Childhood Experiences (ACEs) study analyzed the long term impact of childhood trauma. The results of the study have made it clear that childhood is the foundation upon which we must focus in order to comprehensively address anti-human trafficking initiatives such as this roadmap. We can no longer under-appreciate the impact of childhood adversity.

Further data confirms that children exposed to neglect, abuse, substance abuse, and parental instability such as separation and incarceration will have higher rates of depression, suicide, risky sexual behavior, and substance abuse. Each of these paths in a young life only compound the risk that a trafficker will identify them as a potential victim.

The ACEs study, while in-depth, does not address the impact of these factors on people of different ethnic or socio-economic backgrounds. This poses a significant problem for us as we plan strategies to prevent human trafficking at its root, as cumulative adverse experiences are linked to higher rates of mental and physical disorders, which in turn heighten risk.

Traffickers are skilled at both identifying vulnerabilities as well as coercion; a significant amount of their success depends on the mental, emotional, and physical state of their victims. The more we know about the things that cause these vulnerabilities, the more effectively we can prevent further exploitation in the first place. We cannot have the conversation about human trafficking prevention and causation without addressing early childhood vulnerability.



## POSITION PAPER 05

# NORDIC MODEL

The Nordic<sup>1</sup> Model, is a hybrid alternative between the outright legalization of prostitution and the complete prohibition of it. This is accomplished by legalizing the supply, making the prostitute's actions legal, while keeping the demand illegal.<sup>2</sup> In this way, the provider of sexual services for a fee is not committing a criminal act, but the purchaser of those services is. The nature of the Nordic Model faces harsh criticism from those who favor an either/or stance. Those who favor complete legalization posit that the Nordic Model creates a barrier for people who are sex workers by choice; by criminalizing the demand for their services, the prospective buyers are significantly reduced.

Those who are in favor of total criminalization argue that, by legalizing the supply of sex workers, human traffickers are given free rein to enslave additional victims without the fear of prosecution. Even if trafficking itself remains illegal, the decriminalization of their victims eliminates the huge investigatory barrier that exists under prohibition.

Supporters of the Nordic Model point to the difference in human trafficking victims between countries that practice the model (Norway, Sweden) and countries that have completely legalized prostitution (Denmark, Germany). The supply of trafficking victims in Norway and Sweden have been reduced in comparison to the countries in which prostitution has been legalized.<sup>3</sup>

Truthfully, enforcement of the Nordic Model becomes problematic at the street level. Society is sent mixed messages when the government says that it is legal to sell sexual services, but it is not legal to purchase them.

A comprehensive legislative model which addresses human trafficking is needed in Maine; this is an issue the newly formed task force is being recommended to explore further in order to make well-informed proposals to the legislature on how to proceed.

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<sup>1</sup>It should be noted that the term "Nordic" is used loosely, and that not all Scandinavian countries use this model in the same way (if they use it at all).

<sup>2</sup>Skilbrei, May-Len and Holmstrom, Charlotta. 2013. Prostitution policy in the Nordic Region: Ambiguous sympathies. Ashgate.

<sup>3</sup>The Stanford Daily. 26 February 2015. Decriminalization victims: Let's adopt the Nordic Model of prostitution law.



## POSITION PAPER 06

# VICTIM PROTECTION PLAN

**A** 24/7 victim protection plan must begin with the highest of ethical standards to guide professional conduct - all providers must meet the ethical standards of their professions. The ethical standards must include specific trauma-informed care training for all emergency response personnel (e.g. hotline workers, law enforcement, EMS, medical, psychological, social services, and victim advocates) and include survivor peer support.

The victim protection plan should initially assist the victims of human trafficking with leaving the trafficking situation and getting to safety; then to assess the trafficked person's safety and other immediate needs; and finally to help trafficked persons take the first steps to rebuilding their lives through trauma-specific therapy.

After the emergency needs of the victim have been met, immediate short-term housing needs must be addressed. This temporary housing provides short-term stabilization in a non-shelter setting and should include 24-hour onsite staff of a Licensed Master Social Worker (with or without a conditional clinic license) or Licensed Clinical Social Worker. Many of the trafficking victims will be substance-addicted, therefore individual therapy and pharmacological intervention for alcohol and/or drug dependency must be considered.

To ensure a path to recovery, the trafficking victim should be afforded the services of case management and victim advocacy to assist them in maneuvering the range of services and decisions that need to be made. The case manager or advocate will be instrumental in aiding the trafficking victim with obtaining long-term housing, educational assistance, job training, language assistance, and legal services (including assistance obtaining Safe Harbor legal protections). Ultimately, the case manager or advocate assists the trafficking victim transitioning from a victim to a survivor.



## POSITION PAPER 07

# SAFE HARBOR

**V**ictims of human trafficking are forced, induced, or coerced into providing labor, services, or commercial sex. A trafficked person may be compelled to engage in illegal activities that can include (but are not limited to) prostitution, drug trafficking, larceny, and assault; if caught, they are not considered victims, but are charged as criminals.

Serving victims of human trafficking presents challenges for a variety of reasons; one of which is that trafficked persons often do not see themselves as victims and therefore do not self-identify. Instead, they often develop a “trauma bond” with their traffickers, and see themselves as a companion to them. This bond deters a victim from seeking victim services; additionally, they are threatened by the inevitability of being held responsible for crimes that they may have been forced to commit.

In light of this, the State of Maine Safe Harbor Law should have two components: legal protections and provision of services. Polaris Project has completed extensive research into Safe Harbor Laws and recommends both components as necessary to reduce trauma and provide a path to recovery.

The preference for immunity is reflected in recent action taken by the Uniform Law Commission (ULC) and the American Bar Association (ABA). In 2011, the ABA House of Delegates passed a resolution urging states not to charge minor trafficking victims with prostitution and related offenses but to instead provide services. In 2013, the ULC released the Uniform Act on Prevention of and Remedies for Human Trafficking (Uniform Act). This guide for state legislators provides language drafted and adopted by lawyers from across the country that can serve as a basis for state legislation. The Uniform Act clearly and unequivocally recommends the immunity model for minor victims of trafficking. The ABA House of Delegates endorsed the Uniform Act shortly after it was adopted.

## DUAL COMPONENTS

### LEGAL PROTECTION

This component provides immunity from prosecution for certain types of offenses because the trafficked person was induced or compelled to commit the offense(s); or an established diversion program that affords a means for charges to be dismissed if the victim completes a specialized services program.

### PROVISION OF SERVICES

This component requires that specialized services be made available to survivors, including medical and psychological treatment, emergency and long-term housing, education assistance, job training, language assistance, and legal services.

## THE UNIFORM ACT

### IMMUNITY OF A MINOR

An individual who was a minor at the time of the offense is not criminally liable or subject to prosecution for prostitution and/or other non-violent offenses committed as a direct result of being a victim of human trafficking.





## POSITION PAPER 08

# THE COMMUNITY MOBILIZATION PRINCE ALBERT MODEL

The Community Mobilization Prince Albert model, otherwise known as the CMPA model or the HUB/COR model, was founded in Saskatchewan, Canada and used as a means of reviving the relations between the police and the public. Although the model wasn't created specifically with the issue of human trafficking in mind, the victims of human trafficking have been direct recipients of this coordination.

The model contains two major components, the HUB and the COR. The HUB is a physical meeting of the police, business leaders, medical community, social service leaders, education, and faith-based groups to meet the immediate needs of people in the community. This physical meeting looks different in each community, depending upon the specific needs at any given time. The model group meetings include 20 +/- individuals representing the different groups who meet for 2 hours, twice-a-week. At these meetings, specific cases are identified and discussed by the group members. Specific information in many cases falls under certain privacy rights. In those cases, the group members will be limited to only those members which can be provided such information. That will usually include the police. Then immediate follow-up can result in those cases to determine if an intervention is needed.

The COR is the second major component of the HUB/COR model. The COR stands for the Centre of Responsibility. The COR is the larger picture of the community. The COR will keep statistics on the individual cases, but their primary responsibility is to identify broader issues of community safety and wellness. The COR should be made up of decision-makers within the organizations represented at HUB meetings. That continuity provides for the open lines of communication between the HUB and the COR.

## COR MODEL

### PRIMARY FUNCTIONS

- ✖ Gather research, both from the HUB and from other primary and/or secondary resources
- ✖ Provide liaising support among agencies
- ✖ Provide incubation and mentorship of community and practitioner solutions and innovations
- ✖ Mobilize community amenity action solutions
- ✖ Provide reports regarding recurrent patterns and lessons learned as well as promising practices and possible system gaps
- ✖ Develop and maintain a social wellness and community safety research agenda
- ✖ Compile and create metrics to support a growing basket of measures, working in cooperation with the Province to ensure consistency in those metrics
- ✖ Provide ongoing economic analysis in terms of Business and Social Return On Investment (BROI, SROI)
- ✖ Be a central source for research data, information, referrals and consultation



## POSITION PAPER 08 - CONTINUED

## THE COMMUNITY MOBILIZATION PRINCE ALBERT MODEL





## LITERATURE REVIEW

# SUPPLY & DEMAND REDUCTION STRATEGIES

### MASSACHUSETTS

#### Demand Reduction: Summary of Recommendations

- a. Explore the creation of a statewide technical assistance unit.
- b. Develop statewide capacity to enable a first offender program option for all sex-buying arrestees.
- c. Integrate demand reduction in all anti-trafficking initiatives.

#### Current Practices

A U.S. Department of Justice-funded landscape analysis has identified over 900 U.S. communities that have or currently are addressing demand. There are twelve demand reduction tactics commonly employed in these arrests. Included in these demands are:

- Auto seizure
- Community service
- Letters home to families
- License suspension
- Public shaming
- Education programs in schools
- Public awareness campaigns
- Sex buyer education programs, commonly referred to as “Johns’ schools”

Another tactic that is gaining popularity throughout the U.S. is education programs aimed at arrested johns. The programs can be structured as a sentencing option and combined with other criminal sanctions, or as a diversion program, resulting in dismissed charges. These programs function by receiving referrals through the court process of arrested offenders. However, offenders are not eligible if they have purchased sex from a minor.

#### **EXAMPLE: Community Approach to Reduce Demand (C.A.R.D) Program in Worcester, MA**

Court-ordered program coordinated by Spectrum Health, in collaboration with the Worcester Department of Health & Human Services, police department, district court, and district attorney.

Curriculum topics include legal consequences, health risks, impact on families and community, correlation to intimate partner violence, and realities of the sex industry.



## LITERATURE REVIEW

# SUPPLY & DEMAND REDUCTION STRATEGIES

### MINNESOTA

#### **Demand Reduction Strategy: Acknowledging Men's Leadership Role In Sex Trafficking**

In an ongoing effort to reduce the demand for victims of sex trafficking, the SPPD Human Trafficking Unit has stepped up "John" enforcement activities, including the following:

- Conducts sting operations to arrest offenders who attempt to purchase human beings for sex
- Provides assistance to police departments across the state interested in conducting "John" operations in their own communities, conducting trainings for agencies twice per year
- Partners with Breaking Free to conduct the only Offenders Prostitution Program ("John School") in the state.

Arresting and prosecuting offenders does not necessarily deter future illegal activity. Best practices in community corrections combines arrest and prosecution with treatment. This restorative justice program is designed to hold offenders accountable, while raising awareness about sex trafficking and providing resources to the women and children victimized by prostitution.

In order to effectively address sex trafficking in Minnesota, they recognized the need to consider tougher penalties both for the traffickers and the perpetrators, or buyers of commercial sex, who are driving the demand. They also recognized the importance of studying the effect that commercial sex has on communities and the local economy to determine which businesses profit from it, including the marketing vehicles used by traffickers. Communities, by way of tolerating this activity, contribute to continued exploitation.

Men can do something to end the demand for trafficking victims; and around the State of Minnesota, some men are doing great work to address human trafficking. Because men make up the overwhelming majority of the demand for sex trafficking victims, men are in a great position to work to address the causes of trafficking demand, in order to prevent trafficking from happening in the first place. While there might be less opportunity for men to provide services to victims/survivors, there is endless opportunity for men to organize around reducing demand for sex trafficking victims, as well as provide resources to organizations that serve survivors.

The following organizations are dedicated not only to acknowledge men's role in sex trafficking, but also provide opportunities for men to combat the exploitation of women and girls:

**Minnesota Men's Action Network:** MNMAN is a statewide organizer of men working towards ending sexual violence against women, including ending sex trafficking.

**Gender Violence Institute:** GVI offers training and consultation throughout Minnesota on the causes of and solutions for addressing sexual exploitation demand.



## LITERATURE REVIEW

# SUPPLY & DEMAND REDUCTION STRATEGIES

### MINNESOTA: CONTINUED

**Men As Peacemakers:** Fostering and developing peacemakers through modeling, mentoring, storytelling, and dialogue.

**Demand Change Project Conference:** Hosted by Breaking Free, this bi-annual event focuses on addressing human trafficking in Minnesota. Significant focus is placed on prevention, through engaging men, through looking at the causes and contributors to human trafficking, and through understanding and combating the societal norms and privilege that create, promote, and protect men's violence.

**Beyond Tough Guise:** Beyond Tough Guise is a program serving boys in Winona County, Minnesota. BTG works to mentor boys into a positive vision of masculinity that embraces respect towards women and girls.

**Breaking Free's John School:** In partnership with the Ramsey County Courts and St. Paul Police Department, the Offenders Prostitution Program (John School) addresses the underlying attitudes and assumptions that enable and encourage offenders to participate in prostitution. This restorative justice program is designed to hold offenders accountable, while raising awareness about sex trafficking and providing resources to the women and children victimized by prostitution.

### ALASKA

#### DEMAND REDUCTION STRATEGY:

- Reverse stings
- Reverse Internet stings
- "John" Schools
- Vehicle seizures
- License suspensions
- Increased penalties
- Shaming by publicly publishing names
- Shaming by sending letters home
- Geographic restraining orders
- Community service
- Public education campaigns



## LITERATURE REVIEW

# SUPPLY & DEMAND REDUCTION STRATEGIES

### CALIFORNIA

#### Supply and Demand Reductions

The California Alliance To Combat Trafficking and Slavery (CA ACTS) Task Force recognizes among the root causes of human trafficking involving vulnerable migrants the underlying conditions in both “source” and “destination” countries. “Push” factors (including poverty, political upheavals, human rights abuses, etc.) in “source” countries motivate people to migrate to another country.

“Pull” factors are those factors in a country that attract migration and serve as a magnet for human trafficking and exploitation in “destination” countries. These include the societal attitudes which demand inexpensive products and/or services and allow abusive practices to drive down costs in an increasingly competitive global marketplace.

The combination of “push” and “pull” factors has led to massive migration by vulnerable individuals out of developing countries into industrialized nations, where many become victims of human trafficking and labor exploitation.

The Task Force recognizes how societal attitudes around migrants, certain ethnic groups, and women can result in exploitation of certain groups being tolerated and complaints around human rights abuses not being seriously considered. They demand recognition of the broader cultural issues surrounding poverty and discrimination that increase vulnerability of certain people in order to prevent human trafficking, and because human trafficking is often believed to be primarily sex trafficking, the Task Force calls for other forms of forced labor to be identified and exposed as well.

### INDIANA

#### Tactics for Supply and Demand Reduction

- Jail time
- Photo and/or name in the paper, on a billboard or posted online
- A letter sent to family
- Suspending Driver's License
- General increase in penalties
- Car impounded





## LITERATURE REVIEW

# SUPPLY & DEMAND REDUCTION STRATEGIES

### NEBRASKA

**\*\*It appears as if Nebraska is the most informed about demand and supply reduction but the 2015 strategic plan cannot be found online\*\***

**The following information was found on other Nebraska Government resources:**

**12 most helpful tactics in reducing demand includes the following:**

- Auto Seizure
- Cameras
- Community Service
- John Schools
- Letters
- License Suspension
- Neighborhood Action
- Public Education
- Reverse Stings
- Shaming
- SOAP Orders
- Web Stings

**The following tactics are also shown to reduce demand:**

- Raise the age of consent to engage in all commercial sex activities to 21 years. This will also reduce the rate of misidentifying minors as adults, as the appearance of a 21-year-old is typically older than a youth.
- The involvement of cellular phones, the Internet, and highways in the movement of women and children through different states permits the application of federal laws pursuant to the Interstate Commerce Clause.
- Awareness and prevention initiatives led by men and directed to men as the primary buyers in commercial sex markets should be bolstered and encouraged, such as Shared Hope International's project, The Defenders USA, which educates men on the realities and harms of the commercial sex industry and its specific links to sex trafficking.
- Prevention efforts should be designed to target young men in order to prevent them from considering pimping as a viable job option.
- Legislation allowing the government to deny business licenses based on evidence of illegal activity, including connections with human trafficking, is recommended.



## A CASE STUDY IN VISION, DEVELOPMENT AND IMPLEMENTATION IN A COLLABORATIVE MODEL

### HOPE RISING

The Not Here Conference on human trafficking and exploitation was designed to bring together a broad group of empowered parties to learn, collaborate and work toward a more unified anti-human trafficking effort. This case study reviews the development of Maine's first therapeutic facility for human trafficking victims.

In 2012, the Not Here conference hosted speakers from the development team of Amirah House in Boston. It was at the time, one of the few safe houses in New England. The speaker presented data that identified the significant lack of appropriate housing for victims of human trafficking.

In attendance at this session was a group of board members from St. Andre Homes. They have a long and rich history of providing care and housing to women and children in a therapeutic model.

These board members approached conference organizers to inquire about the possibility of partnering to establish a safe house in Maine. That connection led to ongoing collaboration on developing a vision for Hope Rising.

Hope Rising was developed through the shared vision of both St. Andre Homes and Not Here conference organizers. This vision was fueled by mutual respect and a goal of putting victims first with a program designed specifically to meet their very unique needs.

At the time, there was little in terms of local or national resources. Further collaboration with Not Here partners in India provided an appreciation for the challenge that we

were confronting. Indian partners noted nearly ten years of experience and identified clear insight into program elements that would be critical to success.

Those insights were essential to developing a three-phase model of care that realistically acknowledged the deep brokenness that trafficking inflicts on its victims:

1. Initial stabilization and medical stabilization,
2. Intense trauma-informed care in a residential setting, and
3. A vocational rehabilitation program located on a local, organic farm that serves as an educational center promoting a broad spectrum of vocations.

St. Andre focused on initial stabilization and intense trauma-informed care in the residential setting. This was the birth of Hope Rising. The residential component continues to identify the complex needs of victims as they journey in recovery. The implementation of this program has been the culmination of many months of work focused on putting victims first.

The challenge remains that this type of program is essential to the recovery process but bears the burden of sustainability. The complexity is unprecedented and the expenses are difficult to manage.

This collaboration is ongoing as we continue to address sustainability issues in considering social entrepreneurship models, improved funding mechanisms and alternative treatment models. One area of continued need is being addressed in the Growing Hope model where residential care, trauma-informed care and vocational therapy are merged.

## NOT HERE | THE STORY

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The seeds for Not Here were planted in 2008, when Bill and Teresa Legere traveled to Jos, Nigeria with an international partnership focused on building infrastructure at an orphanage. At the time, Jos was undergoing violent clashes between Christian and Muslim groups, resulting in many casualties and orphaned children.

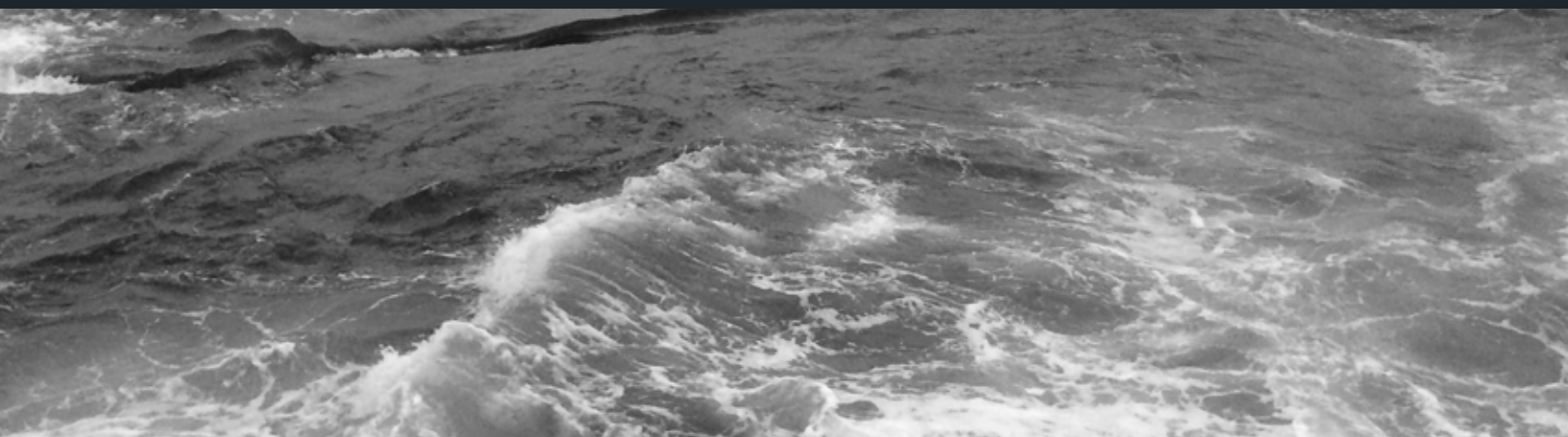
Finding near the end of their trip that their group had \$8,000 of unspent money from their budget, they decided to gift it to the directors of the orphanage. When they asked what the directors would do with it, they received an unexpected response.

“We will build a wall,” they said. When asked why they’d build a wall and not, say, a new school, they explained that if they had a wall, they would be able to protect their children and do away with the need for orphanages in the first place.

The simple wisdom of their statement left an impression on Bill and Teresa that followed them back home to the States. As they endeavored to learn more about the kind of injustice that the children of Jos were falling victim to, they discovered that human trafficking was not just a plague of developing nations – it happened right at home, even in the small New England state they lived in.

Not Here was born from their refusal to accept the status quo of injustice, their desire to make children and other vulnerable people safe from the evils plaguing them. Since its inception, Not Here has grown from being focused on children’s rights to including many more issues, including sex trafficking, abuse, domestic violence, and gender inequality.

Not Here is presently an organization that seeks to emphasize prevention and awareness above all else. Leaning on the sentiment that inspired Not Here, the organization wants to enact the means to protect the helpless from violence before it happens – to build the wall that will defend the defenseless.





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