**The “Model Community” Action Plan**

The idea behind the “Model Community” concept is that the abolition of human trafficking – and particularly the commercial sexual exploitation of juveniles – can only be accomplished through a “continuum of response,” that is, through the implementation of a number of discrete activities and projects. The “continuum” is a multidisciplinary and multi-facetted confrontation of the problem.

This “action plan” is the operationalization of the “continuum of response” concept. It itemizes the concrete elements which we believe must be implemented in order to realize the potential of the “continuum of response.” These elements fall into six categories.

**1. Identifying and Rescuing Victims, Prosecuting Perpetrators**

The ultimate criterion of success for this project must be the number of victims rescued from exploitation and restored to self-agency (the capability for independent living). In the identification and rescue of victims, there is a large role for local law enforcement agencies (LLEAs) – but an even larger role for non-governmental organizations (NGOs).

1.1. Increase Outreach

Increase “direct-contact” or street outreach activities, in order to make contact with victims, provide them with information on viable alternatives to their exploitation, and facilitate escape when prudent. Objective is to have a regular presence on all of the “tracks” in the metropolitan area where children and adults are being marketed. Encourage complementary outreach activities to populations among which victims can be found, by identifying other non-governmental organizations able to expand existing outreach programs, and by facilitating the replication of effective outreach programs occurring in other communities.

1.2. Research the Exploitation “Tracks”

Catalog all of the “tracks” in the Kansas City metropolitan area where juvenile victims are forced to be present. This research activity will be accomplished by interviewing former victims currently being served by Veronica’s Voice and other partners. The systematic gathering of such intelligence on the shape and character of exploitation in the KC metropolitan area is a vital part of our program.

1.3. Research Internet-Based Marketing of Victims

Assess the extent of Internet-based marketing of juvenile victims of exploitation throughout the metropolitan area, by innovating new techniques of victim identification on the Internet. See as an example the Renewal Forum Study of Internet-based Exploitation in Milwaukee.

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1.4. Develop Victim Detection through Truancy Lists

Determine how each school district in service area handles truancy data. Develop methodology of cross-referencing truancy and missing child data; utilize truancy data to identify at-risk kids.

1.5. Maintain Victim Help Line

Maintain a 24/7 telephone crisis line, as mechanism for victims of exploitation to get help. Publicize this telephone number through wrist bands, or other paraphernalia appealing to victims.

1.6. Law Enforcement/NGO Working Group

Establish a working group of law enforcement officials, other governmental officials, and non-governmental victim-service representatives to devise new ways of collaborating on the identification and rescue of victims, as well as ways to support the prosecution of perpetrators. No single law enforcement agency or victims’ services group can be successful in this task on its own; a multidisciplinary working group, including law enforcement from jurisdictions throughout the metropolitan area, is required to be effective. We expect this working group will be the source of a great deal of innovative in new techniques for finding victims and arresting perpetrators.

1.7. Influence Law Enforcement Resource Allocation

Advocate enforcement of existing laws. Encourage efforts by local law enforcement agencies to address juvenile exploitation; seek assignment of officers to juvenile teams; reverse the de-emphasis of vice squad responsibilities.

1.8. Provide Law Enforcement Trainings

Provide training to local law enforcement agencies, including training in the nature of sexual exploitation, and in successful investigative techniques for police, prosecutors, judges, and victim service agencies.

**2. Restoration of Victims**

We have an obvious obligation to help those victims we find to rebuild their lives and become capable of independent living. This obligation is both moral and practical – practical because if there are not viable alternatives to living in exploitation, we cannot expect victims to seek to escape. And we have learned that the lack of services is a significant impediment to law enforcement agencies doing more to rescue victims.

2.1. Victim Services Protocol (A Guide on Where to Get Help for Victims)

Develop protocol for the provision of services to victims. Provide protocol to all local law enforcement agencies. Conduct an inventory of community resources available for the stabilization and restoration of victims. Identify new service providers through survey of professional networks.

2.2. Filling Service Gaps for Victims

Convene follow-up community panel to review identified gaps in the availability of appropriate treatment capacity and address how those service gaps can be filled.

2.3. Group Therapy for Juvenile or Near-Juvenile Victims

Initiate a group therapy program for younger victims. This is meant to be something of a stop gap measure, which can be brought on-line quickly. Building on the effective Veronica’s Voice program for adult female victims, we will make a similar program available for younger women.

2.4. Conduct Victims Census

Replicate in the census of victims of exploitation devised by the John Jay School of Criminal Justice in New York City. This research consists of one-on-one interviews with victims, who were paid a nominal sum for participation, and who were paid for referrals. This research will have multiple benefits, including helping us understand the particular local exploitation industry and environment (including, for example, where juvenile victims can be found and how they can be reached), helping us tailor service provision to the needs of victims, and actually identifying new victims who will be encouraged to pursue alternatives to their exploitation.

2.5. Replicate Atlanta Study of Johns

 The Atlanta study was based on faux ads placed in on-line sites marketing victims of exploitation. Data was collected from a very brief telephone interview with those responding to these ads. This research provides insights into Johns as well as the Internet marketplace.

2.6. Feasibility Study of Dedicated Facility

Conduct a feasibility study for the establishment of additional and dedicated treatment capacity, including a staff-secured residential facility. Develop funding options for construction. Model is the Letot facility in Dallas, TX, a staff-secure facility owned by NGOs, operated by the county.

**3. Demand Reduction**

3.1. Initiate “Johns’ Schools”

A “Johns’ School” is essentially a diversion program for first time offenders of solicitation laws, the purchasers of victims of exploitation. “Johns’ Schools” expose these perpetrators to the reality of their exploitation, and have yielded excellent results in terms of non-recidivism. “Johns’ Schools” also provide a source of funding for victim services, as the perpetrators pay a fee to the “Johns’ School.” “Johns’ Schools” can also provide insights into the root causes of the motive to exploit, and so suggest additional demand reduction strategies.

3.2. Provide Treatment Referral to Johns, Others Addicted to Pornography

Evaluate johns for sexual and pornography addictions; provide johns and other addicted persons referral or access to community programs for rehabilitation/“detoxification.”

3.3. Define a Demand Reduction Strategy

Convene a panel to draft a demand reduction strategy for the Kansas City metropolitan area, elements of which might include the development of anti-exploitation curricula for schools and public awareness-raising activities. Since much demand for exploited persons results from addiction to pornography, this activity will necessarily address the question of how to respond to the epidemic.

**4. Creating an Inhospitable Environment for Commercial Exploitation through Local Government Action**

4.1. Catalog Exploitative Businesses in your Community

Compile a catalog of exploitative businesses throughout the metropolitan area. Augment, when available, with list of internet-based businesses and sites where exploitation is likely occurring.

4.2. Use Municipal Tools to Isolate SOBs

Advocate the use by local government of all available tools (zoning regulations, building/health inspections, etc) to isolate exploitative (sexually-oriented) businesses.

4.3. Interview SOB Employees

Require licensure of employees of sexually oriented businesses such as strip clubs, massage parlors, “exotic dancing” facilities, and escort services, a part of which is a face-to-face interview, so as to gather intelligence about potential exploitative enterprises, and offer these participants an alternative to exploitation.

4.4. Zero Tolerance for Exploitation by Municipal Employees

Institute as a matter of municipal policy a zero tolerance for participation in exploitation (as “Johns”) by police, fire, and other local government officials.

4.5. Discourage SOB Advertising

Persuade newspapers, other media, to desist from running advertisements for exploitative businesses, as this contributes to exploitation.

4.6. Screen for Victims in Juvenile Programs

Modify intake protocols at existing programs servicing juvenile populations at risk for exploitation (such as child protective services, juvenile justice systems, other governmental entities) to flag potential victims of exploitation.

4.7. Draft Plan for State Government Role in Ending Exploitation

Convene a working group to define other ways in which the apparatuses of state government can be used to decrease the extent of juvenile exploitation. In particular, child protective services agencies and foster care.

**5. Legal Reform**

 Create the best possible legal environment for fighting juvenile exploitation in Kansas and Missouri by modifying state laws pertaining to trafficking, juvenile sexual exploitation, and age of consent. Review state trafficking law critiques; review child protective services agency authorizations; safeguards against exploitation in foster care.

**6. Project Management**

6.1. Steering Committee

Convene a Steering Committee, conduct regular communications with Steering Committee members, facilitate the work of subcommittees

6.2. Website

Maintain a Project Website

6.3. Religious Leadership Council

Convene a Religious Leadership Council to demonstrate community support for the project

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