



## **MN Girls Are Not For Sale CASE STUDY: Chronicling the Women's Foundation of Minnesota's campaign to end the sex trafficking of Minnesota girls**

*Written by Leah Lundquist*

*Edited by Mary Beth Hanson and Jess Kubis,  
Women's Foundation of Minnesota*

### **INTRODUCTION**

The purpose of this case study is to tell the story of the Women's Foundation of Minnesota's (the Foundation) bold launch of a campaign to end the sex trafficking of girls in Minnesota. By interviewing various stakeholders and weaving together foundational documents, this study chronicles the Foundation's strategic approach to supporting a cross-sector, broad-scale effort.

This study is offered as a guide to inform future such efforts of the Women's Foundation of Minnesota, as well as other women's foundations and philanthropies as they consider the design and launch of single-issue campaigns in response to complex issues.

### **A Case of Collective Impact**

Over the past decade, an understanding has emerged that no one sector can single-handedly move the dial on the most vexing social and economic challenges of our time. The sex trafficking of minors is an issue that is systemic; its causes are rooted in ongoing gender and economic inequality while its effects and opportunities for prevention exist within a complex, cross-sector field of public agencies, businesses, nonprofit service providers and citizens. As a highly hidden and persistent societal problem, effective prevention and intervention require committed and focused partnerships which transcend traditional boundaries.

In the Winter 2011 edition of the *Stanford Social Innovation Review*, Management Consultants John Kania and Mark Kramer coined the term "collective impact" to describe the focused, community-wide social intervention needed to address this sort of issue. Their framework for achieving collective impact includes the following five conditions for success:

1. Common Agenda
2. Shared Measurement Systems
3. Mutually Reinforcing Activities
4. Continuous Communication
5. Backbone Organization

In this article, the authors describe the powerful role funders can serve in establishing these conditions:<sup>1</sup>

*This requires a fundamental change in how funders see their role, from funding organizations to leading a long-term process of social change. It is no longer enough to fund an innovative solution created by a single nonprofit or to build that organization's capacity. Instead, funders must help create and sustain the collective processes, measurement reporting systems, and community leadership that enable cross-sector coalitions to arise and thrive.*

The concept of “collective impact” validated the mission and theory of change championed by the Women’s Foundation of Minnesota since its founding in 1983. Leading a long-term process of social change has been at the core of the Foundation’s efforts to advance equality for all women and girls, statewide. However, until the launch of the MN Girls Are Not for Sale campaign, the Foundation had no precedent for funding across sectors and focusing such a substantial amount of time and resources around a single issue. When the collective impact article was published, the Women’s Foundation recognized this framework in their campaign effort to-date and strategized about how it might further inform the campaign and their organizational strategy more broadly.

Kania and Kramer emphasize that collective impact is not a one-size-fits-all approach. The MN Girls Are Not For Sale campaign provides one valuable study of how the collective impact framework was contextualized by a community-based foundation to address an urgent community issue. What follows is a study of the campaign’s early evolution and implementation through the lens of the Collective Impact framework. The general outline of this study follows the process of the Women’s Foundation of Minnesota as it has assessed need, initiated the development of a common agenda, stepped into the role of backbone organization in the field, fostered mutually-reinforcing activities, supported shared measurement, ensured continuous communications and continued learning while looking towards the future.

## **ASSESSING NEED (Jan. 2009 - Nov. 2010)**

### **Understanding the need, locally**

It is difficult to collect reliable data around the issue of sex trafficking. What data does exist speaks to the pressing need for this issue to be addressed both in Minnesota and nationally. The sex trafficking of girls was not only happening at shocking rates in the 2000’s, it was on the rise. A June 2003 report from the FBI identified the Twin Cities as one of the nation’s 13 largest centers for the sex trafficking of girls.<sup>2</sup> The average age at which girls are trafficked is 13.

In 2009, the Women’s Foundation started to hear from its grantee partners about the escalating numbers of Minnesota girls being trafficked. Around the same time, Minneapolis City Attorney Susan Segal called Women’s Foundation President & CEO Lee Roper-Batker into her office to meet with her and Hennepin County’s head judge of the juvenile court. Both had been seeing this same troubling uptick. Segal posed the challenge: “You’re the Woman’s Foundation of Minnesota – what are you going to do about this?”

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<sup>1</sup> Kania, J. & Kramer, M. (2011). “Collective Impact.” *Stanford Social Innovation Review*. Retrieved from: [http://www.ssireview.org/articles/entry/collective\\_impact](http://www.ssireview.org/articles/entry/collective_impact)

<sup>2</sup> [http://www.fbi.gov/minneapolis/about-us/what-we-investigate/priorities#violent\\_crime](http://www.fbi.gov/minneapolis/about-us/what-we-investigate/priorities#violent_crime)

At that time, adolescent girls who were picked up for prostitution were criminalized and put into the juvenile delinquency system. Despite the horrific violence girls who are trafficked experience, there was no statewide response in place to provide safe housing and specialized treatment for victims. The Women's Foundation recognized the great need to build a statewide response, and to do it most effectively, it would take cross-sector partnerships and strong leadership.

### **Connecting with partners, nationally**

At the same time this was occurring in Minnesota, the Women's Funding Network (WFN) – a member-organization connecting and strengthening the work of over 160 women's foundations internationally – approached their membership to explore replication of an effective anti-trafficking campaign in Georgia, supported in part by the Atlanta Women's Foundation. Called "A Future, Not A Past," this campaign was surfacing this hidden issue in the public consciousness and achieving statewide policy change.<sup>3</sup> WFN was initiating a three-year international campaign on the issue and invited member funds to partner by launching local campaigns. The Women's Foundation of Minnesota became one of five statewide women's foundations to initiate a local campaign.

To address the challenging lack of substantive data around this criminal and stigmatized issue, the Women's Funding Network commissioned the Georgia-based The Schapiro Group – an independent, third-party research firm – to create methodology then conduct a national study to try to assess the extent of the problem in three states where women's funds were taking strong leadership on the issue: New York, Michigan, and Minnesota. This state-level data would ideally support what the Women's Foundation of Minnesota was hearing anecdotally from the court system, law enforcement and front-line nonprofit partners, and serve as a baseline against which to measure any efforts they put forth.

Using scientific probability methods, the Shapiro Group study counted the number of adolescent females who were sexually exploited and actively marketed through the Internet or escort services over a one-month period within the local sex trade. The same methodology was used to produce counts for four different months in 2010 (February, May, August, and November). Though it was the first time a study of this nature had been attempted, the Women's Foundation was committed to grounding their efforts in research and hopeful that this would produce a methodology that could be built upon to produce more research around the issue.

With the convergence of anecdotal and research evidence from both local and national sources, the Foundation's leadership was compelled to explore their role in this moment of both crisis and opportunity in Minnesota. They were aware that local activity was already going on around this issue. Legislation in 2006 established a statewide, cross-sector, human trafficking taskforce that was gathering periodically and providing reports to the state Legislature on the issue in Minnesota. The Foundation recognized that it could step into its convener role as a statewide community foundation to convene stakeholders to create a bold, shared plan in this policy field to address and eliminate the issue altogether.

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<sup>3</sup> <http://afuturenotapast.org/>

## INITIATING A COMMON AGENDA (Mar. 2010 - Nov. 2010)

### **Mobilizing donors and key issue leaders**

The first strategic step the Women's Foundation took after discussions with the Women's Funding Network (WFN) was to organize an issue briefing and conversation with 30 key donors and issue leaders in March 2010 to explain Georgia's *A Future, Not A Past* (AFNAP) model and discuss the potential for adaptation and replication in Minnesota.

The Women's Foundation seized the opportunity to invite five of these stakeholders – representing the faith community, government, law enforcement, donors, and nonprofits – to a national training on the AFNAP model provided by WFN in advance of their April 2010 annual conference in Denver, Colorado. These stakeholders brought ideas and energy back to Minnesota around this issue, which they extended to their expansive personal and professional networks. This was part of the strategy to develop and deepen the relationship of diverse cross-sector leaders across the state.

To establish relationships on this issue beyond the Twin Cities and into greater Minnesota, the Foundation used preliminary findings from The Schapiro Group's research to begin to build awareness statewide. It incorporated these findings into the Safety section of its *Status of Women and Girls in Minnesota* research report, published in June 2010 and presented to 18 communities across the state throughout that summer.

### **Supporting advocacy underway**

Though the Women's Foundation had yet to launch the public phase of the campaign (which would not happen until Nov. 2011), policy advocates were moving forward in the summer of 2010 with development of a bill to improve Minnesota's trafficking law.

The Minnesota-based Advocates for Human Rights and The Family Partnership were working nationally with ECPAT-USA and the Polaris Project to pass Safe Harbor legislation<sup>4</sup> in Minnesota. This legislation would mandate a victim-centered approach for girls taken into custody for prostitution by law enforcement and increase the fines for the sex traffickers and for the people caught purchasing sex with minors. Similar legislation had already been or was in the process of being passed in eight other states at the time. The Women's Foundation stepped up and made a small grant to support lobbying efforts.

With its strong advocacy-leadership around this issue, Minnesota seemed ripe for this piece of legislation. It became clear that tight public budgets and a fiscally conservative state Legislature would reject any bill with a price tag. The Foundation quickly agreed to cover the \$12,000 fiscal note for the legislation and to actively lobby for the bill's passage.

### **Developing a statewide plan**

Through funding from the Women's Funding Network, the Women's Foundation of Minnesota embarked on developing a statewide plan for replicating *A Future, Not a Past* (AFNAP) in Minnesota. On July 20, 2010, 85 stakeholders of 120 invited by the Women's Foundation convened for the strategic planning process.

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<sup>4</sup> <http://www.polarisproject.org/what-we-do/policy-advocacy/assisting-victims/safe-harbor>

Though many of these stakeholders had been combating this issue for years on both the frontlines and in the advocacy arena, it became apparent that more could be done to coordinate the many efforts. According to Women’s Foundation President & CEO Lee Roper-Batker, as the numbers of girls being trafficked increased, there had not been a history of organizations working together. There were turf issues, and it was important for the Foundation to spend intentional time building relationships and listening to those with front-line expertise. The following three goals for the campaign came out of this strategic planning session:

1. Redefine prostituted Minnesota girls under 18 as victims of a crime, and ensure access to holistic services.
2. Decrease demand for child prostitution through effective law enforcement and policies.
3. Educate and mobilize public support and activism to end the prostitution of Minnesota girls.

Twenty-four stakeholders from the July planning session continued to work through November 2010, developing desired outcomes for each of these three goals, as outlined in Appendix B.

### **DEVELOPING THE CAMPAIGN (Nov. 2010 - July 2011)**

To define how they could bring value to the existing field of work, the Foundation launched a survey prior to the planning session. Survey respondents encouraged the Foundation to serve as an “anchor” for the multitude of work going on statewide, weaving together cross-sector and cross-jurisdictional efforts.

In aligning this role with their mission, the Women’s Foundation defined the following four key activities for the campaign:

1. **Grantmaking:** As a public charity, the Foundation would focus a large part of their mobilization and distribution of funds to accelerate the work of organizations specifically working towards the goals outlined in the campaign’s strategic plan.
2. **Research:** In a field that lacks much definitive data, the Foundation could provide value by funding and disseminating research that shed light on the issue.
3. **Convening:** By providing a space for stakeholders across sectors and jurisdictions to gather to discuss the issue and develop plans for coordinated, collective action, the Foundation could help align and accelerate statewide efforts.
4. **Public Education:** By raising awareness among policymakers and the public on an issue that is largely hidden from the public’s consciousness, the Foundation could move the dial on galvanizing collective social change around this critical issue.

#### **“Holding a bold vision for our community”**

In November 2010, the results of a campaign feasibility study were delivered to the Women’s Foundation recommending a \$2 million campaign. After much discussion, the Women’s Foundation of Minnesota’s board concluded this was not a bold enough amount to meet the pressing need and voted for the organization to embark on a \$4 million campaign. According to Foundation President & CEO Lee Roper-Batker:

*The Foundation’s board was willing to take a risk and hold that vision for our community. That was important. They were willing to say that if we don’t make our goal, it’s not a*

*condemnation of ourselves and our staff. How can we not proceed, knowing what we now know, that this exists? They were willing to have that bold vision to rally hearts and minds.*

The board further solidified their commitment to the campaign by elevating its purpose to be the first goal in the Foundation's five-year overall strategic plan. The co-chair of their recently completed \$15 million endowment campaign stepped forward to lead the campaign fund development effort. At its November 2010 meeting, the board approved a commitment of \$4 million over 5 years to end the sex trafficking of girls in Minnesota. The goal was increased to \$5 million in May 2012.

### **Backed by Data**

The final report that came in from the Schapiro Group in November 2010 overwhelmingly supported the Foundation's case for the pressing need to address this issue in Minnesota. Using conservative measures, this study found that each month in Minnesota at least 213 girls are sold for sex an average of five times per day through the Internet and escort services.<sup>5</sup>

In the final November count, the study found that on any given weekend night in Minnesota, 45 girls under age 18 are sold for sex through Internet classified websites and escort services.<sup>6</sup> This research did not include trafficking that occurs on the streets or in hotels.

Though Village Voice Media Holdings – owner of the Internet classifieds website, Backpage.com – sought to denounce the study's methodology as unscientific<sup>7</sup> and discredit any person or organization associated with it, Women's Foundation leadership defended the study as a pioneering attempt to quantify the issue and felt the results were too crucial to ignore.

### **Building donor support and scaling fundraising strategically**

In January 2011, the Women's Foundation convened the first of two issue-gatherings of the Foundation's closest, most influential donors to introduce them to the issue and engage their support of the new campaign. The Foundation was strategic in its presentation of the issue and engaged two senior leaders representing law enforcement and the court system to help make the case about the issue in Minnesota. The audience was engaged further by a question and answer period, led by the Foundation, to hear what ways the presentation could be improved and deepened. Shortly after this meeting, two donors committed \$1 million to the cause, including a \$500,000 lead gift from the Carlson Family Foundation.

The Foundation took what it learned from the January issue-gathering and featured two speakers at its next gathering in April 2011: a survivor who had been prostituted since she was 15 (she was 31, then, and had recently escaped the man who had enslaved her) and a male anti-trafficking advocate. This strategy put a human face on the issue: on the victims and on the gender and power dynamics so highly influential in this issue. The gathering was a resounding success, resulting in more pledges of support and resources.

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<sup>5</sup> The Schapiro Group. (2010). "Adolescent Girls in the Minnesota Sex Trade." Retrieved from: [http://www.wfmn.org/PDFs/TSG\\_MNTrackingReport\\_Dec2010.pdf](http://www.wfmn.org/PDFs/TSG_MNTrackingReport_Dec2010.pdf)

<sup>6</sup> Ibid.

<sup>7</sup> Pinto, N. (23 Mar 2011). "Women's Funding Network's Sex Trafficking Study is Junk Science." *The Village Voice News*. Retrieved from: <http://www.villagevoice.com/2011-03-23/news/women-s-funding-network-sex-trafficking-study-is-junk-science/>

With over \$1 million already pledged from the January and April gatherings, the Foundation's staff leadership developed a fundraising plan that would be rolled out through "sequential campaign implementation." They would focus first on donors with the potential to give at the highest levels and then work their way sequentially through a gift-level pyramid. The theory behind this approach is that the commitment of high-end donors would lend credibility to the campaign, thus drawing in more donors and ensuring a strong financial foundation for the campaign.

Donations to the campaign far exceeded both the staff and board's expectations. Terry Williams, the Foundation's vice president, attributes a large part of the fundraising success to donors' shock and outrage as they learn about the extent and locality of the issue.

*People are appalled when they learn about the issue. People are really able to see this as a human rights violation and shocked that this is going on in our state. We're not talking about international trafficking. We're talking about domestic trafficking, right here in Minnesota.*

She also attributes the fundraising success to a broad appreciation for the Women's Foundation's integrative approach.

*I show donors who has been involved from the beginning. It's not just the Women's Foundation, but being built at the grassroots level and about bringing all the right people to the table. We're viewed as a foundation that can build the capacity of organizations working on this issue and a leader in the United States, talking to other state programs in places like Georgia and New York. The way we've strategically built the campaign has been so important for donors.*

According to Foundation staff, this generous outpouring has posed a challenge to staying committed to rigorous planning and sequential implementation. "It's generating so much interest that it's an ongoing challenge to find the capacity to meet that need. Funders and donors have an appetite to learn about it." Another staff person echoes, "Once they [donors] get involved, there's an unbridled passion. Other people get 30 steps in front of us. However, certain things have to be in place to target policy. So, we have to manage this situation."

### **A conference turned celebration**

On July 20, 2011, Minnesota Governor Mark Dayton signed the Safe Harbor Act into law. The bipartisan support around this issue was clearly evidenced by its passage in the midst of a legislative special session necessitated by an impasse over the biennial budget. According to the policy director of The Family Partnership – a nonprofit that helped shepherd the passage of this legislation – without the Foundation's financial and advocacy support, Safe Harbor legislation would not have been passed in what was a challenging political climate.

Its passage would fuel the field of stakeholders working on this issue statewide to coalesce further around developing solutions. Stakeholders celebrated the Safe Harbor Act's passage together on July 20 at the Foundation's first campaign conference: *Minnesota Girls Are Not For Sale: Gathering for Connection, Education & Action*. One-hundred and eighty stakeholders who shared a common interest in ending the prostitution of girls in Minnesota gathered to learn from the national leadership of Rachel Lloyd, a trafficking survivor and founder of the New York-based Girls Education and Mentoring Services (GEMS); dialogue with a cross-sector panel featuring policy

makers, law enforcement, advocates and nonprofit service providers; and be inspired by a specially-commissioned artistic performance by local dance theater, Mama Mosaic.

## **SUPPORTING MUTUALLY REINFORCING ACTIVITIES (Fall 2011 - Present)**

### **Collaborative development of a victim-centered approach**

Beginning in Fall 2011, the fiscal note the Women's Foundation had backed for the Safe Harbor Act supported a staff person at the Minnesota Department of Public Safety's Office of Justice Programs to facilitate 65 stakeholders from across systems and sectors in the development of a field-leading, victim-centered approach. This "Safe Harbor Taskforce" provided county attorneys, police chiefs, nonprofit service providers, public health and human services employees, faith community activists, advocates and philanthropic organizations such as the Foundation the opportunity to identify service gaps and establish new protocol to effectively treat and prevent sex trafficking.

### **Grantmaking and convening in support of mutually reinforcing activities (2012)**

In January 2012, the Women's Foundation became the first Minnesota foundation to dedicate funding to end child sex trafficking, awarding \$366,500 to eight organizations.<sup>8</sup> The priorities for the first round of grantmaking were based on what stakeholders prioritized as the most pressing needs — developing housing for survivors and models of effective multi-jurisdictional interventions. Exemplifying their commitment to collective impact, the Foundation awarded grants to government agencies for first time in its history.

In May 2012, the Women's Foundation worked with key business advocate Marilyn Carlson Nelson, Chair of Carlson Companies, and the University of Minnesota's Center for Integrative Leadership – an academic center associated with both the policy and business schools - to co-host a day long, cross-sector symposium around the issue. Called FREEDOM, HERE + NOW: Ending Modern Slavery, the event featured remarks by U.S. State Department's Office to Monitor and Combat Trafficking in Persons Ambassador-at-Large Luis CdeBaca, overseer of trafficking policy at the U.S. State Department, and was attended by over 300 individuals. With buses provided to bring employees from the Carlson Companies headquarters, the audience included many from the business community who were learning about the issue for the first time and were encouraged to engage with the campaign moving forward and share what they learned with others.

### **Supporting National-Local Policy Action**

Particularly key to the Foundation's strategy was support of a state-level advocate working in partnership with a key national advocacy organization – the Polaris Project – to establish national interest in what was happening in Minnesota. In June 2012, Foundation leadership took a delegation of key stakeholders (prosecutor, county attorney, city attorney, county commissioner, corporate leader, advocate leaders) a to Washington, D.C. to brief Minnesota's congressional delegation, U.S. Department of Justice, and U.S. Department of Children & Families on Minnesota's comprehensive model to address child sex trafficking and work to-date, the role of the Foundation's MN Girls Are Not For Sale campaign, and to encourage federal dollars into Minnesota

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<sup>8</sup> Women's Foundation of Minnesota. (2012). "Women's Foundation of Minnesota awards \$366,500 in grants to end the sex trafficking of Minnesota girls." [Press Release]. Retrieved from: <http://www.mngirlsnotforsale.org/2012/01/31/first-mn-girls-grants-awarded/>

for the efforts.

In late November 2012, the Foundation again led a state delegation to Washington, D.C. to advocate for federal support for state-level action, bringing 13 cross-sector leaders to attend Shared Hope International's *2012 Sharing the Hope* conference. The conference brought together law enforcement, prosecutors, advocates, philanthropists and youth development organizers from across the country. In addition, Foundation President & CEO Lee Roper-Batker forged a valuable national partnership, participating in an action-planning group charged with developing a federal trafficking action plan.

By making the case for national interest and the opportunity to be at the forefront of anti-sex trafficking policy, advocates were able to effectively appeal to legislators for allocation of public funds to this issue in the 2013 Minnesota Congressional Session.

### **“An incomplete and underfunded victory”**

In January 2013, following over a year of work by the Safe Harbor Task Force, the Department of Public Safety delivered (as mandated) to the state Legislature the report, “No Wrong Door: A Comprehensive Approach to Safe Harbor for Minnesota's Sexually Exploited Youth,” (No Wrong Door). This report informed a \$13.5 appropriation request made to the 2013 Legislature. Women's Foundation staff then traveled around the state with a grantee-partner lobbyist to talk with communities about the need for the model and how they could best encourage their legislators to fund the model.

In February 2013, the Safe Harbor Bill, featuring the “No Wrong Door” model (HF485 & SF384), was introduced in the Minnesota House and Senate. The Women's Foundation worked to not only harness media attention, but also sought to demonstrate a public-private investment model, committing a \$1 million “challenge grant” for the model's implementation if the Legislature committed \$7 million of the \$13.5 million sought through the legislation. The session closed with the Legislature committing \$2.8 million, slated to fund:

- A statewide director of child sex trafficking prevention in the Minnesota Department of Health.
- Six regional navigator positions to connect sexually exploited youth throughout the state with the shelter, support and services they need.
- A training fund for law enforcement, prosecutors and others who encounter sexually exploited youth.
- Compensation to local law enforcement agencies for sending personnel to trainings.
- Safe Harbor housing and shelter.

Calling this an “incomplete and underfunded victory,” the Foundation and their grantee partners continued to seek additional private and federal funding to supplement the state-level investment, while advocating for protections for sexually exploited 16- and 17-year-olds who could still be adjudicated delinquent for being trafficked.

### **Grantmaking and convening in support of mutually reinforcing activities (2013)**

In the midst of the legislative session, the Women's Foundation provided its second round of campaign grants, totaling \$350,000 over two years (February 1, 2013 to January 31, 2015). The

grants were awarded to nine organizations, which included seven of the grantee partners from 2012, plus two new partners.

As the need in the policy field shifted from the design to the implementation of a statewide intervention model, the Foundation prioritized its 2013-2016 grantmaking to support mutually reinforcing activities between grantees around:

1. Advocacy for ensuring protections for youth from 16 – 18;
2. Adequate housing and other supports for victims; and
3. Training around the No Wrong Door model for youth outreach service professionals and law enforcement.

This focus on housing and other wrap-around services for victims shaped the Foundation's third MN Girls campaign conference, *At the Intersections of Our Work: Strengthening Minnesota's Comprehensive Model to Address Child Sex Trafficking*, in November 2013 for 250 stakeholders.

Kicked off by a video by Minnesota U.S. Senator Amy Klobuchar, who had recently announced intentions to introduce Minnesota's model policy as national legislation through the Stop Exploitation through Trafficking ("SETT") Act, the day featured U.S. Ambassador Luis CdeBaca as the lunch keynote. The conference focused on exploring opportunities for innovation, sharing best practices, fostering learning, deepening partnerships, hearing from national partners, and increasing the expertise and capacity among organizations working to end child sex trafficking and implement Safe Harbor.

#### **Leveraging philanthropic dollars and support to bring in greater public funding (Spring 2014)**

After the 2013 legislative session, the coalition backing the implementation of the No Wrong Door model were not sure they would return to the Legislature in 2014 to request additional funding. However, they did go back in 2014 and were pleasantly surprised by the result: an almost doubling of the base budget for the Safe Harbor legislation from \$2.8 million to \$5 million going into the 2015 legislative session. This funding included:

- Increased funding for the Minnesota Department of Human Services to award as grants for shelter and housing: \$500,000 in FY14, \$1 million in FY15 and \$2 million in FY16/17.
- Funding for the Minnesota Department of Health to award as grants for comprehensive services for at-risk individuals or victims of trafficking: \$1 million in FY15, \$2 million in FY16/17.

As they did in the 2013 legislative session, the Women's Foundation not only provided funding to The Family Partnership to support their lobbying efforts at the Capitol, but readily encouraged and recruited its trustees, grantees, and individual donors to engage directly with legislators when and where their testimonies and influence could be most useful and effective.

Beyond the legislative session, the Women's Foundation has continued to support advocacy at a federal level. They encouraged U.S. Senator Amy Klobuchar and U.S. Representative Erik Paulsen in their championing of the *Stop Exploitation Through Trafficking Act (SETT)*, federal bipartisan legislation to combat trafficking.

In August 2014, the Foundation joined advocates, law enforcement and implementers of the No

Wrong Door model in a roundtable discussion with Sen. Klobuchar and Cindy McCain about Minnesota's progress to address child sex trafficking and the federal SETT legislation.

## **DEVELOPING SHARED MEASUREMENT**

In order to develop an understanding of collective impact across their grantmaking, in February 2013 the Foundation hired GrayHall, a St. Paul-based management-consulting firm, to complete a collective evaluation of the first year of grants awarded through the MN Girls campaign. The evaluation surveyed grantees to determine key successes as well as what, in their estimation, was still needed to end the sex trafficking of Minnesota girls. The evaluation revealed progress on the issue, even in only the first year of the campaign. However, the evaluation represented only a sliver of the large number of organizations and agencies doing work vital to the common agenda around this issue.

Annual evaluation of No Wrong Door was mandated by the state. The Foundation convened four of the organizations that received state No Wrong Door funding to discuss how to proceed with collaborative data collection and evaluation. Legislators and the public will expect to see solid data and evaluative analysis of the cost-effectiveness and social impact of the investment of public dollars. Furthermore, early success with the model will help make a strong case for additional appropriations in the 2015 legislative session.

A challenge in the development of a shared measurement system – one not unique to this collective impact effort alone – is balancing the opportunity around shared awareness with the need to protect data privacy. The Women's Foundation continues to foster a learning community among key field leaders about how data might be safely shared across systems and agencies to improve outcomes around the issue without jeopardizing the safety and well-being of survivors.

Beyond supporting collective evaluation, the Foundation continues to support research to better understand the nature of the issue and address the demand for child sex trafficking. In September 2014, the *Mapping the Market for Sex with Trafficked Minor Girls in Minneapolis* research study was released by the University of Minnesota and Othayonih Research. Commissioned and funded by the Foundation, is a first-of-its-kind approach to understanding how the overall market for juvenile sex trafficking manifests within communities in one city, Minneapolis. It shines an unprecedented spotlight on the demand-side of the issue to disturb and disrupt the market.<sup>9</sup> The hope is that these findings will help organizations in the field – advocates, law enforcement, prosecutors, judges, schools, etc. – create prevention strategies to protect youth vulnerable to trafficking and focus beyond victims to end the demand.

## **ESTABLISHING EFFECTIVE & CONTINUOUS COMMUNICATION**

As a key condition for collective impact, “continuous communications” for the Women's Foundation meant not only communications with players already a part of the policy field, but also broadly, raising public awareness in order to mobilize resources and voluntary action around the issue.

### **Understanding public perception**

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<sup>9</sup> Martin, L. & A. Pierce. (September 2014). “Mapping the Market for Juvenile Sex Trafficking in Minneapolis: Structures, Functions and Patterns.” <http://uroc.umn.edu/documents/mapping-the-market-full.pdf>

When the Women’s Foundation first launched the MN Girls Are Not For Sale campaign, they knew it was important to develop a deeper understanding of the nature and extent of public awareness around this issue.

In August 2011, they commissioned The Mellman Group – a research firm based out of Washington, D.C. – to conduct focus groups and polling of 600 likely voters in Minnesota. Those who participated in the poll recognized that child prostitution was a serious problem; however, at the time of polling, the threat of this issue in Minnesota wasn’t hitting home. Additionally, terminology around the issue was varied and not uniform amongst advocates, and even more confusing to the general public.

According to the Mellman research, the most effective approach would be for the campaign to frame the issue as “child prostitution,” the most understood term by the general public than either CSEC (commercial sexual exploitation of children) or sex trafficking. The recommendations from this report were integrated into the Foundation’s MN Girls campaign marketing materials developed from September through October 2011, including a dedicated campaign website<sup>10</sup>, social media presence, and video stories. The Foundation plans to repeat the Mellman Group public perception research in the final year of the campaign to see what changes occur in terms of awareness and engagement in the issue.

The Foundation took the research findings and applied them to key message development for the campaign. The campaign has particularly benefited from the ensuing high levels of media attention, before and since the public launch in Nov. 2011. In September 2011, *Minneapolis-St. Paul Magazine* ran an article on the issue of child prostitution titled, “Life on a String.”<sup>11</sup> This was the first time the magazine had ever focused on a single issue so serious in nature.

Other media included: (11.28.11) Waging War Against Youth Prostitution (*Southwest Journal, The Journal*), and (12.07.11) Rescuing local girls from prostitution gets \$4 million boost (*The Minnesota Spokesman-Recorder*).

On January 28, 2012, the *Minneapolis Star Tribune* newspaper featured a front-page, above-the-fold article about the campaign, “New ally joins fight to end teen sex trade.”<sup>12</sup> This was incredible visibility for the Women’s Foundation, its MN Girls campaign, and its leadership around this issue.

Shortly thereafter, local NBC affiliate KARE11 ran a feature on the issue and the Foundation’s leadership.<sup>13</sup> Largely through the leadership of *New York Times* journalist Nicholas Kristof and The CNN Freedom Project, media attention about child prostitution continued on a national level as well. In late September/early October, CNN, as part of the *CNN Freedom Project: Ending Modern Day Slavery*, aired a three-segment series highlighting the work of the Foundation’s statewide partners to end the trafficking of Minnesota girls.

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<sup>10</sup> [www.mngirlsnotforsale.org](http://www.mngirlsnotforsale.org)

<sup>11</sup> Hawkins, B. (September 2011). “Life on a String.” *Minneapolis-St. Paul Magazine*.  
[http://www.wfmn.org/PDFs/WFM\\_MSPmagSept2011Web.pdf](http://www.wfmn.org/PDFs/WFM_MSPmagSept2011Web.pdf)

<sup>12</sup> Hopfensperger, J. (28 Jan 2012). “A New Ally Joins Fight to End Sex Trade.” *Star Tribune*. Retrieved from:  
<http://www.startribune.com/local/minneapolis/138239964.html>

<sup>13</sup> Volpe, T. (16 Feb 2012). “Minnesota: A human trafficking battleground.” *KARE 11*. Retrieved from:  
<http://www.kare11.com/news/article/959535/396/Minnesota-A-human-trafficking-battleground>

### **Communications efforts ramp up with the congressional session**

As the 2013 State Congressional Session – a biennial budget year for Minnesota – got underway, public awareness through media impressions, paid public service announcements, op-eds by Foundation President and CEO Lee Roper-Batker and speaking engagements became even more of a priority for the Women’s Foundation. The Foundation was successful in garnering the attention of most the major local media outlets (See Appendix C for a detailed list).

To raise awareness among potential donors and a general audience that this is a real issue affecting communities across Minnesota, the Foundation sponsored Minnesota Public Radio to air a “heavy rotation schedule” of campaign ads from April 1, 2012 through March 31, 2013.

To raise awareness in communities that are disproportionately affected by this issue, the Foundation strategically partnered with news outlets focused on creating content specifically for communities of color across Minnesota.

### **Folding the campaign back into an organizational communications strategy**

As a noticeable shift occurred in media coverage around the issue by the second public year of the campaign, the Women’s Foundation was able to shift their communications strategy. Initially, it was valuable to have a unique brand and freestanding website for the campaign that could serve as “ground zero” for accurate information on the issue while the campaign was being launched.

However, after two years of public education effort, it was clear that a groundswell of policymakers and donors grasped the urgency of the issue and goals of the campaign. In 2013, the campaign was integrated into the Foundation’s website (wfmn.org) and no longer made use of a freestanding logo. Furthermore, with the third printing for their primary campaign brochure, the Foundation shifted the term “child prostitution” to “sex trafficking,” a term now solidly in both policy and public conversations.

Even with this internal communications strategy shift, the high level of media interest continued, unabated. In November 2013, an in-depth four-part series about a Two Harbors, Minn. child sex trafficking survivor was published by the *Star Tribune* after connections facilitated by the Women’s Foundation between the reporter and its grantee-partners.<sup>14</sup>

## **SERVING AS BACKBONE ORGANIZATION**

Since the launch of the campaign, the Women’s Foundation has learned both the unique opportunities and challenges associated with stepping into a “backbone” role within a collective impact model as a philanthropic organization.

### **Developing a collaborative decision-making structure**

In order to build off donor energy and be true to the Foundation’s commitment to authentic partnership, the Foundation established a committee structure from the very beginning of the campaign to inform its ongoing strategy. Over 50 external stakeholders are engaged across three advisory committees. These three committees — fundraising, grantmaking, and public education — are each chaired by a committee participant (who is a trustee) and assigned staff liaison. Each of

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<sup>14</sup> Louwagie, P. (Nov 2013). Saving Bobbi. *Minneapolis Star-Tribune*. Retrieved at <http://www.wfmn.org>

the chairs and staff liaisons participate in an overarching steering committee that communicates and coordinates across the three committees.

One interview respondent highlighted the model of committee participation and input from front-line and direct service providers – while designed in the spirit of authentic partnership – as posing a challenge in the grantmaking process. Many of the grant applicants had a representative on the MN Girls grantmaking committee, resulting in organizations having decision-making authority around each other’s grant proposals. The tension caused as a result of this process threatened to fracture relationships between organizations that had spent the last half-decade learning to work as partners in this policy field. According to the interview respondent, the organizations engaged in the tough work of repairing their relationships, and the Women’s Foundation understood the issue and nimbly shifted the charge of this committee for future grantmaking rounds to one that advises on high-level grantmaking priorities, but not on the specific awards. The honest and responsive relationships the Foundation had with the committee members ensured they were able to correct course and move forward smoothly.

### **Stepping in, Stepping back**

The Foundation’s funding flexibility and visibility in the community enabled them to convene uniquely to other organizations working in the field. However, the power imbalance between them as a funder and organizations seeking or receiving funding require them to be strategic about when and how they participate in particular conversations. As one staff person stated,

*We’re clear that we’re not the experts at the table. We’re the neutral convener and – when we can – we’re bringing our nonprofit providers with us and our survivor leaders, many who have been marginalized as a result of the systems in our society. But still there is a power imbalance. We invite people to the table and they come because we have financial resources. Or we participate in a conversation about research needs and that conversation looks very different if we’re sitting there. So we have to be very honest about our participation in that and when it is appropriate for us to be at the table and when it isn’t. So we’ve had some hard conversations around that, but I think the field has strengthened because of it, our partnerships have deepened and the capacity of individuals has strengthened.*

In addition to recognizing power dynamics, the Women’s Foundation acknowledges that serving as the backbone organization around this issue has required them to function more as an operating foundation than a traditional grantmaking foundation. As one staff person shared, “It was really like starting another nonprofit within our organization.”

Though the Foundation hired a fulltime campaign coordinator prior to the campaign launch, they found that the campaign still necessitated high amounts of time and leadership from across the Foundation’s staff. Campaign-related activities needed to be more explicitly written into job descriptions across the organization.

The Foundation had to narrow the scope of its work, overall. While its board is pleased with the campaign’s outcomes to-date, it recognizes that it is not a strategy that is sustainable for the Foundation as it seeks to continue to meet its broad mission and vision.

## LOOKING FORWARD

This case study provides a snapshot in time of a continually unfolding philanthropic campaign and statewide social intervention effort.

Following the first year of the campaign, multiple stakeholders who were reached out to during the authoring of this study spoke of the importance of targeting and leveraging the campaign. They expressed the importance of continuing to be highly strategic with messaging to both policymakers and the general public. They emphasized leveraging this campaign to garner further private and public investment in the infrastructure and direct services necessary to truly “end sex trafficking in Minnesota.” As one respondent put it, “We can spend 5 years and millions of dollars building awareness, but if we still don’t have a place for these kids to go, then raising awareness doesn’t accomplish much.”

Two years into the campaign, key staff and external stakeholders emphasized that the Women’s Foundation’s role as a convener around this issue was equally important to their role in mobilizing philanthropic support. As one stakeholder shared, “They have struck a great balance between being a funder, but also serving a value-added role of directly engaging around the issue and serving as a convener. They do it in a way I haven’t found any other foundation does.”

### **What’s next? What will happen after the five-year campaign period?**

As the campaign evolves, the Foundation’s leadership continues to reflect on the campaign’s five-year slated sunset timeframe (2015?).

How far will the campaign have gone in achieving its bold vision? How much public awareness and public investment will be generated? How might the Women’s Foundation help new donors who have been engaged through the campaign see this as a subset of the broader gender inequality mission of the Foundation? There continue to be as many questions currently as there are answers.

In considering these questions, the Foundation must balance the paradox of sharing an urgent vision of ending child prostitution statewide while acknowledging this as a complex, global issue that has defied state and temporal boundaries for centuries. Though the battle against sex trafficking will very likely continue beyond five years, the Foundation will have not only instigated a nationally recognized, field-leading model for effective policy design and implementation, but also will have established a model for how to accelerate collective impact around an urgent social issue.

As one respondent put it, “Once Minnesota does this – and does this right – not only are we going to help our state, but states all over will use this model.”

Indeed, the MN Girls Are Not for Sale campaign of the Women’s Foundation of Minnesota is seeding models for effective policy and impactful philanthropy that will continue to ripple into waves of change beyond what any one individual, organization, or sector can achieve alone.

In August 2014, the Foundation hired an outside consultant to conduct a feasibility study to help determine next steps as the campaign sunsets. Findings and recommendations from the study will be presented to Foundation board and staff in January 2015.

## APPENDIX A: METHODS

This case study was developed through a multi-method approach that combined interviews of Women's Foundation of Minnesota staff and a few key external stakeholders with information gained through a review of founding documents.

Six separate individuals were interviewed from March 2012 to April 2012 using a semi-structured interview protocol. A small group of representative interviewees were selected by the Women's Foundation of Minnesota and included four managerial staff from the Foundation, one individual able to provide perspective on the campaign's connection to national strategy, one individual able to provide a frontline perspective, and one individual able to provide a policy perspective.

For the case study update, three key Women's Foundation staff and a grantee were interviewed in November 2013 and September 2014. Campaign documents, reports, and work plans were used to provide additional background.

## APPENDIX B: 5-YEAR CAMPAIGN GOALS & OUTCOMES

MN Girls Are Not For Sale is a five-year campaign of the Women's Foundation of Minnesota to galvanize resources to end the sex trafficking of girls in Minnesota. While we recognize that the prevalence of child sex trafficking has a complex set of root causes, this program is specifically focused on decreasing the sex trafficking of girls by addressing the following goals and outcomes:

Goal 1: Redefine prostituted girls under 18 as victims of a crime and ensure access to housing and treatment.

### *Social Change Outcomes*

- Legal policy and practice recognize that girls under the age of 18 who have been prostituted are victims of a crime.
- Appropriate systemic responses and funding are in place to link sexually exploited girls with needed services.

Goal 2: Decrease the demand that results in the prostitution of girls.

### *Social Change Outcomes*

- Arrests, prosecution, and penalties increase for traffickers and adults who buy sex with girls.
- Law enforcement, attorneys, and judges have increased awareness and training and policies to end the sex trafficking of girls.

Goal 3: Raise awareness and engage the public until there is zero tolerance for the prostitution of girls.

### *Social Change Outcomes*

- Public education strategies aimed at youth, men, and the broader community to prevent the prostitution of Minnesota girls.
- Public activism results in changes to laws, policies, business and community practices that reduce the prostitution of Minnesota girls.

## APPENDIX C: CAMPAIGN LAUNCH TIMELINE

### ASSESSING NEED

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**Late 2009:** Women's Funding Network launches national campaign to end sex trafficking and invites their membership to explore replication of Georgia's effective anti-trafficking campaign *A Future, Not A Past*.

### DEFINING PURPOSE & ARTICULATING PRINCIPLES

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**January 2010:** The Women's Foundation of Minnesota gathers 30 key donors and issue leaders to discuss the potential replication of Georgia's *A Future, Not A Past* model in Minnesota; \$500,000 lead gift made by Carlson Family Foundation.

**February 2010:** Georgia-based Schapiro Group starts state-level research.

### BUILDING RELATIONSHIPS (March 2010 – June 2010)

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**April 2010:** Five Minnesota stakeholders attend national training on the AFNAP model in advance of their April 2010 annual conference in Denver, Colorado. The Women's Foundation holds second donor awareness event.

**June 2010:** The Women's Foundation agrees to sponsor the fiscal note and advocate for Safe Harbor legislation being developed in Minnesota by Advocates for Human Rights, The Family Partnership, and ECPAT-USA.

### DEVELOPING THE CONCEPT

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**July 20, 2010:** 85 stakeholders convene to develop a strategic vision and goals for the campaign.

**July - November 2010:** Twenty-four stakeholders from the July planning session continued to develop desired outcomes for each of the three goals articulated in the strategic planning process.

### OVERCOMING LIMITING BELIEFS

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**November 2010:** Schapiro Group report "Adolescent Girls in the Minnesota Sex Trade" released. Data suggests the issue is not only a problem, but on the rise.

**November 2010:** The feasibility study results recommend a \$2 million campaign. The Women's Foundation's Board approves a \$4 million campaign over five years.

## BUILDING INFRASTRUCTURE

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**January and April 2011:** The Women's Foundation holds two early meetings with select donors and issue experts to explore how to address this issue in Minnesota. After these meetings, \$1 million has already been pledged for the campaign.

A committee structure involving fifty stakeholders in three committees is established to inform the campaign on an ongoing basis.

## IMPLEMENTATION – Pre-Launch

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**July 20, 2011:** Safe Harbor Act signed into law by Minnesota Governor Mark Dayton and 185 stakeholders gathered for the first annual campaign conference: *Minnesota Girls Are Not For Sale | Gathering for Connection, Education & Action*.

**August 2011:** The Women's Foundation commissions The Mellman Group, a public awareness research firm, to conduct a baseline public awareness study.

**September 2011:** A public website separate from that of the Women's Foundation is launched (<http://www.mngirlsnotforsale.org/>) and a social media presence is built out.

**September 2011:** *Minneapolis-St. Paul Magazine* publishes "Life on a String" feature on child prostitution in Minnesota.

**November 2011:** The Women's Foundation of Minnesota launches campaign to end the prostitution of Minnesota girls.

(11.28.11) Waging War Against Youth Prostitution (THE SOUTHWEST JOURNAL, THE JOURNAL),

(12.07.11) Rescuing local girls from prostitution gets \$4 million boost (MINNESOTA SPOKESMAN-RECORDER)

## IMPLEMENTATION – Year 1

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**January 28, 2012:** Sunday edition of the *Star Tribune* features a front-page, above-the-fold article on the campaign.

**January 31, 2012:** The Women's Foundation awards \$366,500 to eight organizations in first round of grants.

**June 2012:** Women's Foundation President and CEO Lee Roper-Batker leads delegation to Washington to testify before Minnesota State Congressional Delegation.<sup>15</sup>

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<sup>15</sup> <http://www.usnews.com/news/blogs/washington-whispers/2012/06/22/anti-child-sex-trafficking-group-comes-to-washington-to-say-minnesota-girls-are-not-for-sale>

**September 24, 2012 – October 6, 2012** – CNN, as part of the *CNN Freedom Project: Ending Modern Day Slavery*, airs three-segment series highlighting work of the Foundation’s statewide partners to end the trafficking of Minnesota girls.<sup>16</sup>

**November 28, 2012:** A MN Girls Campaign State Delegation including 13 cross-sector leaders visit Washington DC to attend Shared Hope International’s *Sharing the Hope* conference.

## **IMPLEMENTATION – Year 2**

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**January 2013** – "No Wrong Door: A Comprehensive Approach to Safe Harbor for Minnesota's Sexually Exploited Youth," (No Wrong Door) published following over a year of work by the Department of Public Safety, the Department of Health, the Department of Human Services, and a broad array of stakeholders from around Minnesota. Report describes a model for Safe Harbor 2011’s implementation.

**February 13, 2013:** Safe Harbor Bill (HF485 & SF384) introduced in Minnesota House and Senate.

(2.8.13) Minnesota legislators to offer bill to help sex-trafficking victims (ST PAUL PIONEER PRESS)

(2.15.13) State lawmakers introduce legislation to help youth sex trafficking victims (THE JOURNAL)

(2.26.13) Reader’s View: Support Legislation to Stop Sex Trafficking. (DULUTH NEWS TRIBUNE)

(3.15.13) Protecting children caught up in sex trade: 2011 legislature passed Safe Harbor – 2013 needs to put resources in place (Twin Cities Daily Planet)

(3.18.13) Legislators consider plans to help minors caught up in sex trafficking (MINNPOST)

(4.11.13) Minnesota law for sex trafficking victims (MINNEAPOLIS STAR TRIBUNE)

**March 23, 2013:** The Women’s Foundation invests \$20,000 for radio spots in six different cities across the state to gather support for the “No Wrong Door” program making its way through the Minnesota State Legislature.

(3.23.13) Ad Campaign Promotes Bill To Help Sex Trafficking Victims (WCCO)

**April 12, 2013:** Women’s Foundation of Minnesota awards \$350,000 in grants to nine organizations through MN Girls Are Not For Sale.

**April 2013:** The Women’s Foundation offers Minnesota State Legislature \$1 million – the largest grant ever authorized by WFMN – if the Legislature funds \$7 million of the \$13.5 million requested for the “No Wrong Door” program.

(5.1.13) Help Minnesota's child victims of sex trafficking (MINNEAPOLIS STAR TRIBUNE)

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<sup>16</sup> <http://www.wfmn.org/category/videos/>

**May 21, 2013** - Safe Harbor 2013 passed the Minnesota State Legislature, funding \$2.8 million of the \$13.5 million requested for the implementation of the No Wrong Door model.

(6.17.13) Child Sex Trafficking is a Public Health Issue (MINNEAPOLIS STAR TRIBUNE)

**November 2013** – The Women’s Foundation of Minnesota hosts its third major convening of the campaign, *At the Intersections of Our Work: Strengthening Minnesota’s Comprehensive Model to Address Child Sex Trafficking*, focused on the implementation of the No Wrong Door model locally and best practices nationally. Minnesota U.S. Senator Amy Klobuchar announces introduction of bipartisan Stopping Exploitation Through Trafficking (SETT) Act.

*Star Tribune* publishes *Saving Bobbi*, an in-depth four-part series on a Minnesota native who survived sex trafficking as a minor.

**May 2014** – The Minnesota Legislature appropriates an additional \$2.8 million to the base budget of the Safe Harbor legislation, due in large part to the philanthropic and advocacy support of the Women’s Foundation.

**August 2014** – The Women’s Foundation participates in a roundtable discussion among advocates, law enforcement and other stakeholders with U.S. Senator Amy Klobuchar and Arizona Senator John McCain’s wife Cindy McCain to discuss opportunities for the passage of federal anti-trafficking legislation. Foundation hires consultant to conduct a feasibility study to determine what it will do with the MN Girls campaign work once it sunsets; findings and recommendations in January 2015.

**September 2014** – *Mapping the Market for Juvenile Sex Trafficking in Minneapolis: Structures, Functions and Patterns* – a research study commissioned by the Women’s Foundation is published, shining an unprecedented spotlight on the demand side of the issue.

## APPENDIX D: SUMMARY OF CAMPAIGN STRENGTHS & WEAKNESSES

### What Respondents Highlighted As Campaign Strengths:

- Connection to a national strategy and activity.
- Intentionality of engaging donors early and often. Their passion around this issue has inspired others.
- Engaging in an ongoing participatory planning approach with cross-sector stakeholders. Building out advisory committee structure so stakeholder voices continue to advise the campaign's direction. One respondent praised the Women's Foundation's demonstrated ability to "take the lead from organizations that do the work the best...being a good partner in the community." Another respondent described the Foundation as "really mindful about bringing people to the table who do this work every day. They don't assume they have the answers or try to make people bend to their vision."
- Elevating campaign to first organizational strategic goal.
- CEO and Board both committed and working together to align and marshal resources.
- Strong, visionary leadership across the board including an experienced campaign chair and trusted staff leadership.
- Having "a bold enough vision to rally hearts and minds."
- Engaging a diversity of donors and stakeholders in the campaign (e.g., prominent male donors)
- Keeping staff and Board focused on fundraising pyramid, starting with largest gifts and working towards broad-based, lower amount gifts.
- High levels of media attention.
- Close alignment between programs, research, and fundraising at both a staff and committee level.
- Aimed to maintain a human face on the issue, not allowing public awareness efforts to sensationalize the issue or objectify victims.
- Attention to research and polling data: started the campaign with a "mini" feasibility study, commissioned baseline research on both prevalence and public awareness.
- Willingness to put forth a policy agenda backed by not only funding, but also active advocacy efforts from top leadership.
- Having a nimble team who could shift gears as learning occurred.

### What Respondents Highlighted as Campaign Challenges:

- Managing high level of demand on time and energy of senior staff leadership.
- Providing outlets for outpouring of volunteer and donor energy around issue.
- Building relationships to overcome "turf issues" in a field in which many organizations had been working, but not necessarily in a coordinated enough way.
- Establishing a model of input that preserved self-interest of potential grantees while ceding decision-making authority.

# APPENDIX E: MINNESOTA ANTI-SEX TRAFFICKING POLICY FIELD MAP

