

# **Criminal Justice Coordinating Council**

## **Georgia Statewide Human Trafficking Task Force**

### **Brief Operations Manual: Affiliate-Level Membership**

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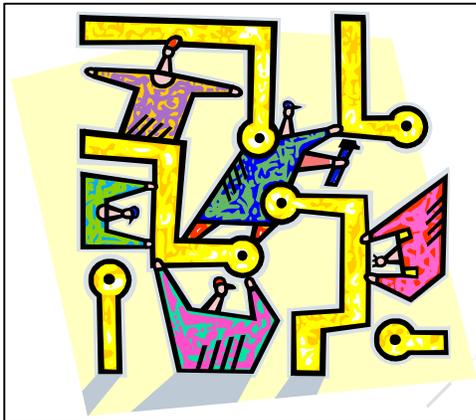
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## Introduction

This document provides an overview of key operations matters of importance to Affiliate Level Task Force members. It does not contain actual operating procedures. The Operations Manual (currently in draft form) is a separate document, regarding which some explanation is provided below.

Most of the Standard Operating Procedures (SOPs) contained in the Operations Manual are preliminary. This is due to the fact that SOPs aren't simply written, they must be implemented. This process is underway by the CJCC and the Management Team. An implemented SOP is one that:

1. has been read by the parties that would be affected by it;
2. is agreed-to by the parties responsible for carrying it out; and
3. is actually carried out by the responsible parties.



The completion of these steps is noted for each SOP by a status box positioned under the SOP's title, as shown below.

### SOP Status Box

SOP #
Revision #
Implementation Date #
Last Reviewed/Update Date

The first implementation step relates to the status of "Last Reviewed/Update Date." For all the SOPs contained in this manual, no date is entered because the SOPs have not yet been read by the parties that would be affected by them.

The second step relates to the "Revision #." This status obviously means that the SOPs are subject to regular reviews and updates, as needed for a variety of reasons. If the SOP is accepted as it is initially written in this manual, then there is no revision. Thereafter, each revision is numbered.

Finally, the third implementation step relates to the "Implementation Date." This means the SOP has been initially carried out successfully and is in force as of the date entered.

In light the above, the Operations Manual contains very basic or "bare bones" versions of the SOPs. A part of the Task Force's organizational development will involve gradually implementing SOPs, eliminating unneeded ones, and creating new ones. Sometimes it may be necessary to pay attention to how certain things are being done in order to assess the extent to

which: a) an initial SOP is on the mark and ready to go as written; b) an initial SOP is off the mark and needs to be revised; c) a different SOP is needed; or d) things are just fine as they are in a particular area and no SOP is needed at all. One of the tasks of the Management Team is routine Operational Reviews in order to continuously improve Task Force operations and the SOPs that guide them.

## Section 1: Membership

### Explanation

Membership in the CJCC-Statewide Human Trafficking Task Force is open to all interested individuals and organizations. In order to optimize participation and ensure steady progress toward achieving collective impact, three types of membership are provided as follows:

- **Partner:** Public, private, civic, faith-based and other organizations that are signatories to the CJCC-Task Force Memorandum of Agreement (MOA). As such, these entities receive, share, and/or contribute resources for projects that are directly aligned with achieving collective impact goals. As set forth in the MOA, representatives of these organizations shall be members of Task Force Work Groups.
- **Affiliate:** Public, private, civic, faith-based and other organizations that are involved in initiatives, programs, activities and the like that are *affiliated* with impacting some aspect of the Human Trafficking problem, and that elect to have their efforts and impact documented as a viable part of Georgia’s Human Trafficking work. These entities elect to not have a direct involvement with specific CJCC-Statewide Human Trafficking Task Force projects, though their efforts are coordinated with or may in fact support, reinforce, or otherwise contribute to the success of such projects. Representatives of these organizations may or may not attend Task Force Work Group meetings. When they do so, it is strictly in role supportive of Work Group projects.
- **At-Large:** Individuals as well as public, private, civic, faith-based and other organizations that seek to informally cooperate by sharing information and maintaining dialogue with Task Force Work Groups without necessity of attending meetings or coordinating action.

Partner and Affiliate membership include involvement of organizational resources. At-Large membership allows for stand-alone individuals to be involved without the support of an organization’s resources behind him or her.

It is not the goal or desire of the CJCC-Statewide Human Trafficking Task Force to be “the only” or “the most important” Human Trafficking endeavor. Rather, the Task Force’s role is intentionally limited to a defined range of outcomes and impacts while at the same time open to and interested in both formal and informal linkages with individuals and organizations whose activities support its work. Indeed, the CJCC-Statewide Human Trafficking Task Force recognizes the value of other Human Trafficking-related endeavors and, in some instances, the need for other endeavors to pursue their own course of action.

## **Section 2: Organizational Meetings**

### **Explanation**

Numerous meetings are necessary in order for the CJCC-Statewide Human Trafficking Task Force to conduct its business. This section of SOPs is concerned with meetings that involve the whole Task Force or in some instances portions of it. This section of SOPs is not concerned with Work Group meetings (this is addressed in Section 2 of the Operations Manual – Work Group Meetings SOPs).

While the meetings and related SOPs covered in this section of the Operations Manual can be convened for a variety of reasons, the rationale behind the SOPs is for maintenance of the collective impact process, specifically ensuring:

- **Continuous communication:** consistent and open communication is needed across the many members in order to build trust, assure mutual objectives, and create common motivation.
- **Common agenda:** all members have a shared vision for change, including a common understanding of the problem and a joint approach to solving it through agreed-upon actions.
- **Mutually reinforcing activities:** member activities must be differentiated while still being coordinated through a mutually reinforcing plan of action.

As engaged in public business that is largely supported by public dollars (i.e., taxes), these meetings are not subject to being closed to non-members, as such. However, in their design to cover matters pertaining to the three areas above, these meetings are not intended to allow for new business items to be presented and for those that have been agreed-upon to be challenged. The Operations Manual provides several SOPs for doing so.

Therefore, an effect of the operational guidelines in this section of the Operations Manual is to assure members that the business to which they have committed themselves is reasonably protected from being supplanted by others.

## **Section 3: Work Groups**

### **Explanation**

Work Groups operate to conceptualize, plan, and carry out specific projects of varying scale and duration. Work Group projects are designed to:

1. engage partner and affiliate members in activities that
2. generate a predetermined range of outputs that together are capable of
3. producing outcomes as confirmed by agreed-upon data and other indicators, such that the

4. combined effects of outcomes across all projects achieve measurable progress toward collective impact targets.

This role calls for Work Groups with clearly delineated boundaries, a dedicated membership, and disciplined activity that is resistant to the sway of “personal whims” or, for that matter, “personal agendas.” In short, the overall success of the Human Trafficking endeavor is totally reliant upon high-performance Work Groups.

Given that the work of individual members in the Work Groups is not compensated and, often, is done in addition to their day-to-day job duties within their organizations, ensuring that such time truly “pays off big” is important! The aim of the SOPs in this section of the Operations Manual is to ensure that this is the case.

The total number and types of Work Groups is not fixed. Indeed, there is nothing sacrosanct about the number and types of Work Groups in place at any given time. At this time, there are eight (8) Task Force Work Groups. As collective impact baseline measures are specified and plans developed to “move the needle” relative to collective impact targets, additional Work Groups may be needed. Likewise, existing Work Groups may need to adjust or change their focus. And in some cases, existing Work Groups may need to be dissolved. Being flexible and nimble in this way is an organizational best practice. The SOPs in this section of the Operations Manual provide for this best practice.

## **Section 4: Project Planning**

### **Explanation**

Projects are the foundation of the CJCC-Statewide Human Trafficking Task Force’s work. With a large number of individuals and agencies involved, a critical threat to viability is engaging in lots of activities that “seem right and good” but that don’t produce desired measurable impacts. The aim of the SOPs in this section of the Operations Manual is to ensure that activities result in desired measurable impacts.

A project is an organized set of activities that:

1. are subservient to preselected goals;
2. are driven by objectives or benchmarks that, upon completion, ensure attainment of the goals;
3. are carried out according to a schedule or timeline and linked to specific actors of individuals that are responsible for their execution; and
4. generate outputs and outcomes that drive toward achieving a desired measurable impact.

While Work Groups may certainly discuss and even engage in other activities that aren’t directly aligned with a particular project plan, it is the duty of Work Group Chairpersons to ensure that such take place only after project-related actions are well in place, and showing measurable results.

## **Section 5: Project Management**

### **Explanation**

A careful and disciplined selection and prioritization of projects by Work Groups is a start. What must follow is actually following through on the project action plans, or project management. With the collective impact focus of the Task Force, numerous projects will be underway at the same time, and this is necessary in order to address multiple Human Trafficking problems simultaneously. This, of course, can easily become unwieldy and thereby squander the valued and limited time and expertise of numerous Work Group members.

The aim of the SOPs in the Project Management section of the Operations Manual is to provide several basic project management measures that will ensure the following:

1. Disciplined initiation or start-up of projects which includes but is not limited to the following areas:
  - clear criterion for success;
  - discrete tasks and activities;
  - work schedule with timeline;
  - specific outputs and outcomes with indicators for each;
  - clear connection with one or more Task Force goals along the Human Trafficking continuum; and
  - illustration or indication of how outputs and outcomes will contribute to achieving the collective impact target(s) associated with the Task Force goal(s) on which the project is focused.
2. Regular updates that indicate progress in the above areas and corrections as needed when sufficient progress is not being made.
3. Termination of the project upon its satisfactory completion.

## **Section 6: Project Data Collection and Reporting**

### **Explanation**

Along with the work done and facilitated by Georgia Cares in the provision of care to Human Trafficking victims, Work Group projects generate the information and data on which can be based objective determinations of the Task Force's impact. The SOPs in this section of the Operations Manual are intended to ensure cooperation with the evaluation system.

The evaluation system is expected to be completed and in place in 2015. Therefore, SOPs in this section are generic at this time.

Timely and thorough data collection and reporting will support continuous improvement in the following areas:

1. Analysis of baseline and other data to identify key issues and gaps.
2. Establishment and review of shared metrics.
3. Tracking and reporting on progress.

## **Section 7: Transitioning Projects to Programs**

### **Explanation**

Projects are generally carried out to address needs that aren't being addressed by established programs in the service system. Or they address needs with levels of frequency, intensity, and duration of which established programs are not capable. This is the value of projects, and also why the Task Force is engaged in planning and implementing them. Clearly, when it comes to the many unique dynamics of the Human Trafficking problem, established programs aren't always set up to address it with the thoroughness and effectiveness necessary to achieve measurable impacts.

Given the above, some Work Group projects may address a critical problem that, in the end, needs a long-term or permanent solution. In cases where projects make a huge difference in terms of impact on the problem, such projects can be transitioned into programs that become a part of the establish system. The SOPs in this section of the Operations Manual offer procedures for helping to make this happen in an organized way.

## **Section 8: Sector Lead Agencies**

### **Explanation**

The collective impact approach (Hanleybrown, Kania, and Kramer; 2012) moves a step beyond linking agencies, it also links sectors within which are numerous agencies and organizations. The challenge is doing this in a manageable way, especially given the fact that in some collective impact efforts hundreds of agencies from numerous sectors are involved. The SOPs in this section of the Operations Manual provides several basic measures to make manageable the involvement of sectors and the specific agencies and organizations within each.

The measures involved focus on three areas:

1. Enlisting lead agencies within each sector.
2. Utilizing lead agencies to specify and track the initiatives and activities of affiliated members.
3. Utilizing lead agencies to plan and carry out affiliated activities to provide targeted support to a Work Group project.

## **Section 9: Affiliated Initiatives and Activities**

### **Explanation**

Initiatives and activities that are outside the parameters of Work Group projects are extremely important. This importance lies in the fact that the work of the Task Force is part of a much larger body of work, so to speak. This work is going on across the State of Georgia and in scores of localities. Likewise, it is likely the case that the success of Work Group projects is either enhanced or made possible by such initiatives and activities. Therefore, it is of value to the ever-growing Human Trafficking field to undertake efforts to attempt to track and document interrelationships among them, whenever possible. The SOPs in this section of the Operations Manual are designed to put in place minimal arrangements to attempt this tracking and documenting.

## **Section 10: Affiliated Initiatives and Activities Reporting**

### **Explanation**

In some cases, it may be useful to actually establish an arrangement whereby affiliated initiatives and activities take measures to document their activities, outputs, and outcomes. Such reporting will not only allow for mapping current and emerging Human Trafficking-specific efforts, but may also provide a database by which explanations of how impact targets were achieved can be made. This capacity could potentially provide documentation of collective success, that is, the tendency to explain success on the basis of what one program or initiative did could be avoided. The SOP in this section of the Operations Manual is designed to set up a minimal foundation for retrieving this kind of information.

## **Section 11: Advisory Board**

### **Explanation**

This component of the CJCC-Statewide Human Trafficking Task Force organizational structure is comprised of eight to twelve high-level, influential, and widely respected individuals from across the State of Georgia. The basic role of this Board is to:

1. provide input and make recommendations concerning progress toward reaching collective impact targets along the Human Trafficking continuum;
2. help address barriers to progress;
3. provide general guidance on matters of policy and strategy as requested by CJCC and/or the Management Team.
4. Provide guidance to the Task Force through their expertise and experiences in the field.

The Advisory Board is not asked to concern itself with internal operational affairs of the human trafficking work. Most importantly, this Board gives the Statewide Human Trafficking Task Force its “statewide presence and reach” and is instrumental in state-level efforts (e.g., legislation, policy changes) and events (e.g., statewide conferences, etc.).

## **Section 12: Georgia Cares Service Network**

### **Explanation**

Georgia Cares (GC) is well-established and operates under its own policies and procedures in its role of providing and coordinating trauma-informed services for CSE/DMST victims. Accordingly, as Work Group projects directly identify or indirectly facilitate identification of CSE/DMST victims, these projects rely heavily upon the work of Georgia Cares and the service network on which it relies for referrals.

An ongoing process for local, regional, and statewide service networks is to build a clearly delineated “system of care” for CSE/DMST victims. This doesn’t mean starting up new services. Rather, it means shifting and targeting existing services in ways that are more responsive to the needs of CSE/DMST victims, both for immediate crisis treatment and long-term recovery.

The importance of this network for achieving collective impact at the individual level is obvious. Such impacts are related to the following areas of individual human functioning:

1. The child’s knowledge.
2. The child’s attitudes.
3. The child’s skills or competencies (e.g., social, vocational, cognitive, etc.).
4. The child’s behaviors (e.g., school attendance, peer association, leisure activities, etc.).

The only way to document changes and impact in these areas is for there to be some level of agreement about the provision of services, collection of data about doing so, and tracking in order to document and report results. The SOPs in this section of the Operations Manual are designed to assist with making this happen.

## **Section 13: Backbone Support: CJCC**

### **Explanation**

According to “Channeling Change: Making Collective Impact Work,” (*Stanford Social Innovation Review*, by Fay Hanleybrown, John Kania, and Mark Kramer; 2012) creating and managing collective impact requires a separate organization with staff and a specific set of skills to serve as the backbone for the entire initiative and coordinate participating organizations. Within the Criminal Justice Coordinating Council, the Victim Assistance Unit will provide this support. Accordingly, the Division Director – who reports to the CJCC Executive Director –

appoints a staff person to serve as the full-time Task Force Coordinator, while other roles of backbone support are assigned to other staff with the Division.

Though not specifically mentioned in the SOPs preceding and following this section of the Operations Manual, the Division Administrator, Task Force Coordinator, and, sometimes, the Executive Director are the specific persons involved when CJCC is listed in a SOP as an entity responsible for carrying out the procedure.

CJCC has its own internal operating policies and procedures regarding which the SOPs in this section do not apply. Where there may be conflict between internal operations and these SOPs, the policies and procedures of CJCC override these SOPs. Therefore, the intent of the SOPs in this section is provide basic guidelines for key areas of support to the Task Force.

## **Section 14: Management Team**

### **Explanation**

This team brings together all the principal individual decision-makers, as follows:

1. Chairs and Co-Chairs of each Work Group (as these individuals change, so too would the composition of the Management Team).
2. CJCC's Division Director.
3. CJCC's Task Force Coordinator.
4. Chairperson of the Advisory Board.
5. Executive Director of one Lead Agency as selected by the Executive Directors of all the Lead Agencies (Tentative).
6. Executive Director of Georgia Cares.

The Management Team meets once a month at a minimum and likely more often during its initial organizing stage. The CJCC Task Force Coordinator convenes and facilitates meetings and tends to tasks as needed in order to ensure good team functioning. The Task Force Coordinator's basic tasks are as follows:

1. Sending out meeting reminders.
2. Keeping and sending out meeting minutes.
3. Providing the team with monthly Statewide Human Trafficking Task Force Progress Reports.

A monthly Task Force Progress Report is the key document on which are based the discussions and decisions of the Management Team. At a minimum, this report consists of the following:

1. Most recently updated Work Group Project Action Plans.
2. Compilation of accomplishments (each project update lists new accomplishments, thus this would be a compilation of all accomplishments in relation to each

project from all the updates). Some of this information may also be anecdotal and found in the Work Group meeting minutes.

3. Compilation of outputs by each Work Group.
4. Compilation of outcomes by each Work Group.
5. Indicators of measurable program toward collective impact targets.
6. Challenges, setbacks, or difficulties that need to be addressed.

The SOPs in this section of the Operations Manual provide a basic set of routine procedures for carrying out the tasks listed above, as well as others as they may arise.

## Section 15: Decision-Making

### Explanation

At the appropriate time in the development of the Task Force, it may become necessary to adopt a structured decision-making framework. In anticipation of this challenge, it has been determined that the RAPID model may be an appropriate model. The five decision-making activities in the RAPID Model are as follows:

- R Recommender.** This person or entity initiates or drives the decision-making process regarding a certain type of decisions. The “R” is the person or entity that sticks with the decision-making process from start to finish, ensures that others understand what they need to do, and keeps things moving along. In other words, the “R” does most of the work to secure the decision.
- A Agree.** This person or entity must agree with a decision. An “A” is essentially an “I” (see below) with more power. This person’s or entity’s agreement essentially approves a decision and allows it to be made while disagreement disapproves of the decision. Naming someone or some entity an “A” means the Task Force needs their support on practically all major decisions. Generally, the more people/entities with an “A,” the more time and effort it takes to make a decision.
- P Perform.** This person or entity carries out the decision once it has been made. Often, the individuals or entities that are “P’s” are also “I’s.” Since this is where action actually is carried out, it is important that these individuals or entities at least be aware of the decision-making that will impact them and at most be allowed to provide input, or be an “I.”
- I Input.** This person or entity must be consulted before a decision is made. Although an “I” has the right to be heard, she or he or the entity does not have approval or disapproval power (or is not a “A” or “D”). Including a person or entity as an “I” says that the organization values her or his opinion. In a collective impact collaborative, input on far-reaching or “big” decisions should be available to and/or sought from all persons and entities that will be affected by it.
- D Decide.** This is the person or entity with final authority; that can commit the Task Force to

action. It is limited to a few types of highly consequential types of decisions that can affect the capacity of the effort to achieve collective impact.

Note: The order of the letters is actually not important. RAPID is just a good way to remember each decision-making action. The reality is repetitious; somewhat circular or back-and-forth in nature.

## **Section 16: Record-Keeping and Reporting**

### **Explanation**

The official business of the Task Force shall be routinely documented. For this, a system of reporting and record-keeping must be in place. Not only is this good practice. It establishes a reviewable record of the large amount of work done by Task Force members. Moreover, it preserves evidence to support reports to the public and verify reports of measurable impact. Finally, this documentation provides a rich source of information for learning not only what worked, but how it worked and, therefore, how success can be repeated by the Task Force itself as well as replicated by others.

## **Section 17: Media and Public Relations**

### **Explanation**

Great care and extreme caution must be taken in working with the media and public at-large. Among other reasons, a primary one is to ensure accurate presentation of what the Task Force is doing, realizing that the perceptions of the media and public have an impact on the many partner and affiliate members. Inaccurate information can produce harm to these organizations as well as drive away organizations that may be needed for future projects.

Having systematic practices in working with the media and the public is not about “having something to hide,” therefore. Rather, it is about avoiding the harm that can be caused when procedures aren’t in place to ensure that only qualified individuals “speak for the Task Force,” especially when such speaking involves the media. The procedures in this section of the Operations Manual are focused on ensuring smooth and effective relations with the media and public.

## Section 18: Continuous Communication

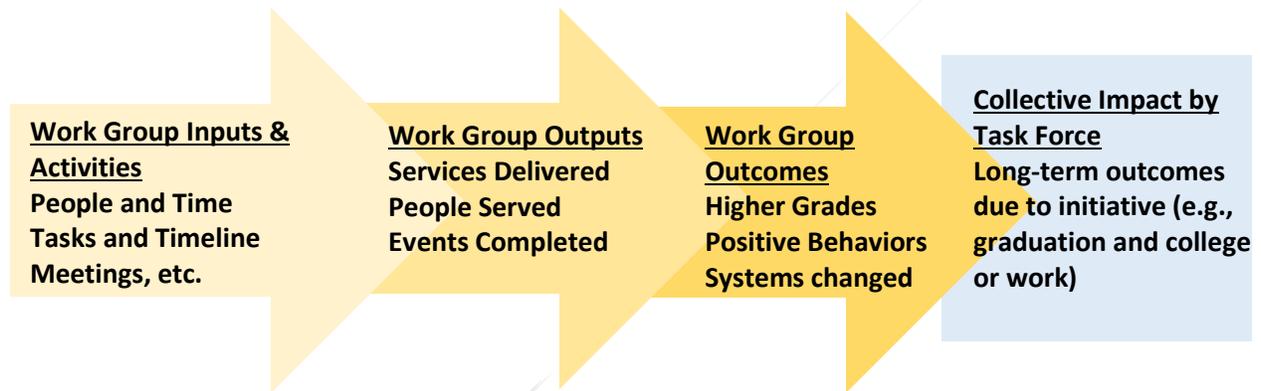
### Explanation

Consistent and open communication is needed across among task force members in order to build trust, assure mutual objectives, and create common motivation.

## Section 19: Shared Measurement

### Explanation

Collecting data and measuring results consistently across all Work Groups ensures that efforts remain aligned and Task Force members hold each other accountable.



(Source: “Breakthroughs in Shared Measurement and Social Impact,” FSG Social Impact Advisors, by Mark Kramer, Marcie Parkhurst, and Lalitha Vaidyanathan, July 2009, modified).

### Individual Level Outcomes

- Knowledge
- Attitudes
- Skills/Competencies
- Behaviors

These type outcomes are principally achieved by Georgia Cares through its collaborative response to children identified as commercially sexually exploited (CSE). This response involves a wide range of agencies and, therefore, constitutes a difficult outcome to measure. This is due, in large part, to the need to track referred children and youth that may be served by several agencies.

## **Community Level Outcomes**

- Increased cooperation, coordination, collaboration
- New or improved policies, laws, regulations, protocols, processes, tools, etc.
- Increased knowledge, awareness, skills, expertise

These type outcomes are mostly achieved by the Statewide Human Trafficking Task Force Work Groups. For example, the development of referral agreements or a Human Trafficking screening tool.

## **Measuring Performance**

As illustration above shows, performance has to do with carrying out the activities that have been planned in order to achieve outcomes. Each activity generates evidence that it has happened. This evidence is called an indicator. For example, counseling sessions would be evidenced by case notes in the client file; meetings would be evidenced by meeting minutes. Thus, some indicators of performance are not numerical in nature, but are products like a screening tool. How often it is used, however, could be counted and this would constitute a numerical indicator. Finding this out may require periodic surveys. The survey is the data collection methodology. Examples of performance outputs are:

- Meetings (e.g., work group meetings)
- Client attendance
- Counseling sessions
- Funding secured
- Interagency protocols developed
- Number of people served/contacted
- Person-hours committed to an event