



Human Trafficking in Minnesota

A Report to the Minnesota Legislature

September 2007



Prepared by

**Minnesota Office of Justice Programs
Minnesota Statistical Analysis Center**



Human Trafficking in Minnesota

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MINNESOTA DEPARTMENT OF PUBLIC SAFETY



OFFICE OF JUSTICE PROGRAMS

September 2007

Dear Governor Pawlenty and Members of Minnesota's Legislature,

In response to Minnesota Statute 299A.785, the Minnesota Department of Public Safety respectfully submits this second study on the extent and type of human trafficking occurring in our state.

Human trafficking is not a new crime — slavery in its many forms continues to adapt with the times. However, the knowledge that modern day slavery occurs in Minnesota is just now coming to light. Because of this, it is our hope that the information contained in this report serves as a catalyst for discussion around this issue and provides a baseline on the number of trafficking victims and trafficking crimes identified.

By its very nature, human trafficking is hidden. It is our belief that as awareness of this issue grows, so too will the number of victims identified and in need of services. For this reason, I urge you to read the numbers of victims reported in this document with caution and certainly as an under-representation of the extent of trafficking occurring in Minnesota. This report is due again in September of 2008, and we will be expanding the data collection efforts to create an even more comprehensive picture of trafficking across our state. Until then, we hope you find this report useful, informative and thought-provoking.

Cordially,

A handwritten signature in cursive script, reading "Michael W. Campion".

Michael W. Campion
Commissioner



Executive Summary

The trafficking in persons for labor or sexual exploitation is an international problem requiring a comprehensive and coordinated international response. While most victims originate in countries with high poverty rates, unstable governments and other challenges to human rights, an estimated 14,500 to 17,500 men, women and children are trafficked into the United States each year. However, trafficking is not only an international crime; each year, millions of people are trafficked within their own countries, including the United States where citizens are forced into servitude, prostitution and pornography.

Currently, the United States federal government is working to address this issue through funding and programming designed to prevent trafficking, prosecute traffickers and protect victims. Governmental support is provided by the Trafficking Victims Protection Act of 2000. This act was re-authorized in 2003 and again in 2005.

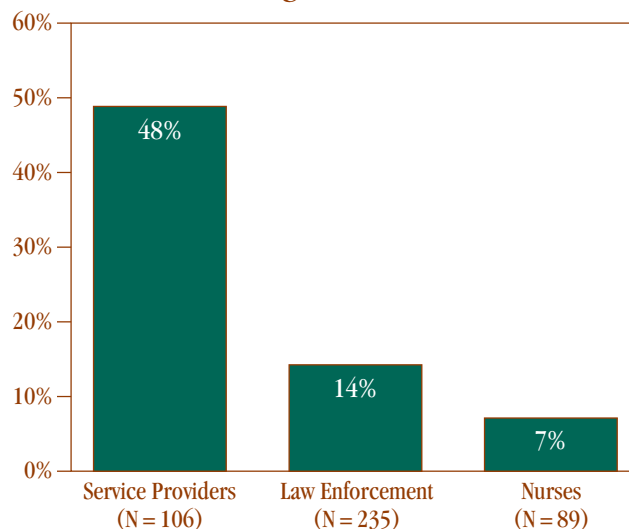
In 2005, the Minnesota legislature passed Minnesota Statute 299A.785, requiring the Department of Public Safety (DPS) to complete annual studies on the extent and type of human trafficking occurring in our state. The first report was completed in September 2006 and this current report is the second annual report in response to that legislation.

Human trafficking, by its very nature, is a hidden crime whose victims often go unidentified, misidentified or undiscovered. In addition, when victims are correctly identified and assisted, there is no systematic and centralized way to count them. Therefore, assessing the level of victimization in Minnesota is difficult.

To better understand this issue, online surveys were completed with three different groups across Minnesota: service providers (N = 106), police chiefs and county sheriffs (N = 235), and nurses (N = 89).¹

Overall, not quite half of the Minnesota service providers surveyed (48%) have served a victim of human trafficking, while only seven percent of nurses have treated one. Fourteen percent of Minnesota law enforcement respondents have either had a human trafficking investigation or arrested someone for a human trafficking crime.

Percent of Respondents Who Have Worked with at Least One Human Trafficking Victim or Had at Least One Human Trafficking Investigation/Arrest



Human Trafficking Arrests, Charges and Convictions

At the time of the survey, police chiefs and county sheriffs were working 21 human trafficking investigations and reported 351 investigations and 161 human trafficking arrests over the past three years. In 2006, there were a total of 3,989 trafficking and prostitution related charges, with 1,790 convictions. Most of these charges and convictions were for other prostitution charges (statute 609.324). There was one labor trafficking charge (statute 609.282) but no convictions.

Human Trafficking Victims

Service providers and nurses report the following numbers of human trafficking victims both at the time of the online survey and in the past three years:

Labor Trafficking Victims

	Service Providers	Nurses
Adult Male Victims	10 current 40 past three years	2 past three years
Adult Female Victims	30 current 84 past three years	2 past three years
Child Victims	14 current 30 past three years	—

Sex Trafficking Victims

	Service Providers	Nurses
Adult Male Victims	1 current 12 past three years	—
Adult Female Victims	446 current 215 past three years	5 past three years
Child Victims	62 current 410 past three years	—

This year, respondents were asked about the immigration status of the victims they have served; about half (47%) of service providers noted that none of the sex trafficking victims with whom they have worked have been newly immigrated or refugee, while the other half (47%) state that more than 70 percent of the victims were newly immigrated or refugee.

Trafficking victims in Minnesota have been identified from all over the state, the country and the world. Domestically, victims of labor and sex trafficking have been reported from both rural and urban Minnesota and a variety of states, including Wisconsin, Nevada, Texas, Arizona, Illinois, California, New York and Texas. International victims have come from all across the world, including Mexico, Vietnam, Russian, the Ukraine, China, Laos, Saudi Arabia, a variety of African and Central American countries, Thailand and Venezuela.

Labor trafficking victims are exploited in a variety of manners, but most respondents reported clients forced to work as domestic servants, like nannies and housekeepers. Five police respondents worked investigations involving forced restaurant labor. Most respondents reported that sex trafficking victims had been forced to engage in prostitution or work as escorts. However, about one-third of service providers had worked with clients in forced or servile marriages. Nurses report the victims they have served experienced injuries associated with being cut, battered and maltreated, raped, and being struck by or against objects.

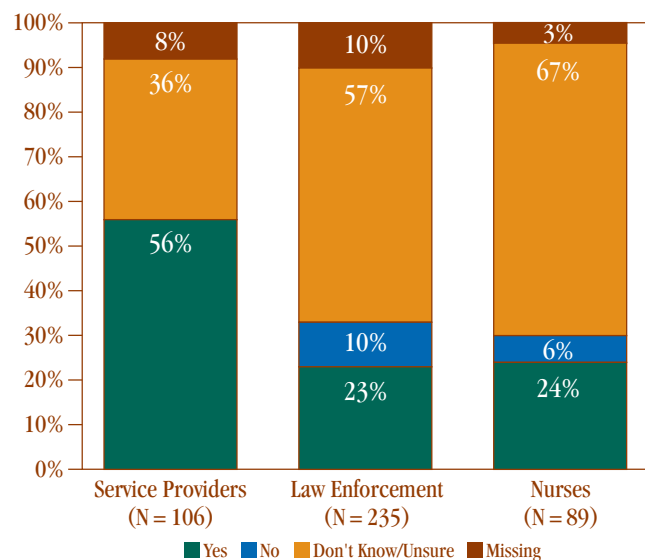
A variety of services is available to labor or sex trafficking victims. Most service providers offered trafficking victims advocacy, crisis intervention services, and general crime victim services. Case management services were also readily provided, whereas far fewer

respondents offered job training, medical and dental services, or drug and alcohol treatment.

Native American women and girls experience higher rates of sexual assault than other women, and often many of the conditions that put people at risk for trafficking (poverty, isolation, and lack of opportunity) are present on reservations and in Native communities. For these reasons, this year's survey contained a specific series of questions about Native American victims of sexual trafficking. Seven service providers, one nurse and four law enforcement respondents reported experiences with Native American victims. A total of 345 were identified. These victims experienced a variety of movement patterns both to and from reservations and between urban and rural areas across the state. Respondents note that working with Native victims requires culturally-specific mental and chemical health treatment, and that culturally-informed, non-judgmental care is needed to best serve Native American victims.

Trafficking as a Growing Problem in Minnesota

Whether Trafficking is a Growing Problem in Minnesota



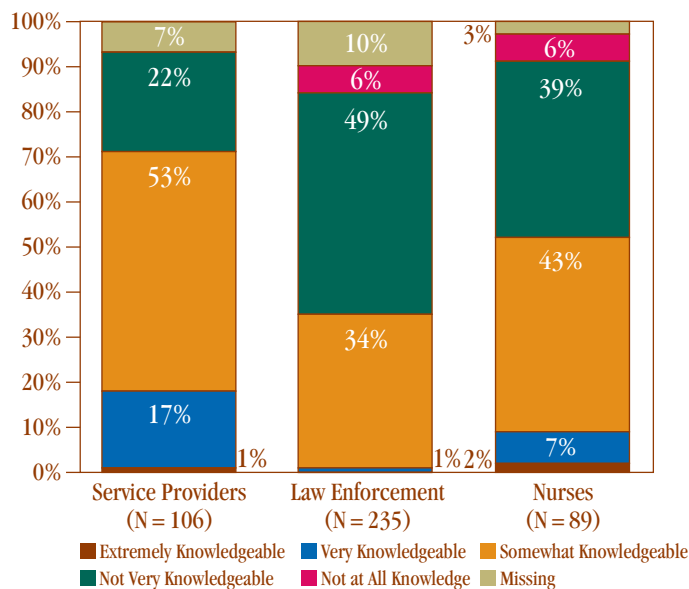
More than half (56%) of service providers and about one quarter of law enforcement (23%) and nurses (24%) consider human trafficking to be a growing problem in Minnesota. However, more than half of law enforcement (57%) and more than two-thirds of nurses (67%) don't know whether this is a growing concern for the state.

Those that consider this to be a growing problem cite a variety of reasons. Respondents across all three groups feel the growing illegal immigrant population is contributing to increased human trafficking in Minnesota. They state that vulnerabilities associated with illegal immigration create a population of people who are easily exploited and manipulated for both labor and commercial sexual victimization. Additional reasons cited include the economic downturn, fewer job opportunities, intersection of drug use and trafficking, use of the Internet, and an increase in runaway or homeless youth at risk of victimization.

More than two-thirds of Minnesota law enforcement respondents do not believe sex or labor trafficking is a problem in their community, and some stated that while it may be a problem in urban areas, it is not an issue in small, rural communities.

Future Steps

Whether Trafficking is a Growing Problem in Minnesota



Very few respondents (1% service providers and 2% nurses) are extremely or very knowledgeable about the issue of human trafficking and all three respondent groups highlighted the need for training and education to better understand the issue and to find, identify, and serve victims. In fact, over half (55%) of law enforce-

ment respondents strongly agree or agree their departments need more training on trafficking issues, especially understanding Minnesota's human trafficking laws, local, state and federal roles in combating trafficking, and how to identify victims. Nurses would also like training on the clinical presentation of trafficking, the scale of trafficking in Minnesota and also the appropriate treatment for victims. Service providers and nurses emphasized the need for a wide-scale public service campaign to increase awareness about this type of crime and victimization.

Like last year, this year's study demonstrates human trafficking is a crime Minnesota must address. While the exact number of victims is difficult to determine, there is enough evidence to suggest the importance of a comprehensive, statewide response. With the ongoing work of the Minnesota Human Trafficking Task Force, the needs assessment underway by Minnesota Advocates for Human Rights and the focus on this issue by various community organizations, Minnesota is poised to be a national leader in addressing this complex issue.

Legislative Requirement

This second annual report is in response to Minnesota Statutes 299A.785 requiring the Minnesota Department of Public Safety to complete annual studies on human trafficking in Minnesota. Specifically, the statute requires this report include:

- Numbers of arrests, prosecutions and successful convictions of traffickers and those committing trafficking related crimes
- Information on the number of trafficking victims, demographics, method of recruitment and method of discovery
- Trafficking routes and patterns, states or countries of origin, and transit states or countries
- Methods of transportations used in trafficking
- Social factors that contribute to trafficking

In addition to this report, the Department of Public Safety is currently staffing a legislatively-mandated statewide human trafficking task force,² which is charged to collect information on trafficking, create a training plan and develop a public awareness campaign. This task force meets quarterly and has recently engaged Minnesota Advocates for Human Rights to complete and in-depth needs assessment on sexual trafficking in Minnesota. This report will be completed in June 2008.

Additionally, DPS is funding a 24-hour trafficking hotline,³ a grant to Ramsey County focusing on a safe harbor for sexually exploited youth and managing grants providing legal advocacy for trafficking victims.

Introduction

The United States, along with almost all countries in the world, has eliminated state-sanctioned forms of slavery. However, a growing criminal element has organized to profit from the trafficking of men, women and children into systems of forced labor and commercialized sex acts. Estimates indicate that between 600,000 and 800,000 people are trafficked across international borders each year; the majority of them women and children for the purpose of sexual exploitation. It is estimated that between 14,500 and 17,500 men, women and children are trafficked into the United States each year.⁴

These estimates do not include the millions of additional people trafficked within their own countries. The International Labor Organization (ILO), a United Nations agency, estimates that at any moment there are 12.3 million people enslaved in some type of forced labor, including child labor and sexual servitude.

The United States Trafficking Victims Protection Act of 2000 defines human trafficking as the recruitment, harboring, transportation, provision or obtaining of a person for the purposes of commercial sex acts or labor services,⁵ through the use of force, fraud or coercion. If a trafficked person is under the age of 18 and is used for the purpose of commercial sex acts, the elements of force, fraud or coercion do not have to be present for it to be considered a trafficking crime.⁶ It is important to note that the United States definition does not require that a victim be moved or transported; only that he or she is forced into a state of servitude.

Types of Trafficking

Who is a Trafficking Victim?

A trafficking victim can be anyone who is forced, defrauded or coerced into commercial servitude regardless of movement. For example, victims of trafficking may include a child sold by his or her parents to work in a brick kiln outside of town, a migrant worker (illegal or not) threatened or beaten and forced to remain on the job, and a person who willingly takes a job only to be kept in debt bondage or servitude. Movement from one place to another is not a defining feature of trafficking — involuntary servitude is.

The Minnesota Human Trafficking Task Force Defines Human Trafficking as:

Human Trafficking means the recruitment, transportation, transfer, harboring, enticement, provision obtaining or receipt of **any person by any means** for the purpose or facilitation of sexual or economic exploitation.

This Definition Presumes That:

- Traffickers exploit vulnerable people and victims of human trafficking can be any age, gender or nationality.
- Human trafficking is exploitation-based and not transportation-based, and
- The deception, fraud and coercion inherent in human trafficking makes victim consent irrelevant and not a defense for those charged with trafficking crimes.

Trafficking takes on many forms but can be discussed in terms of two main types: labor trafficking and sex trafficking. Victims, because of their vulnerable status, often experience both types of exploitation. According to the 2005 Trafficking in Persons Report, sex trafficking is often related to organized crime, while labor trafficking is usually perpetrated by individuals.

Labor trafficking, like sex trafficking, is a fundamental violation of human rights. Labor trafficking can take the form of bonded labor (debt bondage), involuntary servitude and child labor.⁷

Victims of labor trafficking are forced to work against their will and under the threat of violence, punishment or deportation. Labor trafficking can range from an individual being forced to work as a nanny or housekeeper to an entire factory of people working without pay or the ability to quit.

The ILO estimates that there are 246 million children worldwide who are being held in debt bondage, forced armed conflict, or are forced to work in a variety of other illegal trades. Labor trafficking denies children the opportunity for growth and development and interferes with educational attainment.

A sex trafficked victim is someone who has been forced or coerced into performing commercial sex acts. While a victim of sex trafficking can be anyone, the majority of victims are women and girls. Often, sex trafficking victims are also being held in debt bondage, usually associated with living expenses and transportation costs into another country. Victims are forced into prostitution, escort services, pornography, servile marriage or stripping.

No matter the type of labor trafficking experienced, victims are isolated and highly controlled. Victims who are aliens or undocumented may have their identification confiscated and their illegal status used as method of control by their traffickers. If they are being used in an illegal industry, traffickers use their participation as another means of blackmail and control.

In 2000, the United States passed the Trafficking Victims Protection Act (TVPA). This Act is the United States central anti-trafficking law, enhancing the federal government's ability to protect, prosecute and prevent human trafficking. The Act expanded the crimes of trafficking, enhanced penalties against traffickers and expanded U.S. international activities to prevent victims from being trafficked in the first place. The TVPA was reauthorized in 2003 and expanded to include campaigns to combat sex tourism, refined the criminal laws around trafficking, and created a civil option for victims to sue their traffickers in federal district court. In 2005, the Act was once again reauthorized, focusing on protecting people in post-conflict or post-disaster areas from trafficking, addressing the issue of domestic trafficking, and holding government contractors and personnel accountable for trafficking violations, both domestically and abroad.

Human Trafficking in Minnesota

Determining the incidents of human trafficking and estimating the numbers of victims is challenging work. Trafficking by its very nature is a hidden crime and those trafficked are already marginalized, vulnerable and isolated. Even those victims who are able to escape and receive assistance are often not properly identified as trafficking victims. Additionally, there is no systematic method for tracking victimization in Minnesota, so counting victims requires gathering information from a variety of individual sources including victim service providers, law enforcement, religious organizations, hospital emergency rooms, and other health care providers, labor assistance organizations and culturally-specific assistance programs.

Because of these issues, the information presented in this report should be viewed with caution and as a certain under-representation of the extent of trafficking in Minnesota. Data for this report were gathered from multiple sources:

- Arrest information was gathered from an online survey with law enforcement.
- Charges and convictions were compiled by the Minnesota Supreme Court.
- Information about trafficking victims came from an online surveys of victim service providers, law enforcement and nurses across the state.

Trafficking-Related Charges and Convictions

The Research and Evaluation Unit at the Minnesota Supreme Court Administrator's Office provided statute-based charge and conviction information for 2003 through 2006. Specifically, data were provided on statutes related to coercion, labor trafficking, unlawful conduct with respect to documents in the furtherance of labor or sex trafficking,⁸ promotion of prostitution, solicitation of prostitution, other prostitution crimes, and the use of minors in a sexual performance.

Between 2003 and 2006 there were a total of 3,989 trafficking-related charges in Minnesota:

Statute and Description	2003	2004	2005	2006	Total
609.324 Other Prostitution Charges	871	942	596	758	3,167
609.33 Disorderly House	39	77	76	117	309
609.352 Solicitation of a Child	44	65	29	54	192
609.322 Solicitation of Prostitute	57	51	19	29	156
617.245 and 617.246 Use of Minor In a Sexual Performance	24	63	13	25	125
609.27 Coercion	8	10	5	6	29
609.321 Promotion of Prostitution	1	2	5	2	10
609.282 Labor Trafficking	—	—	—	1	1

In the past four years there were a total of 1,790 trafficking related convictions:⁹

Statute and Description	2003	2004	2005	2006	Total
609.324 Other Prostitution Charges	431	422	331	353	1,537
609.33 Disorderly House	17	14	8	31	70
609.352 Solicitation of a Child	17	14	14	21	66
609.322 Solicitation of Prostitute	20	13	16	13	62
617.245 and 617.246 Use of Minor In a Sexual Performance	8	5	7	4	24
609.27 Coercion	8	6	6	2	22
609.321 Promotion of Prostitution	1	2	2	2	7
609.323 Repealed	2	—	—	—	2

Trafficking Victims in Minnesota

Information for this report was gathered through online surveys with victim service providers, police chiefs and sheriffs, and nurses across the state.¹⁰ Because most respondents do not specifically collect and record information on trafficking victims, much of the information they recalled is estimated.

For each of the three surveys, respondents read a definition of labor and sex trafficking. Based on this definition, respondents were asked if they had ever encountered a trafficking victim, or in the case of law enforcement, made a trafficking arrest or had a trafficking investigation

Service Providers' Experiences with Human Trafficking in Minnesota

In the 2006 report a total of 119 surveys were completed by service providers across Minnesota, for a 63 percent response rate. For this year's report, the list of service providers was revised and a total of 138 surveys were e-mailed. Eleven service providers refused participation and 106 completed the survey, for a 77 percent response rate.

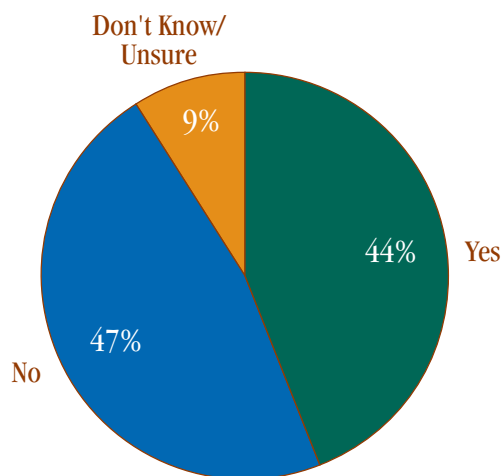
Who Responded to the Survey?

As in 2006, most 2007 respondents are domestic service providers (58% in both 2006 and 2007). About half provide sexual assault services (52%) or general crime victim services (47%). Almost three in ten respondents identify as a legal service provider (29%) or a child advocacy/child abuse service provider (29%). About one in ten respondents provide immigrant or refugee services. Respondents from all Minnesota counties completed the survey.

Like 2006, most 2007 service providers work with men and women (92% for 2006 vs. 91% for 2007) and both adults and juveniles (93% for 2006 vs. 91% for 2007).

Forty-four percent of service providers have received specialized training or education on human trafficking.

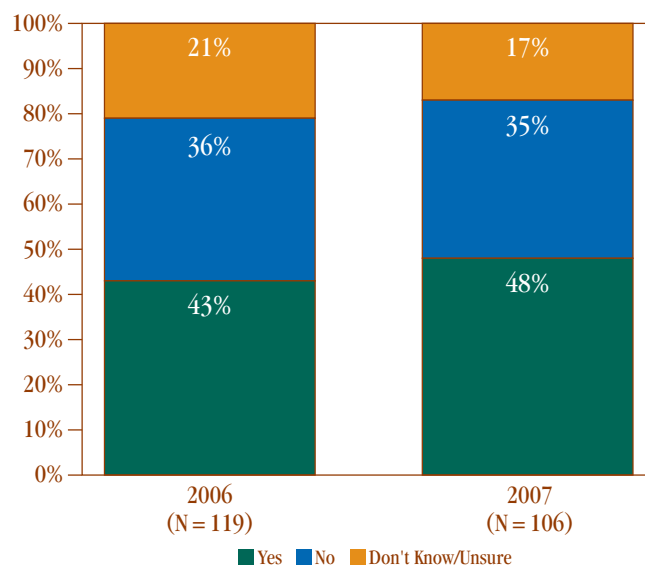
Whether Staff Have Received Specialized Training or Education on Human Trafficking 2007* (N = 106)



* In 2006, this question was asked only of those respondents who had served a victim of human trafficking. In 2007, the question was asked of *all* respondents. Because of this change, the 2006 data is not displayed.

Fifty-one (48%) of the 106 service providers have served at least one victim of human trafficking, while 17 percent are not sure if they have done so. This is a slight change from 2006 in which 43 percent of respondents reported serving a human trafficking victim, while over two in ten (21%) didn't know if they had done so.

Whether Service Providers Have Served at Least One Victim of Human Trafficking



Domestic and International Labor Trafficking

Fifteen of the 51 service providers in 2007 who have served at least one victim of trafficking have served a victim of labor trafficking.¹¹ At the time of the survey, the service providers were *currently* working with 10 male victims, 30 female victims and 14 child victims of labor trafficking. Four service providers reported that none of their current labor trafficking victims were immigrants or refugees, while two respondents reported that less than 10 percent of their labor trafficked victims were newly immigrated or refugees. Most respondents (N = 8), however, didn't know the victims' immigration status or didn't answer the question.

In the *past three years*, service providers worked with 40 adult males, 84 adult women and 30 child victims of labor trafficking, many of whom were referred to them by some other service organization or through word of mouth. Four service providers received referrals from police, while another four

said their labor trafficking victims were simply walk-in clients or current clients whose trafficking experience was determined during the course of service provision. Three service providers received referrals from hospitals or doctors.

Seven of the 15 respondents have had labor trafficking victims exploited as domestic workers (such as maids or nannies), while two respondents each have worked with clients trafficked for restaurant, hotel or agricultural labor. One service provider each mentioned working with labor trafficked clients exploited in factories, construction, food processing or forced begging.

Service providers were asked to report if the labor trafficking victims they have served were domestically or internationally trafficked. Unlike last year, most respondents in this year's study *did* know whether victims' were trafficked domestically.¹² Four respondents have worked with victims trafficked around Minnesota and from Thief River Falls in particular. Two respondents mentioned working with victims from Grand Forks, North Dakota. Other out-state locations mentioned include Kansas City, Texas, California, Las Vegas, Arizona, Wisconsin, Illinois and Iowa.

Nine of the 15 respondents have worked with internationally trafficked labor victims. These victims have come from the Philippines (N = 4¹³), Mexico (N = 3), Vietnam (N = 3), Columbia (N = 3) and Saudi Arabia (N = 3). One respondent each mentioned:

- Brazil
- Indonesia
- Russia
- Somalia
- Korea
- Honduras
- Sudan
- Cambodia
- Cameroon
- China
- Portugal
- Egypt
- Africa (no country specified)
- Singapore
- Guatemala

Four of the 15 respondents reported victims transported via private car/van/truck, while three knew of victims who were transported by plane. Two each mentioned labor-trafficked victims transported by boat or on foot.

Most (N = 11) respondents provided labor trafficking victims with advocacy services or crisis intervention services (N = 9). Seven respondents each provided interpreter/cultural services, legal services (like immigration, visas, orders for protection), food and clothing, protection and safety services or general crime victim services. Six of the 15 respondents provided housing and shelter services. Very few respondents provided labor trafficking victims with mental health (N = 3), job training (N = 2), or medical/dental services (N = 2).

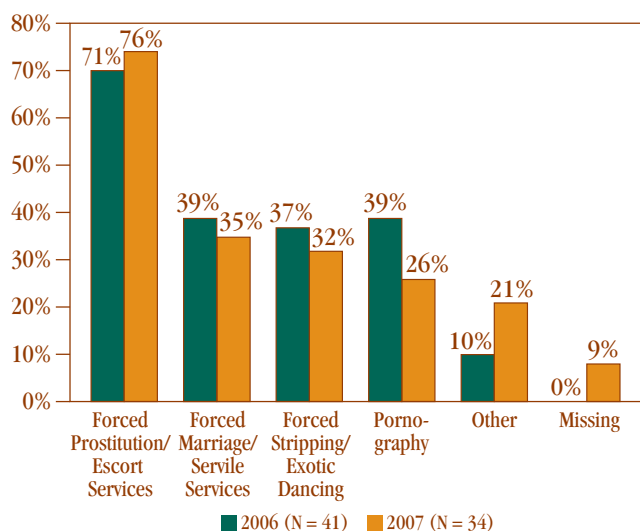
Domestic and International Sex Trafficking

Eighty percent of the 2006 service providers had worked with at least one sex trafficking victim as compared to 66 percent (N = 34) of the 2007¹⁴ respondents. The 2007 respondents are **currently** working with one male victim, 446 female, and 62 child victims of sex trafficking. About half (47%) stated that none of their current sex trafficking victims are newly immigrated or refugee, while the other half (47%) report that more than seventy percent of their current victims are newly immigrated or refugee.

In the **past three years**, these service providers worked with 12 male victims, 215 female and 410 child victims¹⁵ of sex trafficking. More than two thirds of respondents came into contact with these victims through referrals from police (68%) or other social service providers (68%). Often clients received services through word of mouth (61%) or as walk-ins (61%). About one-third (36%) of service providers had clients referred from hospitals or doctors.

Most (76%) respondents said that sex trafficking victims have been forced into prostitution or work in escort services. About one-third has worked with victims in forced or servile marriages (35%) or forced to strip or engage in exotic dancing (32%). More than one-quarter (26%) of service providers have worked with victims forced into pornography, while a slightly smaller percentage (21%) mentioned some other aspect of sex trafficking.

Type of Sex Trafficking Victims Have Experienced*



* Respondents could offer more than one response. Please also note that this graph depicts the percentage of respondents reporting clients who have experienced sex trafficking, not the percentage of trafficking victims.

More than two-thirds (67%) of respondents have served victims domestically sex trafficked and 35 percent have worked with internationally trafficked victims. Service providers have worked with clients domestically trafficked from St. Paul (N = 4¹⁶), Minneapolis (N = 4), Faribault, Northfield, Red Lake Reservation, the White Earth Reservation and Rochester. Service providers have also worked with sex trafficked victims from Chicago or Illinois (N = 7), Las Vegas or Nevada (N = 6), Wisconsin (N = 5), Texas (N = 4), and Des Moines or Iowa (N = 3). Two respondents each reported victims from Arizona, Atlanta, California, South Dakota and New York.

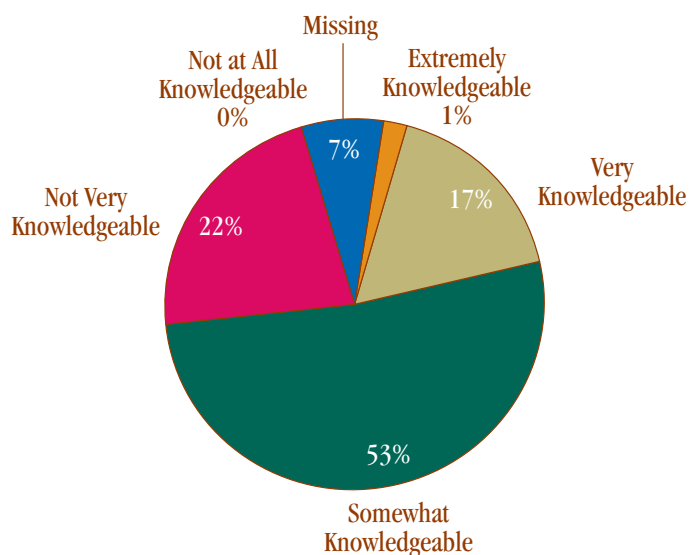
Five respondents report sex trafficking victims from Mexico. Others have had contact with victims from Vietnam (N = 3), Russia (N = 3), the Ukraine (N = 2), China (N = 2), Laos (N = 2) and Central American countries like Ecuador, Guatemala and Nicaragua. Other countries mentioned by one respondent each include Canada, India, Japan, South Korea, Thailand, Togo and Venezuela.

The highest percentage of respondents (44%) have worked with victims of sex trafficking who were moved via private car/van/truck, followed by those respondents who knew of clients moved via a plane (21%) or boat (6%).

More than eight in ten (82%) respondents provide victims of sexual trafficking with advocacy services, while about seven in ten provide crisis intervention services (74%) and general crime victim service (71%). Half or less of respondents provide sexually trafficked victims with protection/safety service (50%), case management (47%), mental health services (47%), or housing/shelter support (44%). About one-third provide interpreter/ cultural liaison services (35%) or food and clothing assistance (35%), while slightly fewer provide legal services (29%). Twenty-one percent of respondents assist sexually trafficked victims with educational services, while far fewer provide job training (15%) or medical/dental services (15%). Only one respondent provides drug or alcohol treatment to sexually trafficked victims

Overall, service providers consider themselves very or somewhat knowledgeable about human trafficking (70%). While very few service providers are extremely knowledgeable (1%), no one indicated that they have no knowledge at all of the issue.

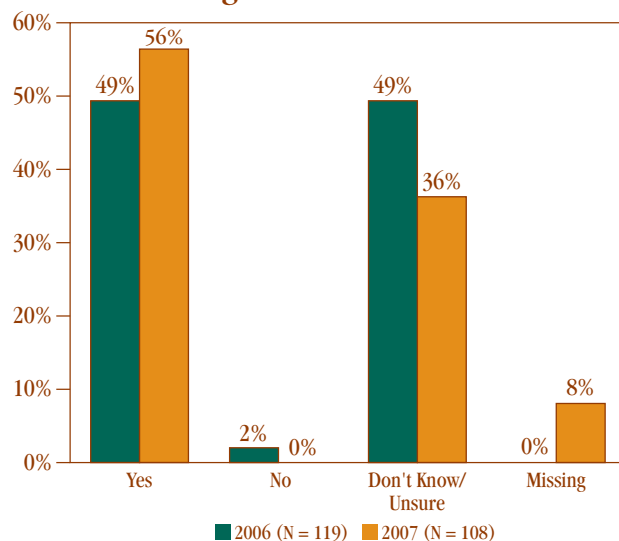
Service Respondent's Knowledge of Human Trafficking (N = 106)



More than half (56%) of service providers consider human trafficking a growing problem in our state. When asked why, many stated that human trafficking has been a concern for some time and is just now being identified and reported or that there are many youth at risk of being coerced into prostitution through the Internet or because they are runaways. Others cited the increase in vulnerable populations, particularly newly immigrated women and children who are isolated culturally and sometimes geographically. Additionally, others feel the lack of employment opportunities puts people in a position vulnerable to exploitation. Finally, others have noticed an increase in mail order brides arriving in Minnesota.

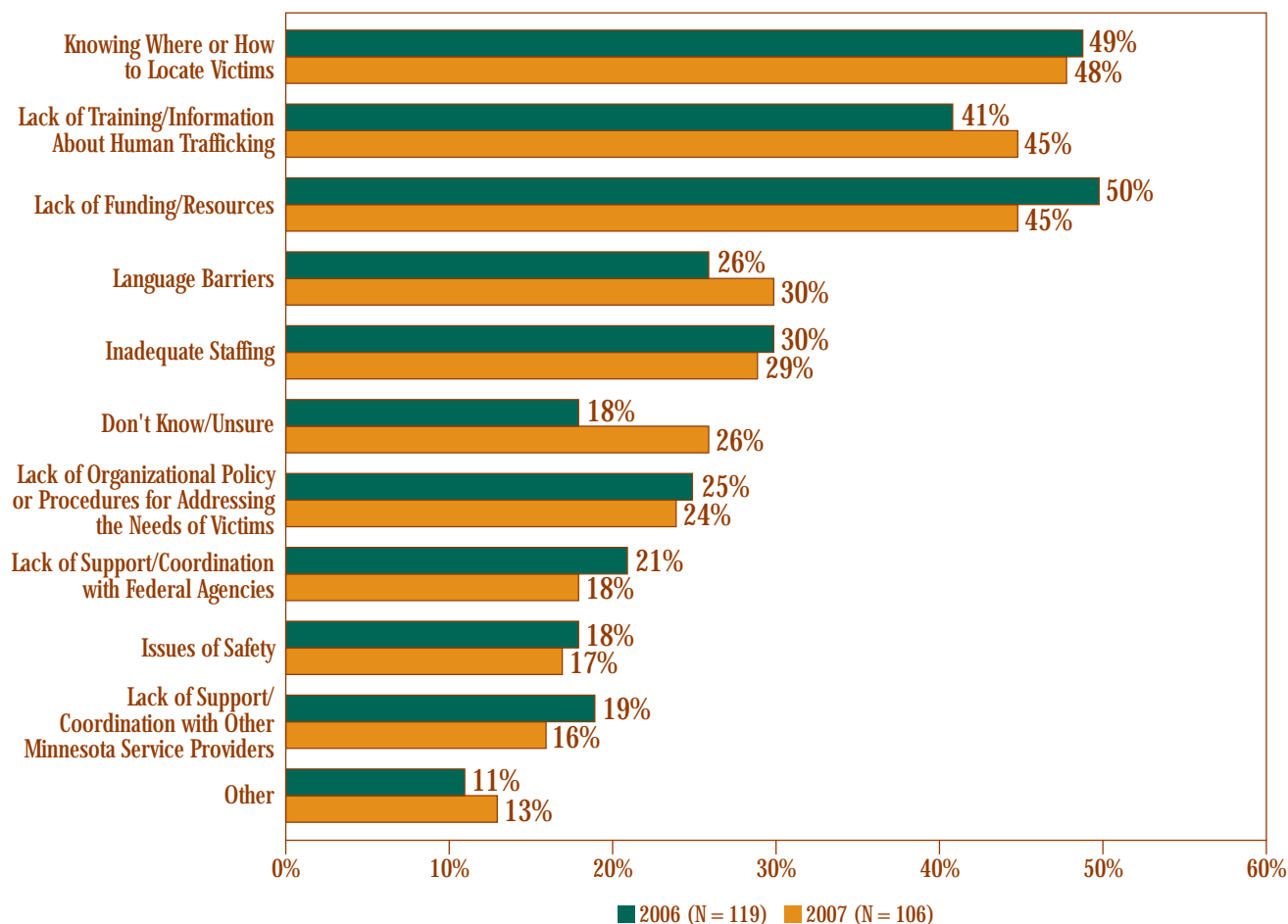
Half (50%) of respondents consider a lack of funding or the difficulty in locating victims (49%) as organizational barriers to providing services to trafficking victims. Forty-one percent cite a lack of training and information on human trafficking as a barrier, while three in ten (30%) consider inadequate staffing an issue. One

Whether Human Trafficking is Considered a Growing Problem in Minnesota



quarter (25%) of respondents find their lack of an organizational policy for addressing the needs of trafficking victims to be a barrier, while 26 percent feel that language barriers are a problem.

Organizational Barriers to Providing Services to Human Trafficking Victims



Service providers believe victims also face barriers when seeking out services; 75 percent of respondents believe that victims don't know of available services. About seven in ten respondents consider the following to be barriers victims face when seeking services:

- Fear of deportation (71%)
- Isolation/no support (71%)
- Fear of violence against self or family in seeking help/safety concerns (70%)
- Not recognizing self as victim/no knowledge of victim's rights (70%)
- Shame/embarrassment (67%)

Fewer than two-thirds (65%) of respondents believe victims face language barriers, while (63%) feel that lack of community awareness about the issue prevents victims from receiving help. Lack of transportation and geographical isolation was also cited by 58 percent of respondents as a barrier to services.

Service providers were asked what resources and services are needed for trafficking victims in Minnesota; many feel that more training for law enforcement, service providers and courts should be made available. This training should focus on identifying trafficking victims, working with diverse cultures, the basic issues of human trafficking and federal responses such as T-visas. In addition to being better trained, respondents feel there simply needs to be more advocates and staff to best respond to this issue. They would also like to see more and better coordinated services, especially mental health services that are culturally competent. Many respondents report a lack of interpreters and appropriate housing options for trafficking victims. For the community, the service providers suggested an education and awareness campaign.

Law Enforcements' Experiences with Human Trafficking in Minnesota

In addition to service providers, this year's report includes information from Minnesota's police chiefs and county sheriffs. In total, 235 surveys were completed (59% response rate). Forty-one of Minnesota's 87 county sheriffs completed the survey, as did 164 of

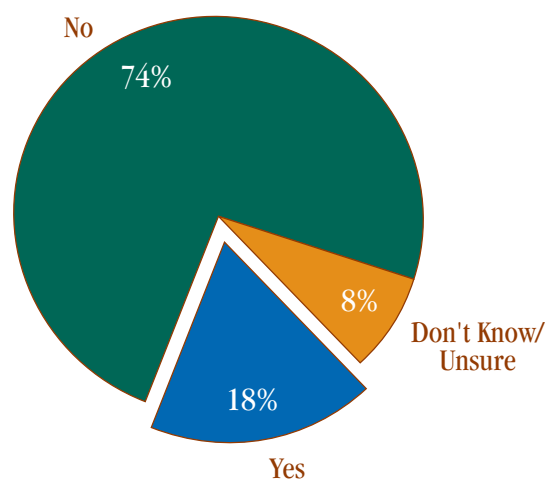
the police chiefs. Thirteen percent of law enforcement respondents were neither chiefs nor sheriffs but instead hold positions such as detective, investigator, captain, sergeant, lieutenant or deputy.

Most law enforcement respondents (74%) have not been trained on issues specific to human trafficking and over half (55%) are not very or not at all knowledgeable about this issue

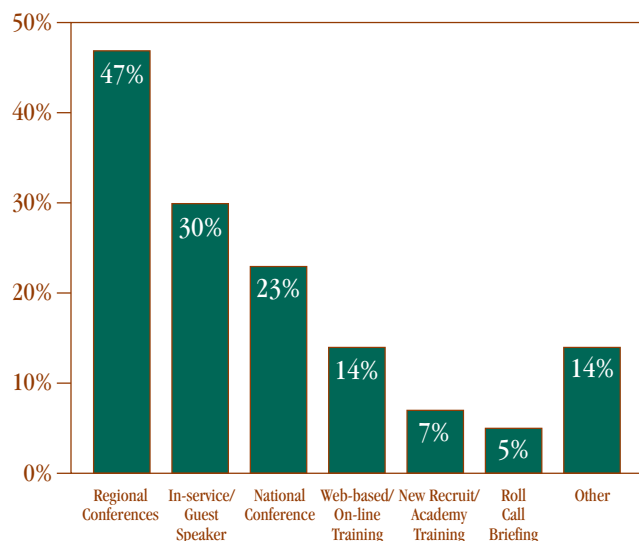
A little less than half (47%) of those who have had training report receiving information at a regional conference, while three in ten (30%) received an in-service training. Not quite one-quarter (23%) of those who have had training attended a national conference on human trafficking.

Seven percent of the law enforcement respondents have a person or unit dedicated to investigating prostitution and related crimes, while three percent indicated that their special investigations unit is responsible for addressing prostitution. Five percent of respondents have a specialized unit, group or officer responsible for human trafficking investigations and four percent have a written, formal policy on how to respond to human trafficking cases.

Whether Law Enforcement Officials or Anyone in Their Department has Received Training on Human Trafficking (N = 235)



Type of Human Trafficking Training Received (N = 43)

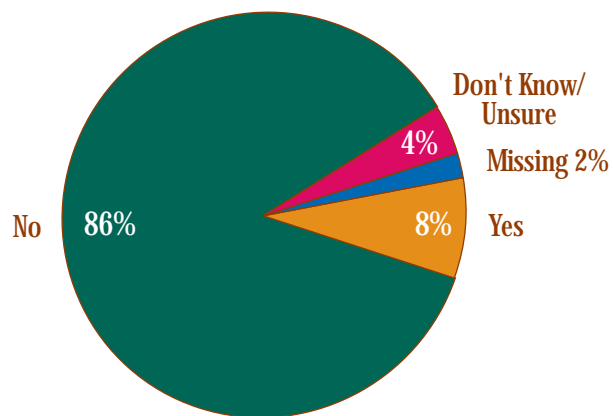


Percent of Law Enforcement with the Following (N = 235)



Domestic and International Labor Trafficking

Whether Law Enforcement Officials or Anyone in Their Department has Investigated a Labor Trafficking Case or Arrested Anyone for a Labor Trafficking Crime (N = 235)



Overall, most law enforcement respondents (86%) have not investigated any labor trafficking cases or arrested anyone for a labor trafficking crime. The 18 law enforcement respondents who have had labor trafficking cases are **currently** investigating three trafficking cases and report the following number of investigations and arrests over the **past three years**:

	Investigations	Arrests
2004	6	11
2005	4	7
2006	6	5
Total	16	23

Six of the 18 law enforcement respondents spend, on average, less than three months investigating labor trafficking cases, while two respondents spend between three and six months.

These respondents report that, on average, 92 percent of the perpetrators arrested for labor trafficking crimes are male and about half reported that those arrested are not newly immigrated or refugees. However, two respondents reported that almost all (91%-100%)

of those they arrest are immigrants or refugees. Six of the 18 law enforcement respondents also reported investigations involving child victims of labor trafficking.

Four of the 18 law enforcement respondents have had domestic cases of labor trafficking and seven have had investigations that involved international labor trafficking. The Minnesota counties and cities involved in domestic labor trafficking cases include:

- Brooklyn Park
- Duluth
- Cloquet
- St. Paul
- Minneapolis
- Sherburne County
- Edina
- Stearns County
- Hennepin County

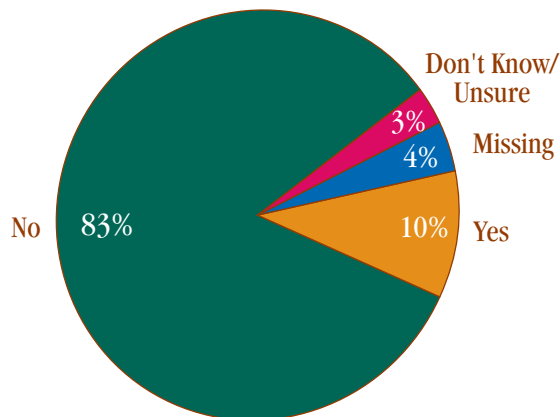
Respondents reported domestic labor trafficking cases involving restaurant, factory, agricultural and food processing work.

Four of the seven law enforcement respondents who have had international labor trafficking case have had victims from Mexico; three cite investigations with victims from China, one from Russia and another one from the Ukraine. The types of international labor trafficking investigations include restaurant (N = 5), domestic exploitation (N = 3), factory (N = 1) and work in the food processing sector (N = 1).

Domestic and International Sex Trafficking

Ten percent (N = 23) of law enforcement respondents have investigated a sex trafficking case or arrested someone for sex trafficking crimes.

Whether Law Enforcement Officials or Anyone in Their Department has Investigated a Sex Trafficking Case or Arrested Anyone for a Labor Trafficking Crime (N = 235)



The law enforcement respondents who have experience with sex trafficking cases are **currently** investigating 18 sex trafficking cases and report the following number of investigations and arrests over the **past three years**:

	Investigations	Arrests
2004	110	54
2005	109	45
2006	116	69
Total	335	168

About half (11 of the 23 law enforcement respondents) spend six months or less on sex trafficking investigations, while two respondents spend an average of seven to 12 months. One respondent said investigations usually take more than 12 months. The respondents reported that, on average, 96 percent of the perpetrators arrested for sex trafficking crimes are men and 10 respondents reported that none of the perpetrators they have arrested have been newly immigrated or refugees. Two respondents stated that less than 25 percent of their

arrested perpetrators are newly immigrated or refugee, while two others said that almost all (91% – 100%) are immigrants or refugees. More than half (N = 14) have had investigations involving child victims of sex trafficking.

Slightly more than half (N = 12) of law enforcement respondents who have had sex trafficking investigations have had cases of domestic trafficking, while only three report international cases.

The counties involved in the domestic cases include Hennepin (N = 10; the specific cities cited include Brooklyn Center, Brooklyn Park, Minneapolis, Crystal, Champlin, Golden Valley and Edina), St. Paul in Ramsey County (N = 2) and Stearns County (N = 2). Duluth in St. Louis County was mentioned three times. One law enforcement respondent each mentioned Carlton and Sherburne counties in Minnesota and Douglas County in Wisconsin.

Law enforcement respondents reported domestic sex trafficking that involved forced prostitution or escort services (N = 9) or forced stripping or exotic dancing (N = 3). Two respondents have had investigations involving forced pornography.

All three respondents reporting international sex trafficking cited Mexico as a country involved and all three also said the exploitation revolved around forced prostitution or escort services. One law enforcement respondent also had an international case involving forced/servile marriage.

Law Enforcement Perceptions of Human Trafficking in Minnesota

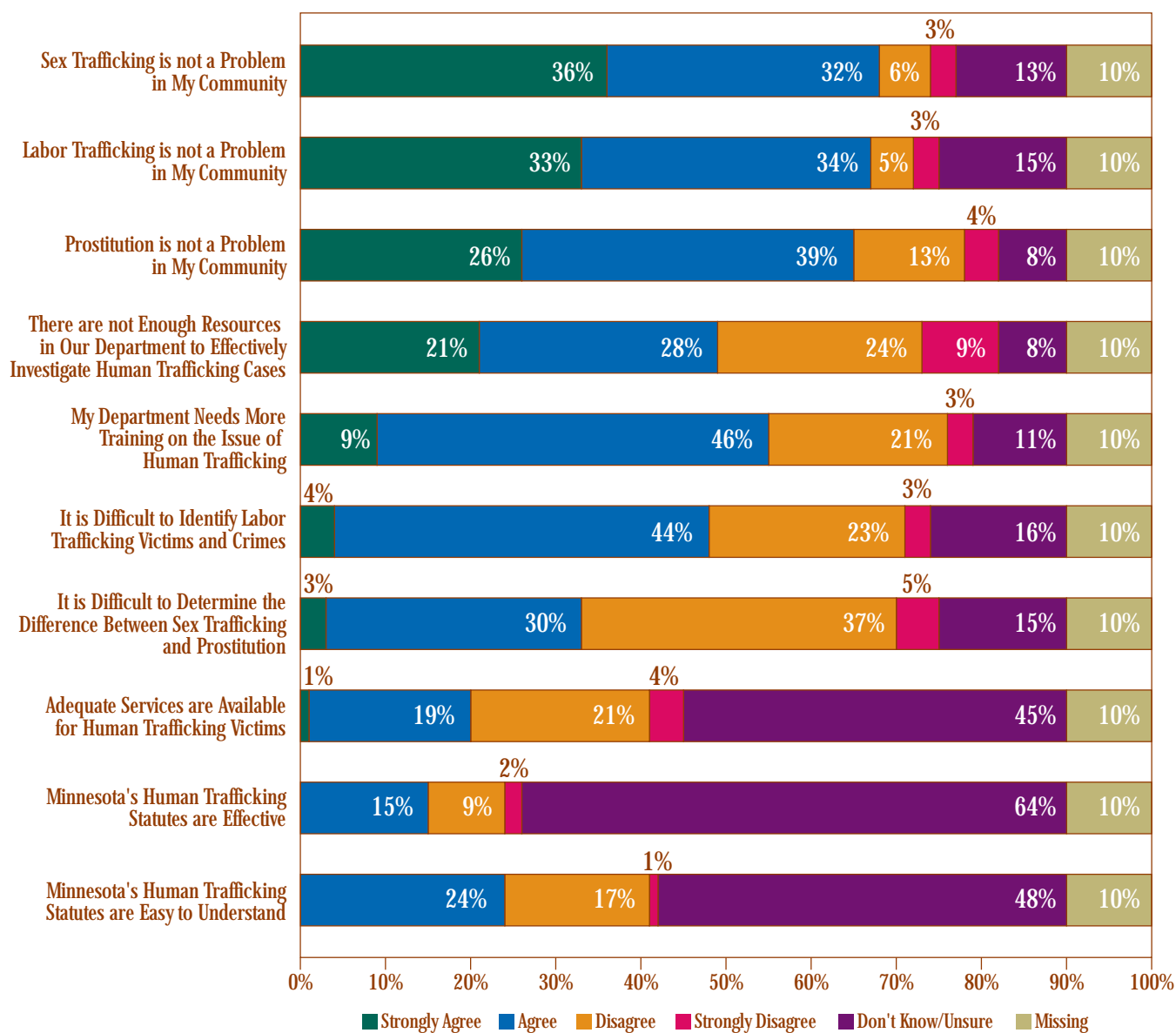
Law enforcement respondents were asked their agreement with a series of statements about human trafficking in Minnesota. About two-thirds of respondents strongly agree or agree that:

- Sex trafficking is not a problem in my community (68% strongly agree/agree)
- Labor trafficking is not a problem in my community (67%)
- Prostitution is not a problem in my community (65%)

More than half strongly agree or agree that their department needs more training on the issue of trafficking (55%), while 49 percent strongly agree or agree that there are not enough resources in their departments to effectively investigate human trafficking cases. A similar percentage (48%) strongly agree or agree that it is difficult to identify labor and trafficking victims and one-third (33%) strongly agree or agree that it is difficult to determine the difference between sex trafficking and prostitution.

Slightly less than two-thirds (64%) don't know if Minnesota's human trafficking statutes are effective and about half (48%) don't know if the statutes are easy to understand. A similar percentage don't know (45%) if adequate services are available to human trafficking victims.

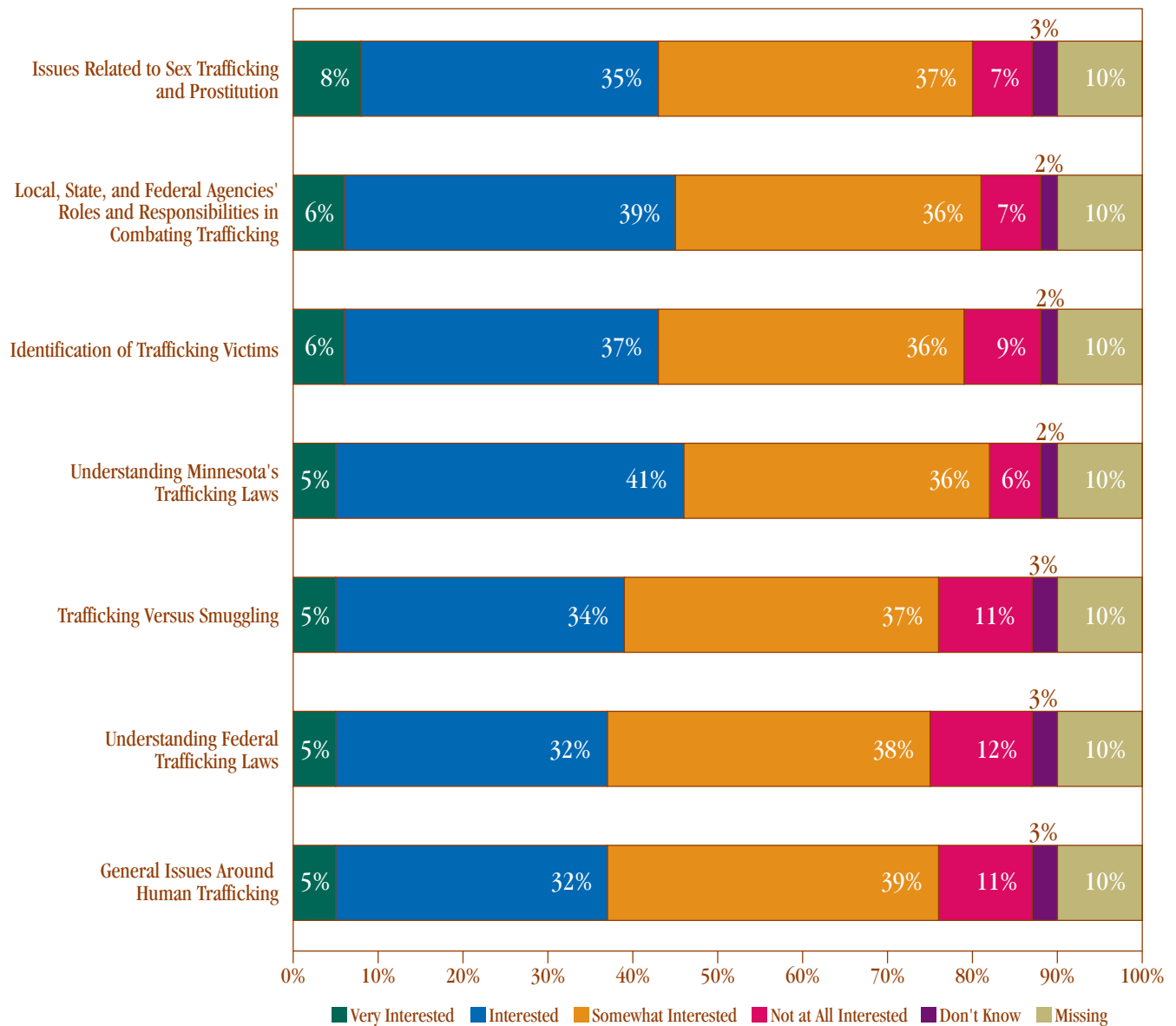
Law Enforcement's Agreement with Statements About Trafficking in Minnesota (N = 235)



Overall, about four in ten law enforcement respondents are very interested or interested in the various types of training listed in the survey, while about one-third are only somewhat interested. Law enforcement respondents are most interested in training on understanding

Minnesota's trafficking laws (46% very interested/interested) or on local, state and federal agencies' roles and responsibilities in combating trafficking (45% very interested/interested).

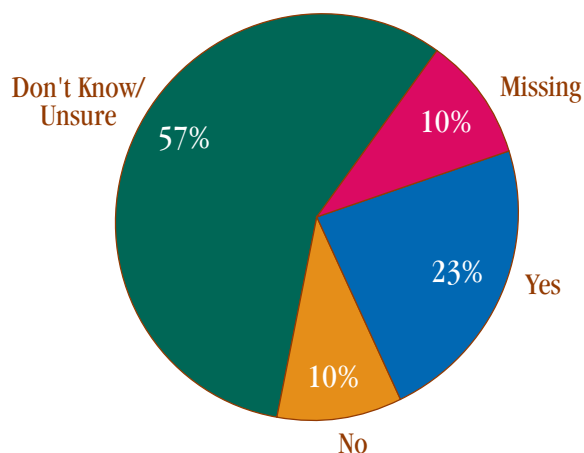
Law Enforcement's Interest in Human Trafficking Training (N = 235)



More than half (57%) of law enforcement respondents don't know if human trafficking is a growing problem in Minnesota, while one in ten (10%) do not believe it is an increasing issue. Slightly less than one-quarter (23%) feel the problem is growing and many attribute this growth to an increase in the number of illegal immigrants coming into the state and the associated

vulnerabilities putting them at risk for labor and sexual exploitation. Law enforcement also attributes the growing problem of trafficking to decreases in job opportunities and the demand for cheap labor in the agricultural community. Others attribute the growth to an increase in methamphetamine use and the connection drugs have to the sex trade.

Law Enforcement's Belief as to Whether Trafficking is a Growing Problem in Minnesota (N = 235)



Finally, law enforcement was asked for any additional comments about human trafficking. A number of respondents said that while human trafficking might be an issue in more populated areas it is not a concern in their small, rural communities. Several respondents also wrote that they would not like and do not see the need for mandated training or policy on human trafficking. One respondent mentioned the difficulties in working with Native American girls, while another would like to see trafficking as a state or federal law enforcement responsibility. Two respondents would like to see changes in the United States immigration laws.

Nurses' Experiences with Human Trafficking in Minnesota

Often, with hidden crimes such as domestic violence or sexual assault, medical personnel are the first or only professional with whom victims come into contact. For this reason, medical workers have been specifically trained to spot signs of domestic violence and some nurses have been trained to do sexual assault examinations. Because human trafficking victims may also come into contact with medical personnel, despite limited contacts in other spheres, an online survey was sent to 300 nurses across Minnesota. Despite multiple requests for participation, only 89 surveys were completed. While this is certainly not representative of the

population of nurses in Minnesota, and the data should be viewed with caution, the information gathered provides some insight into the experiences of Minnesota's nurses with the issue of human trafficking. It also provides some useful information on potential trainings for medical workers in our state.

Almost all nurse respondents are registered nurses working in 42 of Minnesota's 87 counties. Almost half (46%) work at a hospital, and slightly less than one in ten work in either an emergency room (9%) or at a nursing home or care facility (8%). Six percent of respondents are school nurses and five percent each work at a family practice clinic, specialty clinic or in a mental health facility. Other work settings include home health care, managed care and community care.

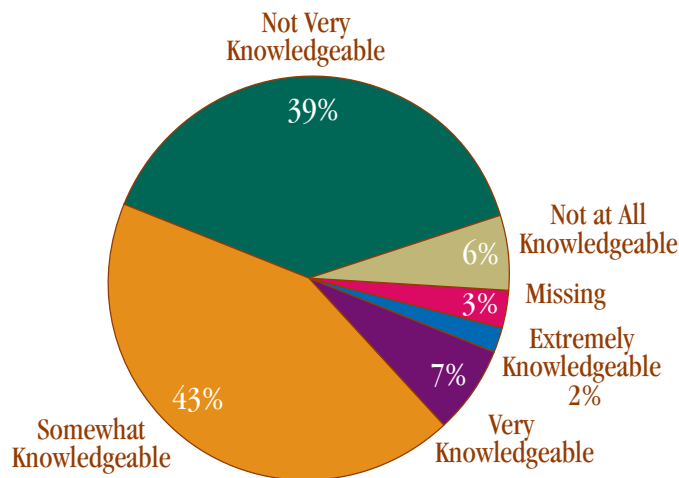
Six of the 89 nurses (7%) have treated at least one victim of human trafficking. Two of these respondents have had a patient who was labor trafficked and three have worked with a sex trafficked patient.¹⁷

Two nurses each have treated one adult male and one adult female victim of labor trafficking, for a total of four labor trafficking patients. The types of trafficking experienced by these patients include domestic, agricultural and construction work. One nurse reported a patient trafficked domestically from the Twin Cities area. The two nurses also worked with internationally trafficked victims of labor trafficking — one from Mexico and one from Somalia. These labor trafficking patients were battered or maltreated, caught in or between objects, or cut.

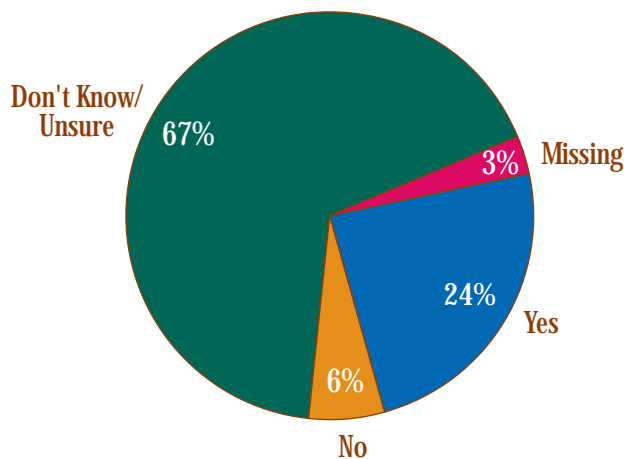
The two nurses who have treated sexually trafficked victims had total of five adult females, none of whom were recently immigrated or refugees. Both nurses state their patients were forced into prostitution. The nurses don't know if their patients had been trafficked domestically but they do state that they were not internationally trafficked. These patients presented with injuries associated with battering and maltreatment, rape, and being struck by or against an object.

Overall, more than eight in 10 (82%) nurses are somewhat or not very knowledgeable about the issue of human trafficking and most (67%) don't know if human trafficking is a growing problem in Minnesota.

Nurses' Knowledge of Human Trafficking Issues (N = 89)



Nurses' Opinions as to Whether Human Trafficking is a Growing Problem in Minnesota (N = 89)



Those who believe it is a growing problem (24%) were asked why; most cited the blackmail, intimidation and exploitation faced by people coming to Minnesota and the United States illegally. The nurses feel that the increase in illegal immigrants, the economic downturn and the relative ease with which big corporations exploit cheap labor has led to an increase in trafficking in Minnesota.

The nurses recognize that human trafficking victims face many barriers when seeking medical services. Over half

mentioned the following obstacles to treatment for trafficking patients:

- Fear of deportation (58%)
- Fear of violence against self/others (58%)
- Isolation/no support (58%)
- No knowledge of available services (57%)
- Language barriers (54%)
- Lack of community awareness about the issue (54%)
- No recognizing self as victim/no knowledge of victim's rights (53%)
- Shame/embarrassment (52%)

While only one nurse reported having received training on the clinical presentation of a trafficking victim, more than half (56%) are interested in receiving that type of training. In addition, only two nurses have received training on the appropriate treatment of trafficking victims but 54 percent would like to be trained on this topic. Other training topics in which nurses would be interested include recognizing the signs of trafficking, information on the scope of trafficking in Minnesota, how and to who to report trafficking incidents, services available to victims and finally, generalized human trafficking training that provides basic information on the issue.

Nurses were mostly unsure about what medical services are currently missing or under provided to human trafficking patients, but many feel that there needs to more safe places for victims to go, more access to psychological treatment or support systems in place, and general, anonymous medical services provided with empathy and from judgment.

Experiences with Native American Victims of Trafficking

A report from Amnesty International¹⁸ finds that one in three Native American or Alaska Native women will be raped at some point in their lives. Native American women are 2.5 times more likely to experience sexual assault than are other women in the United States and

most of these assaults, around 86 percent, will go unreported. In addition, many of the factors that create a population vulnerable to trafficking crimes are present on reservations — isolation, poverty, drug and alcohol use, and lack of opportunity. For these reasons, this year's survey asked a series of questions to assess the level of sexual trafficking occurring against Native American women and girls in Minnesota.

Seven service providers have worked with Native American victims of sexual trafficking. These providers have worked with a total of 342 Native American women in the past three years who were victims of sexual trafficking.¹⁹ The service providers report that the Native victims experienced a variety of movement patterns across the state; three providers had victims who were moved from a Minnesota reservation to a metro area in Minnesota, while one each reported movement from one reservation to another, from a reservation to greater Minnesota, from a reservation to another state and from an area in greater Minnesota to a reservation. It is important to note four service providers reported Native American victims of sex trafficking who were not moved at all.

Service providers were asked to share their experiences working with Native victims of sexual trafficking and to explain any special needs these victims might have. Two of the providers stated that the victims they have worked with usually do not identify as having been sexually trafficked and often present with other issues. Culturally-specific chemical dependency and mental health treatment are needed and providers should be aware that not all Native or reservation experiences are the same. Parenting education and healing services were also mentioned.

Four law enforcement respondents have had sex trafficking investigations involving Native American victims. Various types of movement from and to the reservations were cited, but three of the four respondents have had investigations in which victims were moved from a Minnesota reservation to another state and two have investigated situations in which Native women or girls were moved from a Minnesota reservation into a metro area in Minnesota.

Only one nurse stated that she has worked with both an adult and juvenile Native American patient trafficked from a Minnesota reservation to a non-reservation area in greater Minnesota. This nurse feels that cultural information and non-judgmental attitudes by caregivers are needed to best serve these patients.

Conclusion

The findings from this year's and last year's study demonstrate that labor and sex trafficking is occurring in Minnesota and that victims come from all over the state, nation and world. The exact number of victims is hard to determine, and this report only accounts for those victims who received help and were correctly recognized as trafficked. There are, without doubt, people in Minnesota experiencing labor or commercial sexual exploitation who have not received help or who do not recognize their victimization.

While there is a general belief among respondents that an increase in Minnesota's immigrant population is related to an increase in human trafficking, the study suggests that victims and perpetrators can be anyone from anywhere across the state. However, it is important that we continue exploring the vulnerabilities that put people at risk of victimization in order to implement effective prevention strategies.

Victims and service organization both face many barriers in finding one another and it is important to minimize those barriers through service coordination, increased awareness of the issue, training for those who may come into contact with victims, and increased ability to investigate and prosecute trafficking crimes.

While these legislative reports have provided a more comprehensive understanding of sex trafficking in Minnesota, much remains to be learned about labor trafficking in the state. Next year's report will provide a more thorough analysis of the unique issues associated with labor trafficking in Minnesota.

- ¹ Services providers had a response rate of 77 percent and law enforcement a 56 percent response rate. The number of nurse surveys is not representative of the number of nurses across the state and this information should be viewed with caution.
- ² For more information on the mission, meeting notes and meeting times associated with this task force, please visit: www.ojp.state.mn.us/cj/httf/about.htm
- ³ 1-888-7-SAFE-24 (1-888-772-3324) or 651-291-8810
- ⁴ *Trafficking in Persons Report*, 2005. U.S. Department of State.
- ⁵ Labor services include involuntary servitude, peonage, debt bondage or slavery.
- ⁶ U.S. Dept. of Health and Human Services, Administration for Children and Families, *Fact Sheet: Human Trafficking*.
- ⁷ U.S. Dept. of Health and Human Services, Administration for Children and Families, *Fact Sheet: Labor Trafficking*.
- ⁸ Because the statutes related to labor trafficking (609.282) and unlawful conduct with respect to documents in the furtherance of labor or sex trafficking (609.283) were enacted in 2005, there are few reported charges and no convictions related to these statutes during this time period. It will be important to track the number of charges and convictions based on these statutes in future reports.
- ⁹ These data are preliminary as the data sources are currently being tested for quality assurance.
- ¹⁰ The addition of law enforcement and nurses is an expansion from last year's report which focused solely on the experiences of service providers.
- ¹¹ 13 of the 51 service providers don't know if they have served a victim of labor trafficking.
- ¹² In 2006 10 of the 16 respondents indicated *don't know* when asked this question as compared to one in 15 this year.
- ¹³ These numbers represent the number of respondents reporting victims from that particular country, not the number of victims from that location.
- ¹⁴ Please note that this question was asked only of those who had served at least one victim of trafficking (N = 51 in both 2006 and 2007).
- ¹⁵ One respondent reported working with 300 children in the past three years. Removing that respondent leaves 110 child victims during the past three years, with an average of 12 victims per respondents.
- ¹⁶ Please note that these numbers represent the number of respondents with clients trafficked from these locations, not the number of victims identified.
- ¹⁷ Please note that one respondent was unsure of the type of trafficking the patient experienced.
- ¹⁸ Maze of Injustice: The failure to protect Indigenous women from sexual violence in the USA www.amnestyusa.org/document.php?lang=e&id=ENGAMR510352007
- ¹⁹ One of the respondents accounts for 300 of the 342 Native American women victims. The other respondents reported between one and 20 victims each.



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