



Human Trafficking in Minnesota

A Report to the Minnesota Legislature

September 2006



Prepared by

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



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MINNESOTA DEPARTMENT OF PUBLIC SAFETY



Office of Justice Programs

September 2006

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 preliminary 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 2007, 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 blue ink that reads "Michael 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 to complete a preliminary study on the extent and type of human trafficking occurring in our state. This report is 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. In order to create a baseline number, Minnesota-based victim service providers, sexual and domestic assault service providers, and immigrant serving organizations were sent an online survey asking them to report information on trafficking victims they may have served. A total of 188 organizations were surveyed and 119 surveys were completed (63% response rate).

Fifty-one (43%) of the 119 Minnesota respondents surveyed indicated that they have served at least one victim of labor or sex trafficking, mostly sex trafficking victims.

Because many respondents gave ranges and estimates when asked how many victims they have served, an exact number cannot be calculated. However, respondents were asked how many victims they are currently working with — 14 labor trafficking victims were mentioned and up to 200 sex trafficking victims were cited.¹

Respondents were also asked to estimate the number of trafficking victims they have served in the past three years; respondents reported working with 55 labor trafficking victims and up to 500 sex trafficking victims. The majority of these victims are adult women.

Many respondents reported that trafficking clients come to them for assistance because they are being victimized in some capacity but that the trafficking aspect of their victimization does not surface until further along in the client relationship. While hardly any labor trafficking victims are referred to services through the police or medical providers, about one-third of sex trafficked victims are referred for help from the police. Only about 14 percent of service providers surveyed have ever had a referral for a sex trafficking victim from a doctor or hospital.

Most respondents report working with labor trafficking victims who have been exploited as domestic servants (like a nanny or housekeeper), or in the agriculture and food processing industry. Sex trafficked victims have been forced into prostitution or work in escort services. About one-third of respondents have helped victims who have been forced into pornography, stripping or servile marriages.

Many respondents do not know if the victims they have served have been trafficked domestically or internationally. However, when it was reported, victims originated from a wide variety of local, national and international locations.

About half of the service providers surveyed believe that trafficking is a growing problem in Minnesota, while the other half don't know if it is a problem. Many respondents don't know what trafficking is, how to spot it and how to address it. Those that do understand the issue

believe trafficking is growing because of the interplay between an expanding vulnerable population, an increase in the demand for cheap labor and commercialized sex, and the use of the Internet to easily and instantaneously buy people for exploitation. Respondents also state that the barriers to finding victims, and the barriers victims face in finding service organizations are quite difficult to overcome.

It is important to understand that the information provided by the survey respondents in this report is almost entirely from memory. Service providers, with few exceptions, do not screen clients for trafficking aspects of victimization, do not systematically collect information on trafficking, and are not required to report information on the trafficking victims they encounter. It is also important to note that the information for this report only came from one source — social service providers. Time and resources did not allow for clergy, emergency room or law enforcement surveys. Because of these issues, the numbers of victims identified most certainly is an under-representation and should be considered a starting point for further study. However, the numbers do suggest that trafficking on both a domestic and international level is occurring in Minnesota and that an organized, statewide response to the issue is warranted.

Legislative Requirement

This report is in response to Minnesota Statute 299A.785 requiring the Minnesota Department of Public Safety to complete a study on human trafficking in Minnesota. Specifically, the statute requires that 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 2006, the Minnesota Legislature passed additional legislation related to trafficking. Specifically, the Department of Public Safety is responsible for:

- A 22-member task force to collect information on trafficking, create a training plan for service providers and develop a public awareness campaign.
- Establishing a 24-hour trafficking hotline.
- A Ramsey County grant focusing on a safe harbor for sexually exploited youth.
- Grants providing legal advocacy for trafficking victims.

A report from the task force is due to the Legislature in December 2006.

Introduction

Neither slavery nor involuntary servitude, except as a punishment for crime whereof the party shall have been duly convicted, shall exist within the United States, or any place subject to their jurisdiction.

Amendment XIII – Slavery Abolished (1865)

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.²

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 services³ 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.⁴ 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.

Where Do International Victims Come From?

The Department of Justice estimates that of the 14,500 to 17,500 victims trafficked into the United States each year, between 5,000 and 7,000 come from East Asian and Pacific countries. Between 3,500 and 5,500 are trafficked into the United States from European and Eurasian countries or from Latin America. Far fewer are trafficked into the United States from Africa (200-700), South Asia (200-600) or from the Near East (up to 200).

Trafficking vs. Smuggling

Trafficking and smuggling are closely related and difficult to differentiate. Smuggling can turn into trafficking when the willing participant is not free upon arrival but instead forced into servitude. The differences between trafficking and smuggling are detailed in the table below.

Trafficking	Smuggling
Must contain elements of coercion, fraud or force.	The smuggled person is a willing participant and cooperating with the smuggling/smugglers.
Those trafficked are considered victims.	Those smuggled are considered to have broken the law and are not victims.
Victims are enslaved, isolated, denied free movement or have documents confiscated.	Those smuggled are free to move, change jobs, etc.
Trafficked victims do not have to cross an international border.	Smuggled persons have to cross an international border.

Who is a Trafficking Victim?

A trafficking victim can be anyone who is forced, defrauded or coerced into service 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.

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.⁵

Debt bondage occurs when a person is forced to work to pay back a debt (first borrowed as a loan or demanded as a part of employment) without clearly defined terms or limits. While victims are “earning” money to pay back their debt, they also keep accruing expenses, ensuring the debt is never paid off. Victims aren’t given information on the amount of money they actually owe, or the terms keep changing so they can never realistically pay back the original sum. This system is considered tradition in some countries and generations of families are enslaved to pay back the debt owed by their parents and grandparents.

Victims of involuntary servitude are forced to work against their will and under the threat of violence, punishment or deportation. Involuntary servitude 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.

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.

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. Many of the 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.

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. Reauthorized in 2003, the TVPA was expanded to include campaigns to combat sex tourism and refine 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.

Child Sex Tourism

In the case of child sex tourism, perpetrators travel abroad to engage in sexual activity with children under the age of 18. The United States' Protect Act of 2003 makes it illegal for United States citizens and residents to engage in sex with a minor while traveling in a foreign country. Offenders can receive up to 30 years in prison.

Like other forms of trafficking, sex tourism occurs most heavily in countries rife with poverty, corruption and instability. The ease of travel and use of the Internet to find sex tours or to learn from others how to procure child prostitutes also drives the sex tourism industry.

It is estimated that United States citizens make up 25 percent of child sex tourists worldwide.⁶ While some perpetrators are pedophiles who preferentially seek out children, many are "situational" abusers, believing that they are financially helping the child or that engaging in sex with children protects them from contracting HIV. Still others believe that child prostitution is not taboo and is more socially acceptable in other countries. These beliefs are wrong — children forced into prostitution rarely benefit financially, they are more susceptible than adults to contracting HIV, and child sexual abuse is illegal in all countries around the world.

Currently, efforts are underway to involve the travel industry as a partner in the fight against child sex tourism. In 2004, the Minnesota-based Carlson Companies became the first American company to sign The Code,⁷ formally known as "The Code of Conduct to Protect Children against Sexual Exploitation in Travel and Tourism." The Code provides guidelines to travel and tourism businesses around the world to help prevent child sex tourism. Signers pledge to implement six criteria that promote socially responsible, child-safe travel:

- Establish an ethical corporate policy against commercial sexual exploitation of children.
- Train personnel in the country where children are sexually exploited.
- Introduce clauses in contracts with suppliers, stating a common repudiation of sexual exploitation of children.
- Provide information on the sexual exploitation of children to travelers.
- Provide information to local "key persons" at destinations.
- Report annually.

In 2006, the Human Rights Program at the University of Minnesota hosted a conference on combating sex trafficking of children in travel and tourism. This conference included international experts from four sectors: non-governmental organizations, academia, government agencies and corporations.

Minnesota Legislation on Sex Tourism: HF 2859 of the 84th Legislative Session

1.8 Subd. 3a. Facilitates sex tourism. "Facilitates sex tourism" means, for the purpose of commercial advantage or private financial gain, arranges, induces, procures, or facilitates the travel of a person knowing that the person intends to travel or is traveling in interstate commerce or foreign commerce for the purpose of engaging in prostitution.

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, 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 four main sources:

- Arrest information was gathered from specific police departments.

- Charges and convictions were compiled by the Minnesota Supreme Court.
- Information about trafficking victims came from an online survey of victim service providers across the state.
- In-depth information on trafficking issues was derived through expert interviews.

Trafficking-Related Arrests, Charges and Convictions

Statewide information on arrests related to trafficking is currently unavailable.⁸ Instead, information was gathered directly from select police departments around the state.⁹ Please note that local police departments represented in this table below use different statutes and descriptions when recording data, have different population sizes and customized data recording procedures. Therefore, comparing information across departments is not advised. Additionally, it is not possible, based on the information available, to determine if trafficking was an element in these arrests.

	2003	2004	2005	Total
Minneapolis Police Department				
609.322 Solicitation of Prostitute	26	28	22	76
609.324 subdivision 3 Engaging in, hiring or agreeing to hire an adult to engage in prostitution	497	699	531	1,727
609.352 Solicitation of a Child	5	5	7	17
St. Paul Police Department				
Prostitution — Soliciting	42	204	118	364
Prostitution — Loitering with intent to solicit	3	19	30	52
Prostitution — Promoting	0	4	7	11
Prostitution — Prostitution and commercial vice	0	0	1	1
Duluth Police Department				
609.324 Engaging in, hiring or agreeing to hire an adult to engage in prostitution	16	11	8	35
609.322 Solicitation of Prostitute	2	11	0	13
609.321 Promotion of Prostitution	3	3	1	7
609.352 Solicitation of a Child	0	1	2	3

Charges Related to Trafficking

The Research and Evaluation Unit at the Minnesota Supreme Court Administrator's Office provided statute-based charge and conviction information for 2003-2005. 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,¹⁰ promotion of prostitution, solicitation of prostitution, other prostitution crimes, and the use of minors in a sexual performance.

Statute and Description	2003	2004	2005	Total
609.324 Other Prostitution Charges	871	942	596	2,409
609.33 Disorderly House	39	77	76	192
609.352 Solicitation of a Child	44	65	29	138
609.322 Solicitation of Prostitute	57	51	19	127
617.245 and 617.246 Use of Minor In a Sexual Performance	24	63	13	100
609.27 Coercion	8	10	5	23
609.321 Promotion of Prostitution	1	2	5	8

Convictions Related to Trafficking

In the past three years there have been a total of 1,364 trafficking related convictions:¹¹

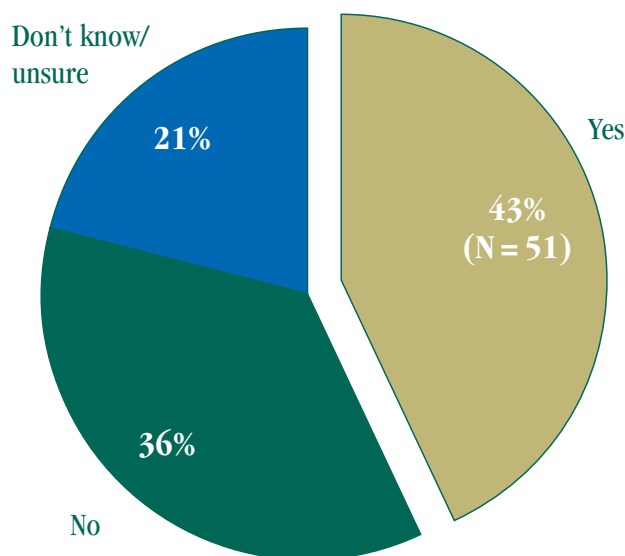
Statute and Description	2003	2004	2005	Total
609.324 Other Prostitution Charges	431	422	331	1,184
609.33 Disorderly House	17	14	8	39
609.352 Solicitation of a Child	17	14	14	45
609.322 Solicitation of Prostitute	20	13	16	49
617.245 and 617.246 Use of Minor In a Sexual Performance	8	5	7	20
609.27 Coercion	8	6	6	20
609.321 Promotion of Prostitution	1	2	2	5
609.323 Repealed	2	—	—	2

Trafficking Victims in Minnesota

This information was gathered through an online survey of service providers across the state. These providers were mostly domestic violence, sexual assault, immigrant or culturally-specific service providers, general crime victim providers, and family and children services providers. The survey was e-mailed to 188 providers in December of 2005, with a total of 119 completed (63% response rate). Because the majority of providers do not specifically track nor screen for trafficking victims, much of the information they recalled is estimated. The information gathered through the online survey is supplemented with key informant interviews. Minnesota service providers and law enforcement personnel working in this area were asked to discuss their experiences with trafficking victims and crimes in our state.

In the survey, each respondent read a definition of labor and sex trafficking. Based on this definition, respondents were asked if they had ever served at least one victim of trafficking. The chart below shows that 43 percent, or 51 of the 119 providers surveyed, have served at least one victim of human trafficking. While more than one-third (36%) have not served a victim, about two in ten (21%) respondents are not sure if they have served a victim.

Whether Organizations Have Served at Least One Victim of Trafficking (N = 119)



Labor Trafficking in Minnesota

Sixteen survey respondents indicated that they have served a victim of labor trafficking and at the time of the survey were currently working with 14 labor trafficking victims.

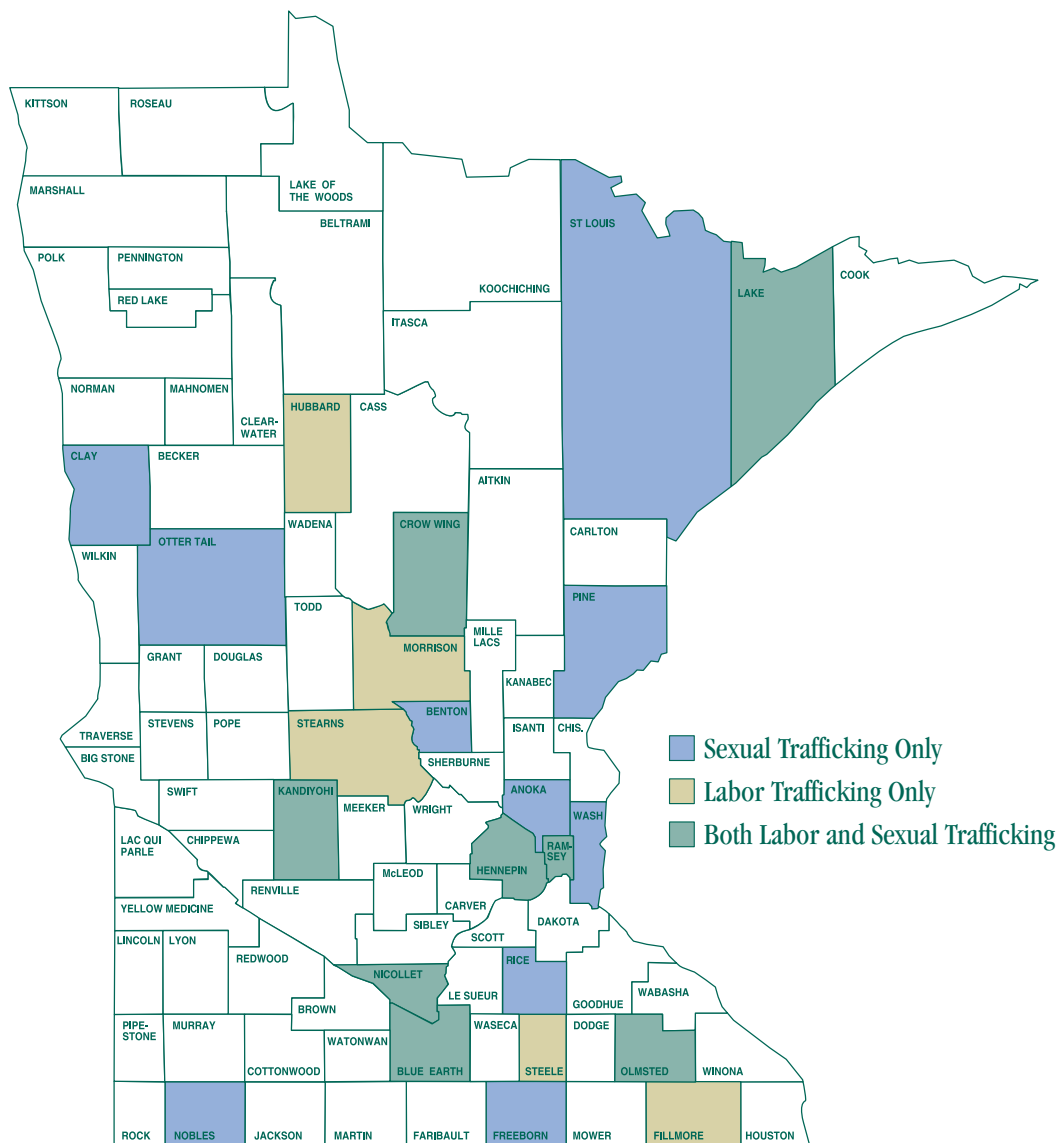
In the past three years, these 16 respondents worked with 12 male victims, 40 female victims and three child victims of labor trafficking. Half of respondents said that the victims they have worked with have been exploited in domestic servitude, as nannies, housekeepers or maids.

- Four respondents reported they have helped victims exploited in the agriculture or food processing industry.
- Three respondents have worked with victims exploited in restaurant work and two respondents mentioned victims forced to work in factories.
- Other respondents mentioned victims who were forced to deal or deliver drugs, work as a personal attendant to royalty or forced into working in retail establishments.

In order to understand how victims are being connected with services, survey respondents were asked to report how labor trafficking victims are referred to them for services. Ten of the 16 respondents said that their labor trafficking victims are walk-ins or are simply their current clients whose experience with labor trafficking becomes revealed as they get to know the client. Seven respondents said labor trafficking victims find them through word of mouth or referral from past clients, while five respondents find victims through other social service agencies. No respondents have received referrals from a doctor or medical clinic and only one has received referrals from the police.

Survey respondents were also asked to report if the labor trafficked victims they have served have been trafficked nationally or internationally. Most respondents don't know if the labor trafficking victims they have served have been trafficked nationally. The three who did know, mentioned that their clients were moved to and from Texas, Chicago, California, Florida, Alaska

Counties with Identified Trafficking Victims



and Puerto Rico. In contrast, 11 of the 16 respondents know that they have worked with internationally trafficked victims moved into the United States from Russia (N=4)¹², Mexico (N=4), the Philippines (N=3) and Saudi Arabia (N=2). One respondent each mentioned Guatemala, Somalia, Canada, Italy, Egypt and Cameroon. One respondent each also mentioned “other Arab countries,” “Southeast Asian countries” and “other Middle African countries.”

Respondents report that labor trafficking victims were transported by private car, truck or van (N=7) and plane (N=6). Three respondents mentioned that victims were transported on foot, one mentioned bus

and another mentioned boat. Six of the respondents were not sure how the victims with whom they had worked had been transported.

Many of the services provided to labor trafficking victims center around immediate crisis intervention. Ten or more respondents report that they provided labor trafficking victims with advocacy services, general victim services, food and clothing, crisis intervention and protection, and safety services. Respondents also provided victims with legal services, interpreters and shelter. Less common services provided include long-term interventions like job training, education, drug and alcohol treatment, and medical and dental care.

Labor Trafficking in Rochester

In 2004, a Nigerian woman escaped from four years of labor exploitation at the hands of a distant relative. This case contains many of the classic elements of trafficking: the woman was promised immigration assistance but instead had her passport confiscated by her trafficker upon arrival in Texas. She was forced to work, without pay, six or seven days a week. Despite the fact that her trafficker was a doctor at the Mayo Clinic, the woman's medical needs were unmet and she was often left alone without access to food. During her servitude, she was verbally and physically abused, threatened with deportation, and told that people in Nigeria would harm her if she ever moved back to her country of origin. She brought a civil suit against her captor, which was settled out of court. She received a T-visa in 2004 and will be eligible for permanent residency in 2007.

Sex Trafficking In Minnesota

Forty-one (80%) respondents who have served a victim of trafficking reported that they have served at least one victim of sex trafficking. Respondents gave a variety of estimates when asked how many victims of sex trafficking they are currently serving; responses ranged from zero to 200 domestically trafficked victims.

Respondents noted that they had not worked with any male victims in the past three years, but estimates of female victims in the past three years ranged from zero to 500 domestically trafficked victims.

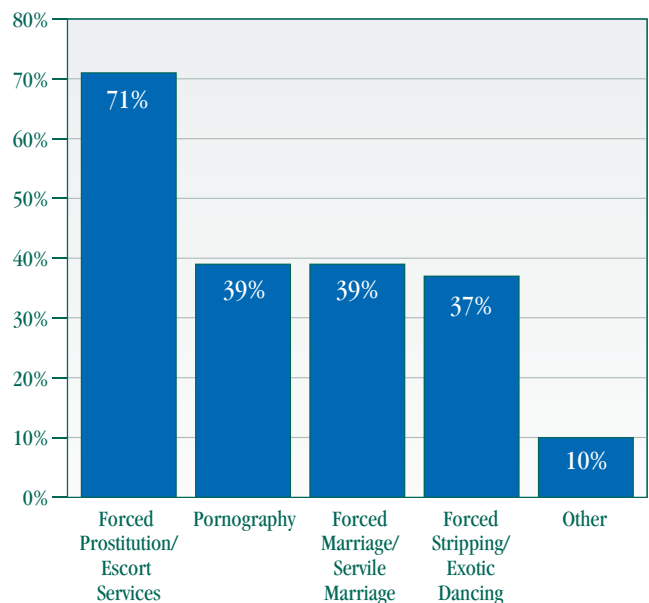
- Most respondents have worked with five or fewer adult female victims in the past three years, but three respondents identified 30 to 60 adult female victims.
- Survey respondents have worked with between zero and 100 child victims in the past three years.

Of the 41 respondents who identified as working with at least one victim of sex trafficking:

- 66 percent have worked with at least one adult female victim in the past three years.
- 24 percent have worked with at least one child.
- None mentioned working with adult male victims in the past three years.

More than one-third (37%) of respondents indicated that victims of sex trafficking are walk-ins or clients who present with a different problem, only to have their trafficking experiences revealed later. In fact, five respondents indicated that they identify all of their trafficking clients this way. Another 34 percent of respondents find trafficking clients through police referral. About three in 10 respondents find sex trafficking victims through referrals from social services (29%) or through word of mouth (27%). Far fewer (14%) said they get referrals for sex trafficking victims from doctors or hospitals. In addition, 27 percent of survey respondents listed a referral source not identified in the survey. These referral sources include county attorney's offices, the criminal justice system, friends of the client or through faith-based communities.

Type of Sex Trafficking Victims Have Experienced (N = 41*)



* This graph depicts the percentage of respondents reporting clients who have experienced sex trafficking, not the number of trafficking victims.

Most (71%) respondents said that the sex trafficking victims they have worked with have been forced into systems of prostitution or work in escort services. More than one-third of respondents have victims who have been trafficked for use in pornography, forced stripping or exotic dancing, or who were trafficked into servile marriages.

Domestic Trafficking in the Twin Cities

In addition to international trafficking, many victims are forced into local prostitution. Two recent cases in St. Paul highlight the hidden and violent nature of domestic trafficking: A 27-year-old woman was charged with forcing her developmentally disabled half-sister to engage in prostitution. The woman told her sister that if she didn't comply with her demands, she would send her back to a group home.¹³ In a second case, two 16-year-old girls were held captive in a St. Paul home. One girl was lured by a baby-sitting job but instead was locked in a closet and forced into prostitution.¹⁴

Since the 1960s, Minnesota has been known as a hub for recruiting women and girls into prostitution. Minnesota experts working to end prostitution feel that domestic trafficking is a growing problem as economic disparities and Minnesota's population of vulnerable women and girls increase.

The Prostitution to Independence, Dignity and Equality (PRIDE) Diversion program of Family and Children's Services¹⁵ is an alternative sentencing program for women who have been arrested for prostitution in Hennepin County. In 2005, PRIDE served more than 500 women and girls engaged in systems of prostitution.

Breaking Free is a non-profit organization located in St. Paul, focusing on women and girls exploited in prostitution. Breaking Free works with more than 500 women and girls a year. It is estimated that 60 percent of the women they serve have been domestically trafficked and moved from state to state. Currently Breaking Free has an outreach grant in conjunction with St. Paul-based Civil Society to locate adult women internationally trafficked for sexual exploitation and juveniles (domestic or international) who are victims of sex trafficking.

While both of these organizations have worked with several women who have been internationally trafficked, leaders at both agencies say that the majority of women and girls with whom they work are victims of domestic trafficking; forced into prostitution, controlled by a pimp and frequently moved around. This movement is often into and around the Twin Cities area but also takes the women across the state and country.

Leaders in both organizations assert that internationally-trafficked women may have additional barriers to receiving treatment (language and immigration issues) but that the trauma of prostitution is the same, whether victims are exploited in a foreign country or in their own backyards. It is their hope that all women and girls used in commercial sexual exploitation are recognized as victims and are offered services to heal the wounds of prostitution and build a life of dignity and success.

Juvenile Trafficking in Ramsey County

Sexual Assault Services of Ramsey County reported that they are currently working with 35 victims of sex trafficking. Most of these victims are juvenile Hmong girls, exploited and sometimes prostituted by gangs who move them around. Laurel Edinborough of Midwest Children's Resource Center works with children in Ramsey County who experience this kind of exploitation. One case in particular exemplifies the kinds of situations in which these children become vulnerable to exploitation.

In 2003, Laurel met four Hmong girls who were brought to her for health examinations from the Juvenile Detention Center after they were picked up by the police in a car with an adult male and drugs. All had sexually transmitted diseases but none had HIV. They all had evidence of forceful vaginal penetration and sexual abuse. There were too many sexual assaults to count. They all acknowledged smoking crystal meth to deal with their pain.

The girls were between 11 and 13 when their story of exploitation began. They all attended different schools but began skipping in May of 2003. Because they were good students, their absences did not draw much attention. The girls were spending their time meeting older boys, hanging out and learning to be cool. No one, least of all the girls, guessed the danger they were in and because it was summer the chance for teacher intervention was gone.

In June, the girls met Taz. He offered them marijuana and would drive them home at night. The girls thought they were having fun. Taz wanted his new girls to feel

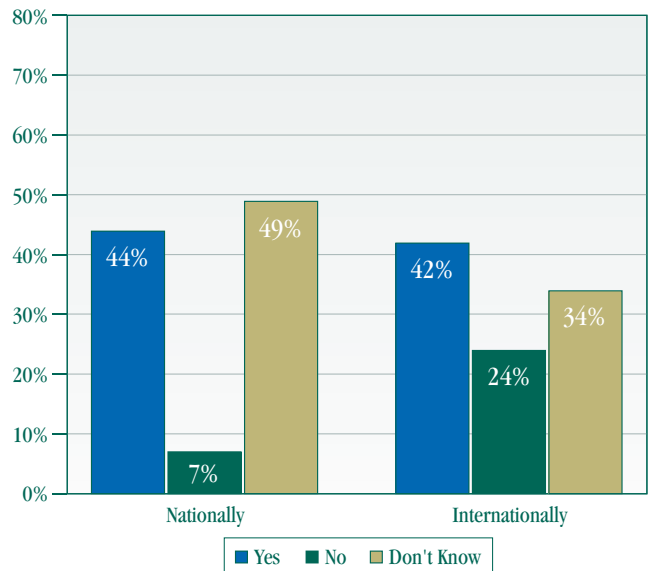
good so he gave them crystal meth. When he said they owed him money, the girls offered to bring it the next time they saw him, but Taz said no — the girls had to pay that night. He called three men who raped the girls in his basement, one after another. Each girl had to wait, knowing that her turn to pay up was next.

The girls no longer wanted to see Taz, but he still wanted them. He went to their houses, picked them up and threatened to kill them if they told. The girls believed Taz because he knew where they lived. They were trapped and no one knew they were in trouble. By August, the girls wanted the crystal meth and they needed Taz to get it. They wouldn't listen to their parents and began to steal, making their parents even angrier.

When school started again, the girls entered the new year with a summer vacation they couldn't write about. They rarely attended school, but no one at school had yet identified them as at-risk. In October, Taz wanted to have sex with the 12-year-old girl. She said no — she wanted to go home, but she also knew he had a gun. He drove her to his house, brutally raped her and drove her back home. She could not tell her mom what happened because she had skipped school again.

In November, all four girls were in a car with Taz when he was pulled over by the police. The girls eventually ended up at the Midwest Children's Resource Center and through the work of the Minnesota Gang Strike Force and the Ramsey County Attorney's Office, Taz was charged and convicted of multiple felonies. He will spend the next 25 years in prison.

Whether Sexual Exploitation Victims Were Trafficked Nationally or Internationally (N = 41)



Almost equal percentages of respondents indicate they have served victims who have been trafficked nationally (44%) or internationally (42%). However, it is important to note that almost half of respondents (49%) don't know if the sex trafficked victims they serve have been trafficked nationally.

Trafficking patterns can be broken down into three categories: trafficking within Minnesota, national trafficking among other states and cities, and international trafficking. It is important to note that the information on trafficking patterns collected in the survey is very rudimentary. Service providers are not systematically capturing information on trafficking routes, transit stops or places to which victims were moved for trafficking purposes. This information simply reports where trafficking victims were from.

Those respondents who have worked with domestically trafficked victims (N=20) mentioned working with victims from the following Minnesota cities: Faribault, Roseville, Northfield and Brooklyn Center. In addition, four respondents mentioned they have worked with victims moved between Minneapolis and St. Paul. One respondent mentioned movement between St. Cloud and St. Paul. Another mentioned victims trafficked from the Mall of America. Many people interviewed for this

report mentioned anecdotal evidence and stories about Native American girls and women moved off of the reservations and forced into prostitution in the Duluth Harbor area or in the Twin Cities. Although not a finding in the survey results, the anecdotal evidence suggests further investigation into the sex trafficking experiences of Native women.

When it comes to trafficking between states:

- Five respondents mentioned working with victims trafficked to or from Chicago and the state of Illinois.
- Three respondents mentioned Texas, Las Vegas or Los Angeles and the state of California.
- Two respondents mentioned Atlanta and the state of Georgia.
- Other states and cities mentioned by one respondent each include Miami, North Dakota, Pennsylvania, Hawaii, Virginia, Alaska and New York.

Seventeen respondents mentioned that they have worked with internationally trafficked victims:

- Six respondents mentioned victims from Mexico.
- Three mentioned victims from Canada or Russia.
- Two respondents each mentioned Central America, Somalia, Southeast Asia, Laos or the Philippines.
- One respondent each mentioned a victim trafficked from Nigeria, various Middle African countries, Saudi Arabia, Italy or Eastern Europe, and another respondent mentioned working with a victim who was trafficked from the United States into Mexico.

About half (46%) of respondents reported that victims were transported via private car, truck or van. About two in 10 (22%) respondents mentioned working with victims who had been trafficked by plane and slightly fewer (15%) mentioned victims trafficked by bus. Many (42%) respondents were not able to identify the methods of transportation used to traffic victims.

Like labor trafficking, many of the services provided by respondents to sex trafficking victims are meant to deal with immediate concerns like advocacy, crisis intervention, protection and safety concerns, food, clothing and

shelter. Unlike labor victims, respondents mentioned that they provided sex trafficking victims with mental health and legal services. Very few respondents reported providing victims with educational services, job training, drug or alcohol treatment, or medical services.

Trafficking as a Growing Problem in Minnesota

Working with trafficking victims is not easy — more than half of respondents said working with trafficked victims is very intensive. Victims are hard to find with traditional outreach methods; often they are very young, and can come from immigrant groups where it is difficult to find appropriate shelter and services. Respondents also point out that the issues faced by trafficking victims are new to service providers and old solutions do not necessarily fit with the new issues these victims present.

About half of respondents say that trafficking is growing in Minnesota. Many respondents mentioned that they see an increase in the exploitation of undocumented workers as the demand for cheap labor in the construction and landscaping industries grow. Still others believe that trafficking has always been a problem in Minnesota but that we have been in denial that it could actually happen here. For example, one respondent states that Minnesota has been a major site for juvenile prostitution since the 1960s and that girls from Minnesota are routinely trafficked to New York and Nevada.

Some respondents feel trafficking is a growing problem in our state because of the interaction between vulnerable populations, a demanding labor market and the use of women and girls in commercial sexual exploitation. One of the vulnerable populations mentioned by many respondents is the newly immigrated or undocumented worker. Often individuals are here with limited language and other skills and are easily exploited by those who use them for cheap labor or sexual exploitation. Respondents also mentioned the Star Tribune's article on sexual exploitation of Hmong girls as an example of vulnerable young people falling prey to sexual violence and forced prostitution. Respondents

believe that immigrant victims are difficult to find and communicate with because of the cultural and language barriers.

Teens are another vulnerable population mentioned by respondents. Many people indicated that teenagers are easily recruited and the use of the Internet facilitates prostitution. Teens are susceptible to pimps who tell them that they love them or are their boyfriends, only to exploit them later. This makes it difficult for victims of trafficking to understand that they are being exploited. Respondents also mentioned that the use of the Internet to bring “mail-order brides” into Minnesota also contributes to this problem; especially for Asian women who believe they are coming to Minnesota for a marriage but in reality are bought for cheap labor or sexual exploitation.

According to respondents, the rise of poverty and drug use has also contributed to the problem of trafficking in Minnesota. Respondents believe that economic depression, lack of social supports, adequate welfare programming and affordable housing creates a population of people easily exploited for both manual and sexual labor. Rural respondents mentioned that women in their areas, especially in economically depressed areas, are being forced to work multiple jobs or exchange sex to pay for or obtain their abuser’s drugs.

Half of the survey respondents don’t know if trafficking is a growing problem in Minnesota. Many respondents reported that they don’t know how to identify victims or they are not sure what constitutes human trafficking. Respondents also said that Minnesota needs a public awareness campaign and training for service providers and law enforcement on what trafficking is and how to identify victims.

How Does Trafficking Happen?

Trafficking occurs when someone is forced, coerced or controlled into a situation where they are exploited commercially or sexually. Most often victims are vulnerable and, like all of us, are simply looking for opportunities to improve their lives. Traffickers prey on this vulnerability and desire by:

- Offering victims job opportunities that are really prostitution or forced labor.
- Empty promises of love and marriage.
- Promising parents that their children will receive training in a trade or an education.
- Exploiting the gender gap that exists in some developing countries which see girls as an economic liability.

Once in their possession, traffickers use violence and threats of violence as a means of controlling victims. Since many victims are forced to work in illegal activities, traffickers use this and the fear of deportation as an additional means of controlling victims.

The myriad of reasons that make people vulnerable to exploitation would be of little consequence without the demand for cheap labor and a thriving sex industry. As stated by the respondents to the survey, the Internet provides a global, almost instant way, to purchase another human being for prostitution, pornography, or as a “bride.” The U.S. Report on Human Trafficking states that an effective strategy against trafficking must include both the supply side and the demand side. The conditions that promote trafficking must be addressed through education about the dangers of trafficking and victim’s legal rights, increased educational and employment options, and equal opportunities for people to improve their lives. Traffickers must be targeted by trained law enforcement and prosecuted, as should those who demand and benefit from the services of trafficked people. The public must be made aware of trafficking as a problem and enlisted by governments at all levels to assist in efforts to stop trafficking.

Addressing the Needs of Victims in Minnesota

There are many barriers that service providers face in finding victims, just as victims face many barriers in accessing services. First, trafficking is a hidden crime in which victims are tightly controlled. More than half of respondents stated that knowing where to find victims, a lack of training and information on human trafficking, and a lack of resources to help victims all create a barrier to providing effective services. Respondents said that victims don't know how to access services, that their isolation prevents them from getting help, and that they often don't seek assistance because they are afraid of violence against themselves or their families. Many respondents mentioned that the fear of deportation, the inability of victims to speak English, and the shame they feel in their exploitation keep victims from receiving help.

In order to remove these barriers, respondents believe Minnesota should work to increase public awareness of trafficking and increase outreach efforts, especially efforts that include information in a variety of languages. In addition, more training on trafficking should be available to service providers and specifically for law enforcement. Service providers need resources to address the diverse and extensive needs of victims, one of which is culturally appropriate advocates, information and interpreters. The other needed resources is affordable, long term housing to assist victims as they rebuild their lives and work through the United States visa process.

Gerald D. Vick Regional Human Trafficking Task Force

In 2005, the St. Paul Police Department was awarded a \$450,000 Department of Justice grant to form a task force to address international human trafficking.

The task force, named after Sgt. Gerald Vick, a St. Paul police officer who was murdered while investigating a prostitution ring of trafficked women from Mexico

and the Dominican Republic, is one of 32 across the United States.

Currently, the task force is headed up by Sgt. John Bandermer and has local representation from the Hennepin and Ramsey county attorneys and sheriffs, Minneapolis and St. Paul police, and the Bureau of Criminal Apprehension. Federal representatives from the FBI, Immigration and Customs Enforcement, and Bureau of Labor are also involved in the task force.

Civil Society and Human Trafficking Watch

Since 1996, Civil Society in St. Paul has worked to empower underserved individuals and communities to become safe and stable by providing crime victims with legal advocacy, services and education. It does this by informing victims of their legal rights, and by supporting them through the process of reporting crime.

Civil Society initiated the Minnesota Trafficking Victims Watch, funded through a three-year grant from the United States Department of Justice Office of Victims of Crime, which was received on December 28, 2005. The Watch addresses common barriers to providing services to victims of trafficking and addresses the need to coordinate with federal and local agencies to identify and rescue trafficking victims. The goals of the Watch are to increase awareness, help victims access help and decrease barriers to services, develop a comprehensive victim services model, and implement this model by providing a comprehensive array of services to sex and labor trafficked victims. The first meeting of the Watch was held on March 3, 2006.

Civil Society has also partnered with Breaking Free in an Outreach to Trafficking Victims grant from the United States Department of Health and Human Services Office of Refugee Resettlement. The goals of this 18-month grant are to contact and identify trafficked victims by screening those who come to Breaking Free and Civil Society through outreach or direct services, as well as

those referred to Civil Society from other organizations such as domestic abuse shelters, hospitals, medical clinics, churches and mental health agencies. The collaboration works in cooperation with law enforcement agencies and the Office of Refugee Resettlement. To date, Civil Society and Breaking Free have identified 69 victims of trafficking, two of which are children, and 28 children of trafficking victims; one of the highest rates among recent grantees. Of these victims, 41 are international trafficking victims and 28 are domestically trafficked.

Sisters of St. Joseph Task Group on Trafficking, College of St. Catherine

Gender equality and the empowerment of women is an overarching goal of the Sisters of St. Joseph of Carondelet and Consociates. The avenue taken by the task group to achieve this is the prevention of trafficking through education, public awareness, and supporting legislation that incorporates anti-trafficking and protection measures for victims.

Conclusions and Recommendations

The information provided in this first report serves as a starting point as Minnesota begins addressing the issue of trafficking. In 2006, the Minnesota Legislature passed a law mandating that the Department of Public Safety convene a 22-member human trafficking task force. This task force is charged with collecting and analyzing data related to the nature and extent of human trafficking in Minnesota, developing a training plan to address the issues associated with trafficking in our state, and creating a public awareness campaign to raise awareness of this issue around our state. It is recommended that this report inform the work of this task force and serve as a baseline for future measurements of human trafficking in Minnesota.

Based on this report, we know:

- Labor and sex trafficking occurs in Minnesota, but the extent of trafficking is difficult to assess.
- Victims can require extensive and unique services and Minnesota's service providers need knowledge and training on how to best assist those who have experienced trafficking.
- Training is also needed for law enforcement, clergy and medical professionals.

While the information in this report provides a foundation for Minnesota policy-makers, it is, in no way, a complete picture of the trafficking victimization occurring in our state. In order to build on this first report and increase the information gathered, it is suggested that the online survey of service providers be repeated for the 2007 report but that the report also include the following additional sources of information:

- Online survey of clergy, emergency room personnel and law enforcement.
- A statewide review of newspaper articles that contain information on trafficking perpetrators or victims.
- In-depth interviews with a labor and sex trafficking victim.
- Special analysis of trafficking victimization of Native American women and girls.
- More thorough analysis of labor trafficking in Minnesota.

- ¹ Please note that throughout this report, distinctions are made between labor and sex trafficked victims. When known, distinctions are also made between sex trafficked victims who were trafficked internationally versus domestically.
- ² *Trafficking in Persons Report, 2005*. U.S. Department of State.
- ³ Labor services include involuntary servitude, peonage, debt bondage or slavery.
- ⁴ U.S. Dept. of Health and Human Services, Administration for Children and Families, *Fact Sheet: Human Trafficking*.
- ⁵ U.S. Dept. of Health and Human Services, Administration for Children and Families, *Fact Sheet: Labor Trafficking*.
- ⁶ www.worldvision.org/get_involved.nsf/child/globalissues_stp
- ⁷ www.thecode.org
- ⁸ The Bureau of Criminal Apprehension was contacted for this information. Unfortunately, the statute data they receive is often incomplete or missing. In addition, their data does not contain arrest information from Minneapolis or St. Paul.
- ⁹ The police departments reported that they do not use some of the statutes requested for this report. The information in the table shows the arrest information for the statutes that each department uses regularly.
- ¹⁰ 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 no reported charges or 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.
- ¹¹ These data are preliminary as the data sources are currently being tested for quality assurance.
- ¹² These numbers represent respondents who mentioned each country, not the number of victims. Respondents do not have the ability to capture individual information on each victim they serve.
- ¹³ May 25, 2006, St. Paul Pioneer Press, www.twincities.com/mld/twincities/14660425.htm
- ¹⁴ March 22, 2006, St. Paul Pioneer Press, www.twincities.com/mld/twincities/14155129.htm
- ¹⁵ Family and Children's Services is a Twin Cities-based non-profit organization working to strengthen families.

Appendix A: Complete Survey Results

1. What type of services does your organization provide? (Please mark all that apply.)

(N=119)

- a. Domestic violence services (58%)
- b. Sexual assault services (50%)
- c. General crime victim services (35%)
- d. Immigrant/refugee services (18%)
- e. Legal services (16%)
- f. Health services (13%)
- g. Other (29%)

2. In what city is your program located? If your program has offices in more than one city please list the city in which your office is located. (N=119)

3. In what county is your program located? If your program is in more than one county, please list the county in which your office resides (N=119)

- a. See map (page 9)

4. Overall, what is your organization's average monthly client caseload? If you don't have caseloads, please enter "0." (N=119)

5. Does your organization serve: (Please mark only one response.) (N=119)

- a. Both men and women (92%)
- b. Women only (8%)
- c. Men only (0%)

6. Does your organization serve: (Please mark only one response.) (N=119)

- a. Adults only (4%)
- b. Both juveniles and adults (93%)
- c. Juveniles only (3%)

7. Does your organization serve the entire state of Minnesota or a specific geographical region? (N=119)

- a. Entire state of Minnesota (21%)
- b. Specific geographical area (79%)

8. What specific geographical region does your organization serve? (N=119)

Definition of Human Trafficking: Trafficking in human beings includes recruiting, harboring, obtaining and transporting persons by use of force, fraud or coercion for the purpose of subjecting them to acts, such as commercial sexual exploitation (including prostitution) or involuntary labor (i.e., enslaving them).

Simply put, human trafficking is the trade of human beings and their use by criminals to make money. This could mean forcing or deceiving people into prostitution, begging or sweatshop and manual labor, such as domestic help, nannying, factory work, agricultural work, etc.

Victims can be trafficking across international borders (for instance, from Canada into the United States) between states (for instance, from Minnesota to Illinois) or within states (for instance, from Duluth to Minneapolis).

Most often, trafficking is not a client's presenting problem. They are first treated as clients in need of other assistance and the trafficking aspect of their victimization is clear as their story is told.

9. Based on the definition of trafficking above, have you or anyone in your organization served at least one victim of human trafficking? (N=119)

- a. Yes (43%)
- b. No (36%)
- c. Don't know/unsure (21%)

10. Have you or anyone on your staff received specialized trainings or education on the issue of human trafficking? (N=51)

- a. Yes (59%)
- b. No (25%)
- c. Don't know/unsure (16%)

11. How do you identify a client as a victim of human trafficking? (Please mark all that apply.) (N=51)

- a. Victim's self-identification as a trafficking victim (86%)
- b. Victim's presenting problem (50%)
- c. Victim's legal status (28%)
- d. Don't know/unsure (2%)
- e. Other (28%)

12. Have you served victims of labor trafficking?

(N=51)

- a. Yes (31%)
- b. No (45%)
- c. Don't know/unsure (24%)

13. Please list the approximate number of labor trafficking victims with whom you are currently working? (N=16)

- a. At the time of the survey, six of the 17 respondents who have worked with a labor trafficking victim were currently working with a total of 14 victims. Three respondents were working with three victims each, while one respondent was working with one victim, and two respondents were working with two victims. Eight respondents were not currently working with any labor trafficking victims.

14. Please list the approximate number of labor trafficking victims you have worked with in the past three years. (N=16)

- a. Adult male victims: Three of the 16 respondents report working with a total of 12 male trafficking victims in the past three years. Three respondents report working with no male victims in the past three years, while 10 respondents did not answer the question.
- b. Adult female victims: Eleven of the 16 respondents report working with a total of 40 female victims. Five respondents did not answer the question.
- c. Child victims: Three of the 16 respondents report working with a total of three child labor trafficking victims in the past three years. Two respondents report no child labor victims, while 11 respondents did not answer the question.

15. Please indicate the percentage of labor trafficking victims referred to you from each of the sources listed below.

- a. Police referrals: Most respondents either did not answer this question or said that they get 0 percent of their referrals from police. One respondent mentioned that 15 percent of their

labor trafficking victims are referred from the police.

- b. Hospital/doctor referrals: No respondents mentioned getting labor trafficking victim referrals from hospitals or doctors.
- c. Other social service provider referrals: Two respondents mentioned getting 100 percent of their labor trafficking victim referrals from other social service providers, one respondent gets 5 percent of referrals this way, and another respondent said they get 15 percent of their referrals from other service providers. Eleven of the 16 respondents did not answer the question or get 0 percent of their labor trafficking referrals from other providers.
- d. Word of mouth/other victims: One respondent said they get almost all (90%) of their labor trafficking victim referrals from word of mouth; one respondent said they identify half this way, while another mentioned they get 20 percent of their referrals through word of mouth. Three respondents each said they get 10 percent of their referrals through word of mouth and one mentioned this is how they get 2 percent of their referrals. Nine respondents either did not answer this question or they do not have any word of mouth referrals.
- e. Current clients with other presenting issues/walk-ins: One respondent mentioned that 90 percent of their referrals are from walk-ins or trafficking victims who present with a different issue. Another respondent said they get 90 percent of their referrals this way. One respondent said 70 percent and another said that 50 percent of their labor trafficking victims present with a different problem. Three respondents said between 10 percent and 40 percent of their victims walk in. Six respondents either did not answer this question or do not get any referrals in this manner.
- f. Referral source not listed: One respondent said they get 100 percent of their labor victim referrals through a source not mentioned in the survey, while one person mentioned they get 20

percent of their referrals and another mentioned 5 percent of referrals through a different source. Twelve of the 16 respondents either did not answer the question or do not get referrals through a source mentioned in the survey.

- 16. What other sources, not listed above, have referred victims of labor trafficking to your organization?**
- Respondents also mentioned that victims find out about their services through religious institutions, general advertising, schools and employers.
- 17. Please list the types of labor trafficking your clients been subjected to: (Please mark all that apply.) (N= 6)**
- Restaurant (N=3)
 - Factory ((N=2)
 - Domestic (nanny, maid, housekeeper, etc.) (N=8)
 - Agriculture (N=4)
 - Landscaping (N=0)
 - Construction (N=0)
 - Forced begging (N=1)
 - Food processing (N=4)
 - Don't know/unsure (N=1)
 - Other (N=6)
- 18. Have the labor trafficking victims you have served been trafficked nationally? (N=16)**
- Yes (N=3)
 - No (N=3)
 - Don't know/unsure (N=10)
- 19. Please list all of the states and or cities from which labor victims you have helped have been trafficked. (N=16)**
- Texas (N = 1)
 - Chicago, IL (N = 2)
 - California (N =1)
 - Florida (N = 1)
 - Puerto Rico (N = 1)
- 20. Have the labor trafficking victims you have worked with been trafficked internationally? (N=16)**
- Yes (N=11)
 - No (N=2)
 - Don't know/unsure (N=3)
- 21. Please list all of the countries from which labor victims you have helped have been trafficked. (N=16)**
- Russia (N=4)
 - Mexico (N = 4)
 - Philippines (N =2)
 - Saudi Arabia (N=2)
 - El Salvador (N=1)
 - Guatemala (N=1)
 - Other Arab countries (N=1)
 - Somalia (N=1)
 - Canada (N=1)
 - Southeast Asian countries (N=1)
 - Italy (N=1)
 - Egypt (N=1)
 - Cameroon (N=1)
 - Other Middle African countries (N=1)
- 22. How were the labor trafficking victims with whom you have worked been transported?**
- Private car/van/truck (N=7)
 - Semi/Trailer (N=0)
 - Bus (N=1)
 - Plane (N=6)
 - Boat (N=1)
 - On foot (N=3)
 - Don't know/unsure (N=6)
- 23. What types of services do you provide labor trafficking victims? (N=16)**
- Advocacy (N=14)
 - Interpreter/cultural liaison (N=9)
 - Legal services (N=9)
 - Mental health services (N=7)

- e. Housing/shelter (N=9)
- f. Food/clothing (N=12)
- g. Job training/employment assistance (N=4)
- h. Medical or dental services (N=3)
- i. Drug and alcohol treatment (N=4)
- j. Case management/social services coordination (N=5)
- k. Education (N=4)
 - l. Crisis intervention (N=12)
- m. Protection/safety services (N=10)
- n. Victim services (N=12)
- o. Don't know/unsure (N=0)
- p. Other (N=4)

24. Overall, how resource-intensive are the needs of the labor trafficking victims you have served? (N=16)

- a. Very intensive (N = 9)
- b. Somewhat intensive (N = 5)
- c. Not very intensive (N = 0)
- d. Not at all intensive (N = 1)
- e. Don't know/unsure (N = 1)

25. Have you served victims of sex trafficking? (N=51)

- a. Yes (80%)
- b. No (10%)
- c. Don't know/unsure (10%)

26. Please list the approximate number of sex trafficking victims with whom you are currently working? (N=41)

- a. Twenty-one of the 41 respondents said they were not currently working with any sex trafficked victims. Those who were, gave ranges from one to 200 domestically trafficked victims. Many respondents gave ranges. Averaging these ranges give a conservative count of 294 sex trafficked victims receiving services at the time of the survey.

27. Please list the approximate number of sex trafficking victims you have worked with in the past three years. (N=41)

- a. Adult male victims: None of the 41 respondents report working with adult male victims of sex trafficking in the past three years.
- b. Adult female victims: Fourteen of the 41 respondents report not working with any adult female victims of trafficking in the past three years. Twenty-three respondents report working with five or fewer adult female victims in the past three years, while one respondent each mentioned working with 30, 50, 60 or 500 adult female victims of trafficking over the past three years.
- c. Child victims: Thirty-one of the 41 respondents indicate they have not served any child victims of sex trafficking in the past three years. The ten that have served child victims report a range between one and 100; one respondent has worked with 40 victims, two respondents with 10 victims each, and six respondents have worked with six or fewer victims.

28. Please indicate the percentage of sex trafficking victims referred to you from each of the sources listed below. (N=41)

- a. Police referrals: Twenty-seven of the 41 respondents did not answer this question. Three respondents stated that they get 100 percent of their referrals for sex trafficked victims from the police, and one respondent gets 90 percent of referrals from the police. Additionally, two respondents get between 50 and 75 percent of their sex trafficked victim referrals through the police. Four respondents get between 20 and 25 percent of their referrals from the police, while four respondents have between one percent and 10 percent of their sex trafficked victims referred through the police.
- b. Hospital/doctor referrals: Thirty-five of the 41 respondents either did not answer the question or do not get any of their referrals from hospitals or doctors. One respondent gets 65 percent of their referrals from hospitals or doctors, while another gets 40 percent this way. Two respondents each said they get one-quarter (25%) of their referrals from hospitals or

doctors. One respondent gets 10 percent of their referrals this way while another said they get 2 percent of their sex trafficked victim referrals from hospitals or doctors.

- c. Other social service provider referrals: Twenty-nine of the 41 respondents either did not answer the question or do not get any referrals for sex trafficked victims from other service providers. However, two respondents get 100 percent of their victims referred in this manner. Three respondents get between 25 and 40 percent of their victims through other service providers, while seven respondents get between one and 15 percent of their sex trafficked victims this way.
- d. Word of mouth/other victims: Thirty of the 41 respondents either did not answer the question or do not get any referrals for sex trafficked victims through word of mouth. However, two respondents mentioned that they get 100 percent of their victims this way and another said they get 90 percent of their sex trafficked victims through word of mouth. Two respondents mentioned that they get between 50 and 66 percent of their respondents through word of mouth, while four respondents get between 15 and 30 percent of their victims this way. Two respondents said they get 2 percent of their respondents through word of mouth or other clients.
- e. Current clients with other presenting issues/walk-ins: Twenty-six of the 41 respondents either did not answer the question or have not had any victims who were walk-ins. However, five respondents mentioned that they get 100 percent of their victims this way and another said they get 80 percent of their sex trafficked victims as walk-ins or clients presenting with a non-trafficking issue. Four respondents mentioned that they get between 40 and 60 percent of their sex trafficked victims as walk-ins, while five respondents get between one and 10 percent of their victims this way.
- f. Other referral source not listed: Thirty of the 41 respondents either did not answer the question or do not get any referrals for sex trafficked victims through a source mentioned on the

survey. One respondent said they get 10 percent of their referrals from some other source, while two respondents said they get between 75 and 80 percent of their referrals in some other manner. Four respondents get between 25 and 40 percent of their sex trafficked victim referrals from another source, while another four get between 2 and 10 percent this way.

29. What other sources, not listed above, have referred victims of sex trafficking to your organization? (N=41)

- a. Other referral sources include county attorney's offices, courts or the criminal justice system, faith based communities, general advertising, or through treatment centers or schools.

30. Please list the types of sex trafficking your clients have been subjected to: (Please mark all that apply.)

- a. Forced stripping/exotic dancing (37%)
- b. Forced prostitution/escort service (71%)
- c. Pornography (39%)
- d. Forced/servile marriage (39%)
- e. Other (10%)

31. Have the sex trafficking victims you have served been trafficked nationally?

- a. Yes (44%)
- b. No (7%)
- c. Don't know/unsure (49%)

32. Please list all of the states and or cities from which sex victims you have helped have been trafficked. (N=20)

- a. Within Minnesota
 - i. Minneapolis and St. Paul (N=4)
 - ii. Faribault (N=1)
 - iii. Roseville (N=1)
 - iv. Northfield (N=1)
 - v. Brooklyn Center (N=1)
 - vi. Minnesota – Wisconsin (N=1)
 - vii. St. Cloud – St. Paul (N=1)
 - viii. Mall of America (N=1)

- b. Between states
 - i. Chicago/Illinois (N=5)
 - ii. Texas (N=3)
 - iii. California/Los Angeles (N=3)
 - iv. Las Vegas (N=3)
 - v. Atlanta/Georgia (N=3)
 - vi. Miami/Florida (N=1)
 - vii. North Dakota (N=1)
 - viii. Pennsylvania (N=1)
 - ix. Hawaii (N=1)
 - x. Virginia (N=1)
 - xi. Alaska (N=1)
 - xii. New York (N=1)

33. Have the sex trafficking victims you have worked with been trafficked internationally? (N=41)

- a. Yes (42%)
- b. No (24%)
- c. Don't know/unsure (34%)

34. Please list all of the countries from which sex victims you have helped have been trafficked. (N=17)

- a. Mexico (N=6)
- b. Canada (N=3)
- c. Russia (N=3)
- d. Central America (N=2)
- e. Somalia (N=2)
- f. SE Asia (N=2)
- g. Laos (N=2)
- h. Philippines (N=2)
- i. From the United States into Mexico (N=1)
- j. Nigeria (N=1)
- k. Middle African countries (N=1)
- l. Saudi Arabia (N=1)
- m. Eastern Europe (N=1)

35. How were the sex trafficking victims with whom you have worked been transported? (N=41)

- a. Private car/van/truck (49%)
- b. Semi-truck/trailer (5%)

- c. Bus (15%)
- d. Plane (22%)
- e. Boat (5%)
- f. On foot (5%)
- g. Don't know/unsure (42%)

36. What types of services do you provide sex trafficking victims? (N=41)

- a. Advocacy (78%)
- b. Interpreter/cultural liaison (37%)
- c. Legal services (42%)
- d. Mental health services (49%)
- e. Housing/shelter (37%)
- f. Food/clothing (44%)
- g. Job training/employment assistance (15%)
- h. Medical or dental services (10%)
- i. Drug and alcohol treatment (10%)
- j. Case management/social services coordination (32%)
- k. Education (15%)
- l. Crisis intervention (71%)
- m. Protection/safety services (51%)
- n. Victim services (63%)
- o. Don't know/unsure (0%)
- p. Other (27%)

37. Overall, how resource-intensive are the needs of the sex trafficking victims you have served? (N=41)

- a. Very intensive (52%)
- b. Somewhat intensive (42%)
- c. Not very intensive (6%)
- d. Not at all intensive (0%)
- e. Don't know/unsure (0%)

38. In your professional opinion, do you consider human trafficking to be a growing problem in Minnesota (N=119)

- a. Yes (49%)
- b. No (2%)
- c. Don't know/unsure (49%)

39. In what ways is human trafficking becoming a growing problem for Minnesota? What issues do you see emerging? (N=58)

Very often I learn about new cases of trafficking in Minnesota. Many immigrant communities have this problem. It is my perception that this issue remains unnoticed because the victims know Minnesota is not prepared to provide a safe haven for them. The more we dig in this issue the more we will know about new cases.

Trafficking is very secretive. It is in private homes within the community. This makes it difficult to find with traditional outreach methods. The teens we are seeing are very young and usually immigrants or children of immigrants. When this occurs to children in some immigrant groups it is very hard for the teens to go back to live with their parents. Additionally, if the teens do go home some seem to be culturally married (often to abusive people during the next two years). We are seeing very young teens at our center age from 11 to 15-years-old. There are no long-term voluntary residential services for this type of child.

Difficulty identifying victims; lack of knowledge of mandated reporters (how and when to report); jurisdictional issues; difficulty differentiating between local prostitution and sex trafficking; victim-blaming; victim relocation challenges.

Human trafficking has always been a problem; it is only now becoming more visible. In particular, in Minnesota the exploitation of undocumented workers seems to be increasing as border states strengthen entry requirements.

Human trafficking will continue to grow where and whenever there is a market. I believe the trafficking problem will continue to grow in the manual labor market; work on roads, housing, building, landscaping, etc.

Exploitation on Internet contacts.

I believe the articles I have read indicate it to be a growing problem. In my opinion when someone is trafficked by a relative it is very difficult to gather enough concrete evidence to prosecute the

trafficker. This fact may contribute to the growing number of cases in this area.

Young women are becoming part of this issue more and more.

Trafficking of teenage girls and adult women in sex shows and prostitution.

Human trafficking is becoming a growing problem in Minnesota through the use of the internet for "mail order brides." Young women, notably Asian, are promised marriage but in reality they are "bought" for the labor and/or sex market.

People entrapped in situations where there were promises for a better life or promises of "love."

Just the fact they are showing up for traditional human services and the fact that our international population is growing.

We don't serve anyone who has been trafficked as far as we know. I do hear from the more urban areas that the issue is growing.

Exploitation of youth and the problems recently reported in The Star Tribune regarding the Hmong community.

Lack of affordable housing, good jobs and welfare programs being cut. Less resources and supportive programs lead to desperate measures, not to mention increasing violence and drug use leads to bad decisions.

The fact that I see more interest and resources for victims of human trafficking at least tells me that the issue is raising awareness.

I think many of the issues the victims face are new to many of us. Some of the old rules and solutions do not fit their needs. We have to rethink some of our answers.

It may be, or already is, in Indian country and some of the agencies may never have been exposed to it, or they would not know how to deal with the delicate situation, etc.

It is on the increase and the shame that victims feel prevents them from truly getting the support they need and deserve.

I believe that women are being coerced into sexual activity or position in great numbers.

I would not say that this is a growing problem, Minnesota has always had this problem and it is becoming worse. It has never been an issue of any real political focus until lately. Minnesota has always been known as the underground recruitment for young girls into prostitution since the late 60s. There is a very popular street in New York, called Minnesota Avenue, where most of the women who work this strip are from Minnesota. Currently Breaking Free is not only working with the mother, the mother is now bringing her daughter in for services as well. It is becoming generational. It is not uncommon to see a mother and her daughter out on the streets prostituting together. We receive calls weekly from parents asking us to help their young or adult daughter escape the life of prostitution.

I've been to seminars where the instructors mention the recruitment of teen girls into prostitution and then the subsequent transport across state lines to Nevada, New York, etc.

The exploitation of young Hmong girls.

The public, law enforcement and the victims don't like to call it what it is, often times it's suspected but not necessarily proven. Often times the victim is coerced or shamed into doing things that they won't report to authorities. We are very naive about the problem, the terminology is somewhat foreign to most people in Minnesota and therefore many do not take action, speak up or check things out further. The victims often deny the occurrence of human trafficking and instead mask it as a situation involving someone they cared about.

When I started this field, I heard of human trafficking but never had contact with such individuals. Now I am having more contact with victims of human trafficking. I have seen that companies do exploit workers from other states and countries to come to Minnesota. The workers do feel there is little they could do but to work to escape their "imprisonment." With my contact with

victims they also don't know this is wrong. They have a sense of loyalty toward that person.

In rural areas, as the economy changes, more immigrants are moving into the area for both farming and service positions. We are serving and hearing about larger numbers of immigrant women who are victims of domestic violence and related abuses, such as human trafficking.

Even though it is not something that we see a lot in this area, at least not yet, it is something we read about in the papers and are hearing more about.

Hearing more about it, in service programs and in the media. Awareness among adults and teens is growing at least.

Drugs going across the border.

I have just heard that it is very common — even in Minnesota. I would have never believed it but after more conversations I understand more. Issues I see emerging are more criminal sex cases and more homeless people as they try to escape the situation. It may bring on more suicides also because of the trauma.

Our member programs indicate an increase in human trafficking issues and concerns at a local level. Both for labor purposes and commercial sexual exploitation.

I think we will see more immigrants eligible for T-visas once there is more broad-based education on these issues.

Younger girls. More women running the trafficking.

I think it affects vulnerable populations, i.e., persons with a mental illness, immigrants and teens.

We are located in an economically depressed area, unemployment is high and the available employment is low paying service industry types of work. Women are forced by their abusers to work multiple jobs to support the abusers alcohol or drug addiction. Women are also forced by their abusers to exchange sex for drugs. Methamphetamine use and abuse is rapidly increasing in our area. The violence against women is rising with it.

More victims and homelessness.

Individuals are brought here with limited language and job skills. They are, thus, dependent on their abuser, which makes them reluctant to escape the situation.

Continued childhood neglect leads to unattended young people who aren't able to make as informed of choices, yielding way for the vulnerable to become involved on both ends of human trafficking.

Prostitution e-mail connections for purposes of using women for sex and labor.

I think as Minnesotans, trafficking seems too out there (something only in bigger cities) so as service providers and as a community we are unprepared to handle the reality.

It appears prostitution is on the increase, soliciting minors through the Internet and other means, and through the increase of Methamphetamine usage in the communities more cases of sexual violence and abuse are being reported.

Rochester is often used as a pathway from Chicago to the Twin Cities. This traffic has increased. Rochester is also an international medical community and we see an increase in women who are servants to medical clients of Mayo Clinic. The purchase of brides and nannies has increased.

It is a clearly reported concern within our state and our country. While our agency responds to the immediate crisis of domestic violence and not long term needs, I am quite certain that we have served individuals with these issues. An obvious barrier is the language barrier and providing translation services so that the individual has a voice.

Victims are younger and younger. They are new to the U.S. and their needs are multi-faceted.

I hear about it all the time, however have not been able to reach out and have personal contact with these victims at all. I think that even though it is a huge problem, not enough people are aware of it and I think that awareness needs to be done in a huge and immediate way.

As a general trend I see issues popping up pertaining to sex for drugs, women forced to distribute drugs and other forms of prostitution. I believe this is happening in our community but we have not been able to obtain the information. The change of views of sex, as it pertains to teenagers, is frightening to me and I see that as a potential for them to be trafficked and victimized.

As women become more poverty stricken they also become more vulnerable to dependency on people who will take advantage of them. Those who use others for trafficking seek out those who have financial needs. Poverty is increasing in Minnesota. Services for the poor are decreasing and being cut from funding.

40. What barriers exist for your organization in providing services to trafficking victims in Minnesota? (Please mark all that apply.) (N=119)

- a. Lack of support/coordination with federal agencies (18%)
- b. Lack of support/coordination with other Minnesota service providers (16%)
- c. Lack of funding/resources (45%)
- d. Lack of training/information about human trafficking (45%)
- e. Lack of organizational policy or procedures for addressing the needs of trafficking victims (24%)
- f. Language barriers (30%)
- g. Issues of safety (17%)
- h. Inadequate staffing (29%)
- i. Knowing where or how to locate victims (48%)
- j. Don't know/unsure (26%)
- k. Other (13%)

41. What barriers do you feel exist in Minnesota for trafficking victims seeking services? (Please mark all that apply) (N=119)

- a. Fear of deportation (63%)
- b. Fear of violence against self or family if seeking help/safety concerns (65%)
- c. Isolation/no support (66%)

- d. Shame/embarrassment (61%)
- e. No knowledge of available services (68%)
- f. Not recognizing self as victim/no knowledge of victim's rights (56%)
- g. Lack of transportation/geographical isolation (49%)
- h. Language barriers (61%)
- i. Lack of community awareness about the issue (56%)
- j. Don't know/unsure (18%)
- k. Other (7%)

42. What services are needed for trafficking victims in Minnesota that are currently missing or under-provided? (N=119)

Long term, voluntary shelter programs for kids under 16 years of age.

I am uncertain what social services are available for victims; however, additional training for professionals is needed in identifying and interviewing these victims.

We would find out that people are victims of trafficking during the process of helping them with domestic abuse or sexual assault victimization. We would work with Legal Aid to help with this aspect as much as possible, but first hand knowledge and resources are sketchy due to a limited amount of experience working with victims of trafficking.

There are two services needed for Minnesota:
 1) better community education about the problem (including identifying resources), and
 2) sufficient non-English proficiency among service providers (especially those service providers not self-identified as "trafficking" or "immigration specialists"...for example, battered women's shelters).

An 800 number would be helpful which would direct them to existing programs and services.

Education and connection to what is happening.

Shelters need to be open to taking victims, particularly those used in prostitution and the sex industry. More public awareness of the victimization

aspect of this issue so victims might be more likely to self-identify and seek services. More resources to overcome language barriers.

Funding is always an issue. Often time legal delays contribute to this factor.

Money for programming.

I think they are all under-provided.

I don't know what is offered in other areas. I know that in Pennington and Red Lake County we would do anything that it would take to get these people the help they needed.

Country consulates are often in Chicago or another city where it becomes difficult for someone from another country to seek their assistance.

Community awareness about human trafficking — in our geographical area, I don't think most people have a clue about the issue.

Enough legal support.

Visibility of the problem and ways to get help is one of the main problems. Training on how to reach out to communities that see this problem the most.

Education of community and awareness. Appropriate funding for services. Availability of interpreters and translation of resource materials. Transportation (particularly outside the metro area).

First and foremost, educate the public, educate human service organizations and lobby to keep existing agencies operating to provide services.

Affordable housing, more employment services. Community education of services available for victims.

The language barrier is one of the greatest challenges to providing services. Without the ability to communicate, nothing can be done.

Any and all that would be beneficial for the victim that would help him/her, etc.

All of the above.

Helping providers identify victims and community awareness.

Appendix A: Complete Survey Results

Adequate funding for grassroots, especially rural, programs to be able to provide more than minimal surface victim services. How else do you establish enough trust to “hear the full story,” especially with these victims?

Housing, additional program staffing, funding, more assistance from state and county services, mental health services, job opportunities and employment training specifically for prostituted and trafficked women.

Training for law enforcement and others who work with victims directly.

Coordinated primary prevention services.

First, there needs to be information in a variety of languages on what trafficking is and where to go for help. This could be a brochure, billboards and flyers at various agencies that victims might visit. It would include information about how to access shelters.

Because of lack of funding and education it is difficult to determine what the needs are not only in this area but statewide in Minnesota. One thing is education for not only for victim service providers but also police officers and the court system.

More billboards on interstates with an 800 number like the Day One number to call.

More education, communication and resources with public, law enforcement, the legal and judicial branches and service provider collaboration.

I would like to have an office or position to investigate and bring to trial individuals and companies that are guilty of these actions. I would like training for all service providers, state government and elected officials.

This is an area that we have not worked in or been exposed.

The services probably exist, but sexual assault programs are under-funded and they are seeing growing numbers of victims.

Coordination between programs and with legal departments, transportation to appropriate services

out of area, translators and funding for emergency services in rural areas.

All of the above. I also believe that we need a multi-disciplinary group to look at all of the trafficking issues in Minnesota and develop a comprehensive plan for addressing it at the service and policy level.

There is a need to provide cultural and language specific community education and outreach to reach victims. Among some immigrant communities there is a real fear of authority (i.e., fear of deportation).

Housing!

More funding and more safe-housing.

Counseling and financial support.

Support services for immigrants are under provided.

Safe housing and financial resources in order that they can become self-sufficient. Imposed time frames in which victims must “complete” their program. There is little understanding that someone who has been severely traumatized may not even begin to be “functional” in one years time. Yet the existing programs will only allow up to 18 months for victims to complete their goals. Having completed their program, they may still need affordable supportive housing, yet the affordable housing in this community is horrifying.

Community awareness about this issue.

Housing and health care.

Legal assistance for immigration issues. Housing and economic support. Outreach for awareness of rights and services. Language interpretation.

More awareness and specific programs that provide outreach to potential victims and service providers

Possibly interpreters in cases of language barriers.

There needs to be more information directed toward the victims alerting them to services available. There needs to be better protection from deportation as trafficking victims are placed in further danger when deported.

More people who know care to help.

Community awareness, training for advocates and law enforcement, and any other agency that would be able to provide assistance to trafficking victims.

Training and a better understanding for those who would work with victims of trafficking.

More staff in victim service offices to be able to handle the increase in victim needs.

Funded services, more training for law enforcement and victim service providers.

43. Finally, please take this opportunity to tell your clients' "trafficking stories." If you wish, without using names, provide a case study you feel highlights the issue of trafficking in Minnesota. (N=119)

I had a client from the Philippines who was brought to Minnesota as a nanny of six children. She was paid less than 400 dollars per month and had to work day in and day out, Monday to Sunday. Her documentation also was taken away from her.

A 12-year-old Hmong girl ran away from home. She met up with a 27 year old man who took her to Wisconsin. She became his sex toy. She was not reported as missing by her parents to the police. She was dropped by her school — no one even knew she was missing. She was sexually exploited over a period of a year, came home and started to do well but her parents forced her into marriage at age 15 to an abusive husband. This was reported to CPS who opened a case and closed it without finding maltreatment. There was also never an original response from CPS when this teen left and was not reported to law enforcement.

The two victims that immediately come to mind were both mail order brides to the same abuser. In fact, they both stayed at our shelter at the same time. This abuser brought mail order brides into the U.S. from foreign countries. The victims could not speak English, so they were isolated, and he used them as sexual objects and for forced labor, and was very physically violent to them.

A number of people were taken advantage of (financially) getting help on their legalization papers. The individual involved has fled Minnesota.

Our client's use of drugs and tough life's existence contributed to her vulnerability to the "too good to be true" guy who procured her, drugged her up and bussed her to Florida.

I presently have two human trafficking cases. One client is certified and the other pre-certified. I believe both cases involve intense case management. Although, I believe most case managers would agree that advocating for a pre-certified client involves many challenges and the most intense management.

Thank you for exploring the need for services for individuals who might find themselves in situations like this and needing of services.

Serving victims from all areas of crime, including trafficking, needs to be a priority at the judicial and legislative levels.

The residents that come to us have a longer history of prostitution and their histories tend to be more violent because Minnesota's winters keeps so much of this issue underground — in other words, because of our weather the problem remains hidden.

My agency has had to reduce staff in the last few years which in turn decreases how much time we have to build relationships with our families. We provide services to approximately 1,800 adults per month. I have the feeling that many of our clients may be trafficking victims, but due to the shame and blame attached they do not get to know us well enough to share.

We have only helped 1 or 2 victims who were referred to us by the federal government. The one case I am familiar with moved out of Minnesota after a few weeks.

"Sara's" Story

"I want to be your boyfriend," the older neighborhood man said to Sara. These were some of the initial words spoken to her by her trafficker, the first in a line of many traffickers that would end up controlling, abusing and coercing Sara into a life of sex exploitation throughout the next 22 years of her life. Because Sara's childhood lacked male

affection, she quickly became infatuated with this older man and found his attention to be flattering and exciting. Wooing her in with his cunning and thrifty words, he “hooked” her in — simply to use her as his pawn in a trafficking game.

Shortly after her trafficker had wined and dined her, or as she put it, “honeymooning,” he forced her to use drugs and raped her repeatedly. Sara wanted out, but the trafficker quickly moved into his next phase of manipulation. “If you try to escape, I will cut your mother’s head off,” he told her. Sara’s first trafficker was “breaking her in,” brainwashing and manipulating her mind, physically beating her, starving her and was hooking her onto hard-core drugs — all tactics in his plan to gain control over her. Paralyzed with fear, she had no reason to believe her trafficker wouldn’t carry out his threats considering what he had done to her. She did what she was told in concern for her mother’s welfare.

Her 22-year-long nightmare had only begun. And she was just 15 years old. Early on, Sara was shipped by her trafficker to massage parlors and strip clubs in the Midwest to dance and perform sexual acts for clients. Because she was tall and looked older, it was easier for her to get into clubs and other adult settings which made her all the more valuable, yet vulnerable to her trafficker. Calling her his “North Star” and beating the other girls more than her, made her feel like she meant more to him. “A trafficker can gain control over the girls quite easily,” Sara said. Speaking candidly about the tactics her traffickers used, she explained the role that drugs played in her situation. At first, she was forced to take drugs, therefore forced to addiction. At times, Sara used drugs to fit in because she didn’t want to stick out. “Sticking out meant that you got beaten up for being different,” she said. Once addicted to the drugs, her traffickers would use it as a bargaining chip when they wanted her to do something. She likened it to how a dog would do something for a treat. Sara did what was asked of her to get the drugs, because without them meant withdrawing, and for her, “withdrawal was too painful to go through.” Doing what was

necessary to get the drugs meant that she didn’t have to feel, that she didn’t have to fall asleep and deal with her horrific nightmares, and that she didn’t have to deal with the pain alone. As she put it, “You can’t go through this hell with a sane mind. You need the drugs to survive.”

Along with the drug addiction, her traffickers abused her mercilessly — much of the abuse too gruesome and graphic to mention here. From the verbal and physical abuse to the starvation, the violence never ended. Sara’s traffickers put out their cigarette butts on her and stuck knives into her flesh. She was often beaten with large objects, such as coffee pots. She mentioned a time when one of her traffickers put a heavy candle inside of a sock and swung it at her in order to break her arm. She was kicked and stomped on by groups of men and dragged by her hair as she was called horrific names. Sara was thrown out of a moving car. Thinking she had somehow escaped, her trafficker circled around only to pick her up to inflict more abuse on her. She had gasoline poured all over her, while her trafficker stood over her head with a lighted match. This cruelty advanced the control — and it never stopped.

Over the next 20 years or so, she was moved frequently from city to city throughout the United States and Canada for different reasons from conventions and company parties, to strip joints and escort services. In trafficking rings, she said it isn’t just the shady characters who are trafficking women. She oftentimes saw ordinary-looking men involved that were just interested in making money. “I came across lawyers, doctors, college students, multi-millionaires, family men — you name it, they’re all doing it.” She said for them, it was just “another real-estate deal.” Educated or not, traffickers exist among all walks of life. For them, it’s all about the money, and they could care less for the women, as long as they get a good “cut off the deal.”

Caught in a vicious cycle, Sara expressed how trapped she felt. “I kept falling prey to the same types of men,” she said. “I started to believe that it

was me that was attracting these men, and I was convinced that this was the only reason why I had been put on this earth was to be a prostitute, and I truly believed that.” Her many traffickers continued to brainwash and control her. They often told her that if she left, she wouldn’t be accepted by society, because she was tarnished and no one would ever want her. She explained how her traffickers used money to control her. “You don’t have any money, so you have to come to them for everything,” she said. “For food, shelter, clothes, drugs, alcohol, hygiene products or anything that I needed, I had to ask for it. They dominate your life because you need those things to live.”

Her traffickers would often remind her of where she had previously been and how they had “saved” her from living on the streets. Sara, paralyzed with fear, had difficulty breaking free from her traffickers. She feared going back to the “real world,” she feared braving the unknown and she didn’t trust anyone. Her traffickers convinced her that she was no one without them and that her life calling was to be a prostitute and nothing else. She was led to believe that she was the one that was doing the wrong and illegal act, not the traffickers. Fearing what could happen to her if she did try to run away, she stayed in the cycle and did what she was told. “It’s all I knew. I did what I had to, and that meant that I was safe for another day,” she said. “I was led to believe that I was worth nothing.”

Convinced of her call in life, she was left with no sense of worth and had no reason to believe that she deserved better than the life she was living. But Sara’s story does not end there and there is restored hope for her today. In her final years of being a sex trafficking victim, Sara was brought in for what she called, “another program.” It was at that time that she was tired of being what she was, and tired of downing herself. By the grace of God and being touched by the words spoken by a woman at a social service organization, Sara found open doors and unconditional love that started her back on the road to restoring her life. As she put it, “I finally learned that I was not a piece of trash or a sexual object to be used, that I was worth saving,

that it wasn’t my fault and that I couldn’t have prevented this from happening to me.” Sara for the first time believed that she was worth something, that her opinion mattered and that she was not tainted and tarnished.

This organization had compassion on her, they helped “unbrainwash” her. She said, “I felt positive for the first time. They showed me that I’m a beautiful person, that I deserved to be loved and that I could love, too.” Sara, now five years into recovery, now devotes her life to helping women like herself, who are trapped in prostitution and need help getting out. It is here that she has found a purpose for her suffering. She sees her experience as an effective tool in helping rescue and restore victims of sex trafficking.

The Carver County SAIC is a multi-disciplinary group that is working to develop a protocol to be followed in helping to make the criminal justice system more “victim-friendly” to victims of sexual assault. Although many of our member agencies deal with victims directly, the SAIC has very limited contact with victims, primarily in the form of surveys about their experiences with the various member agencies.

I believe that trafficking will continue to grow and that we need to be aware of all resources available statewide that can be of assistance in our work with victims. Would love to see the data you collect.

Please make sure the legislature knows that there are also victims who are tricked and raped by pimps, but who get away before they are forced into prostitution. The problem is broader than they think.

The interstate has a role to play. We have had three women who were forced to expose themselves to truckers driving down the interstate and then pulling into a truck stop for forced sex. The abuser collects the money.

A Wisconsin cult abused their own children and “recruited” or took other kids to abuse. Kids were possibly taken from Wisconsin and Minnesota, and transported in between. I suspect there was money

involved making it commercial but I am not equipped to determine that as a small NPO. The victim who came forward was so afraid, it's taken her over 15 years to report.

A young woman visiting from Saudi Arabia went missing and I believe was taken by a Lebanese cab driver who sold her to someone else who took her into Mexico where she was sexually assaulted. The U.S. Marshall found her after she was found wandering a beach in the same clothes she went missing in, two weeks earlier. She was badly beaten and had classic signs of sexual assault on her face, legs, thighs, etc. Law enforcement did not seem motivated to collect evidence (like her clothing or pictures of the victim's injuries) nor did they check into things further. I went with the young woman's mother to retrieve her from the U.S. Marshall at the border of Mexico. The family paid for all expenses to reunite with the dazed daughter. The victim was so ashamed due to her culturally and spiritual beliefs, she has yet to "remember" all of what happened.

Last year one of the domestic abuse clients was being kicked out of her house by her partner who became a citizen several years ago. He wanted her out because he brought another woman from Guatemala to watch the kids, cook, clean and allow him to get sex anytime he wanted. Even though she was the natural mother of the two children, he told her in this country she had no rights to children that are citizens. He did call the police to removed her and claimed she hit him. The police didn't provide an interpreter. Therefore, they didn't know the entire story and gave her a citation. Through our agency, we were able to provide her with an attorney, an order of protection and to get temporary custody of the children. We also made a police report on him bringing another woman illegally to this country. The police never acted on this report and he did send this woman to California to a cousin's house. I know that with our clients that are exploited by employers it seems that the employers are not held accountable. We need to take this white-collar crime seriously.

Two very young teenage runaways were introduced to a restaurant owner and friend who prostituted them out of his restaurant to "clients." Both men are being prosecuted but have warrants for their arrests.

One of the women with whom we worked has a history of drug addiction. She is currently not using, but her husband is threatening to divorce her and take the children if she doesn't exchange sex for drugs for him. He then uses her prostitution to further instill fear in her by telling her that everyone knows that she's a whore and if she leaves him, she'll never be able to work because they live in a small community and nobody will want someone like her working for them. She also has no education or job skills so that even if she did leave and work full-time, she would not be able to support herself and two children. Her husband works for cash so that if she went for child support, based on his W-2, child support would only be approximately \$150 per month. Another woman waits tables and is a maid in a local hotel. She is forced to give all of her earnings to her husband who is an alcoholic and compulsive gambler. She has in the past tried to hide some money from him in order that she could save enough to get her own apartment. Her husband is friends with the head of house keeping who informs him of any overtime hours that his wife works. Her husband demands to see all of her check stubs and continually threatens to kill her if she is ever caught keeping money from him again. Both of these women have filed for orders of protection numerous times, but because they have no means to get away from their abusers, they continue to be controlled and manipulated by them and drop their Orders for Protection.

The women we have worked with have been victims of domestic abuse. Generally, they have been brought to this country as "mail order brides" — attracted by payments to their families, promises of support and a good life in America. They arrive to find that they are abused and forced into prostitution. It is difficult for them to leave their situation for a variety of reasons. They have

limited English, are unaware of services available to them, have no personal support system, fear rejection by their family and have no financial resources.

A man from our area paid for a “bride” from the Ukraine. Two days after she arrived, she came into our office for assistance. This man is a known assailant. We provided services for her to return to her homeland.

We currently have two women on staff who were brought to the U.S. for servitude. We have had at least three other women on staff who were purchased brides. The trafficking of women as brides, nannies, for prostitution, etc. is really very well hidden by the secrecy that surrounds it. A Saudi prince or princess who brings “personal attendants” to Minnesota and locks them in a rented house that is shrouded and guarded 24-7 is never confronted by authorities unless the “attendants” are assaulted and somehow manage to call the police. We have had Embassy officials call us and threaten to arrest us unless we return the woman to the person from whom she fled. We had one case where we managed to get a protective order for the oldest sibling of four. She was 18 and her mother was in their home country. Even with the support of the court, the school counselors and the Mormon Church, the county insisted on returning these four to a woman who was not their mother

and who readily admitted to whipping them with belts and cords and making them beg for food. It took the Mormon Bishop to save these four from the county who insisted this was a cultural issue not a crime. We strongly believe there needs to be more training and policy regarding the difference between being culturally sensitive and protecting those who are trafficking and misusing others under the guise of cultural norms in their home country.

Women married in another country brought to Minnesota as second or third wife. Many young, 10 to 14-year-old girls being distributed to adults in the community who feel confident that the youth won't tell that they were “lined up” by 10 men due to shame and lack of others understanding.

Whether the drug distribution things fit into this category I am unsure. See, I need more training, but I have worked with women who have been forced into drug distribution for their partners and they end up taking the charge for the federal offense and getting sentenced to many, many years.

Even married couples are working together to exploit vulnerable women and women with financial needs. Young women are used for transporting drugs and are paid quite well to do so. They are quickly used for prostitution as well.

Minnesota Resources

Breaking Free
651-645-6557
1821 University Ave W., St. Paul, MN 55104

Civil Society (St. Paul)
www.pressenter.com/~civilsoc

PRIDE, Family and Children's Services
www.fcsmn.org/PRIDE

The Center for Victims of Torture
www.cvt.org

Federal Government Resources

2005 Trafficking in Persons Report
www.state.gov/g/tip/rls/tiprpt/2005

Campaign to Rescue and Restore Victims of Human Trafficking (U.S. Dept. of Health and Human Services)
www.acf.hhs.gov/trafficking

Office to Monitor and Combat Trafficking in Persons
www.state.gov/g/tip

U.S. Dept of Justice
www.usdoj.gov/whatwedo/whatwedo_ctip.html

U.S. Dept. of Justice — Response to Sex Tourism
www.usdoj.gov/criminal/ceos/sextour.html

Non-governmental Resources

Coalition against Trafficking in Women
www.catwinternational.org

End Child Prostitution, Child Pornography, and Trafficking of Children for Sexual Purposes (ECPAT)
www.ecpatusa.org

Freedom Network
www.freedomnetworkusa.org/

Free the Slaves
www.freetheslaves.net

Human Trafficking Search
www.humantraffickingsearch.net

World Vision Child Sex Tourism Prevention Project
www.worldvision.org/worldvision/wvusufo.nsf/stable/globalissues_stp



Minnesota Office of Justice Programs

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