

# HUMAN TRAFFICKING IN MINNESOTA

A Report to the Minnesota Legislature  
January 2017

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## EXECUTIVE SUMMARY

Trafficking in persons is a global and domestic problem requiring a comprehensive and coordinated response that prevents trafficking, prosecutes traffickers, protects victims and promotes partnerships among agencies. The Trafficking Victims Protection Act of 2000 (re-authorized in 2003, 2005, 2008 and 2013) is the United States' primary tool in combating human trafficking.

In 2009, Minnesota Statutes section 609.322 Solicitation, Inducement and Promotion of Prostitution was amended to include sex trafficking. Minnesota law focuses on the actions of the trafficker; if he/she received, recruited, enticed, harbored, provided or obtained by any means an individual to aid in prostitution, then sex trafficking has occurred. This law is widely considered more effective than the federal law, which requires a determination that force, fraud or coercion was used to commercially and sexually exploit a person over the age of 18.<sup>1</sup>

Since the passage of Minnesota's Safe Harbor legislation in 2011 (with full implementation in 2014), a minor who is under the age of 18 is considered sexually exploited if they engage in any commercial sexual activity. The passage of this legislation resolved the previous conflict in the law that defined a sexually exploited youth as both a victim and a delinquent. In addition to decriminalizing sexually exploited youth, Safe Harbor legislation added the definition of sexually exploited youth in Minnesota's child protection codes, increased the penalty against adults convicted of purchasing other individuals for sex and directed the Department of Public Safety (DPS) to create a victim-centered response for sexually exploited youth.

This victim-centered response is known as the No Wrong Door model. This model serves as a new approach to intervening with sexually exploited youth so they can be identified and provided with services from a variety of sources. Full implementation of the model means that when any sexually exploited youth seeks services, they are offered opportunities to heal, grow and recover. It will take \$13.3 million to fully fund No Wrong Door. Since its inception, the legislature has dedicated \$11 million so far; advocates of the model will be seeking \$2.3 million in the 2018-2019 session to ensure full implementation of No Wrong Door. While this model is not fully implemented yet, through it the state is making great strides toward creating one of the most comprehensive systems in the nation for identifying sexually exploited youth and ensuring they receive effective services.

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 or centralized way to count them. Therefore, assessing the level of victimization in Minnesota is difficult.

This report is the seventh completed under Minnesota Statutes section 299A.785 and the fourth to be completed since the statute was amended to allow for biennial submission. This statute requires a study of the extent and type of trafficking occurring in Minnesota. As stated earlier, there is no systematic or centralized way to count victims of human trafficking. Therefore, to meet the obligations imposed by legislation, online surveys were completed by service providers (N=89) and law enforcement officers (N=195) across the state. These respondents constitute 45 percent of the service providers surveyed and 46 percent of law enforcement agencies across the state.

Sixty-six percent (N=59) of the service providers who responded have served at least one victim of sex trafficking in Minnesota and 24 percent (N=21) of service provider respondents have served at least one victim of labor trafficking. Seven percent (N=13) of law enforcement respondents indicated their agency

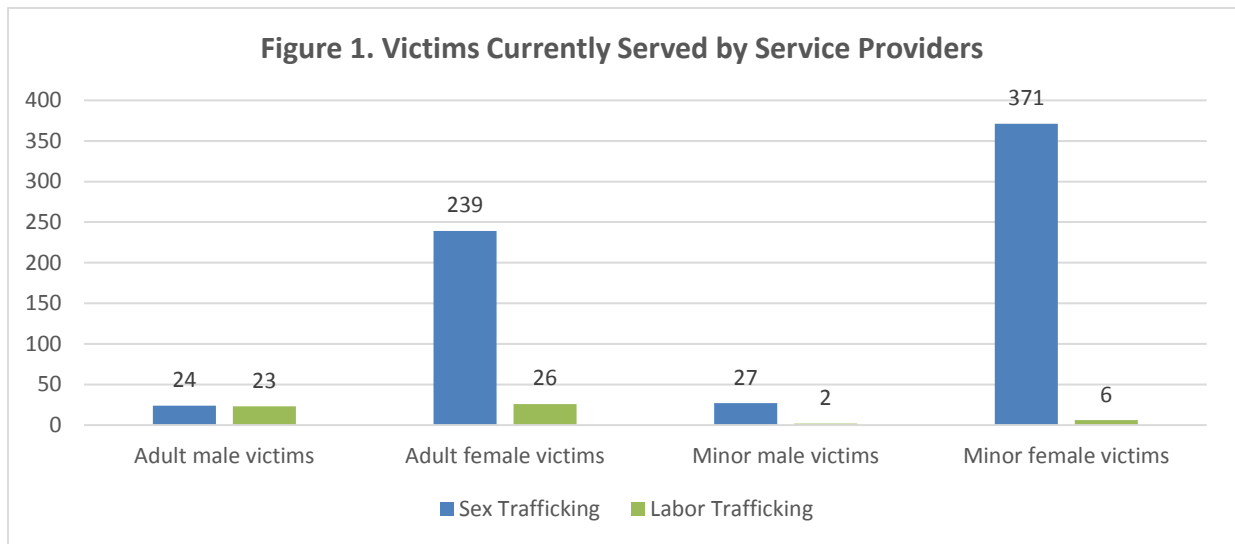
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<sup>1</sup> Force, fraud or coercion is not required to determine the sex trafficking of a minor.

has had a labor trafficking arrest or investigation. Forty percent (N=78) have had a sex trafficking arrest or investigation. Five percent (N=10) of law enforcement have had both a labor and a sex trafficking arrest or investigation.

At the time of the survey, service providers indicated they were serving (see Figure 1):

- 24 adult males, 239 adult females, 27 boys and 371 girls who were victims of sex trafficking.
- 23 adult males, 26 adult females, two boys and six girls who were victims of labor trafficking.



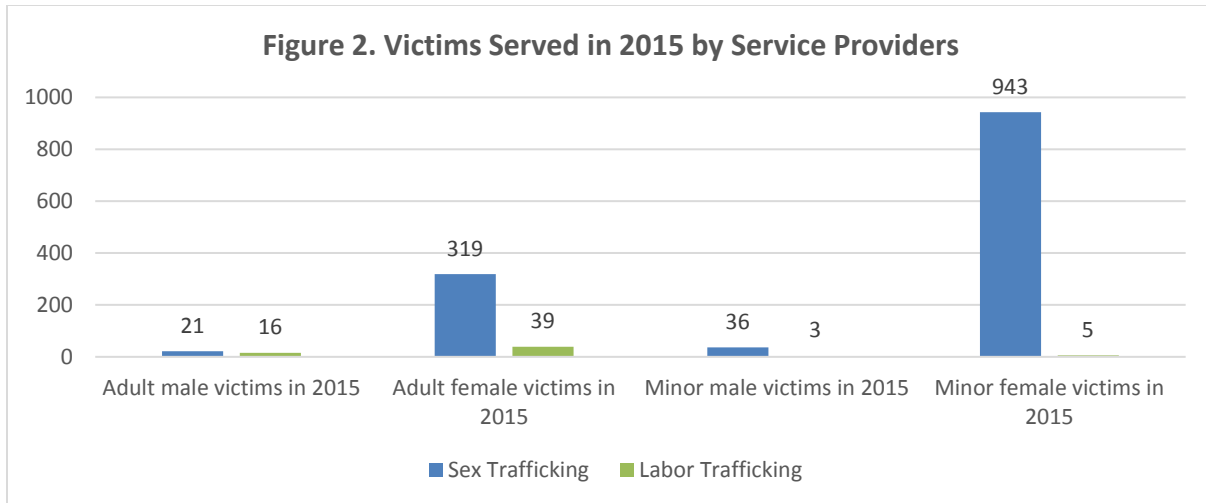
At the time of the survey, law enforcement indicated they were investigating:

- 94 sex trafficking cases.
- Seven labor trafficking cases.

Respondents also reported the number of human trafficking victims they served in 2015.

In 2015, service providers indicated that they worked with (see Figure 2):

- 21 adult males, 319 adult females, 36 boys and 943 girls who were victims of sex trafficking.
- 16 adult males, 39 adult females, three boys and five girls who were victims of labor trafficking.



In 2015, law enforcement indicated that they had:

- 336 sex trafficking investigations, 218 sex trafficking arrests, and filed 113 sex trafficking charges.
- Seven labor trafficking investigations.

These human trafficking victims were from across Minnesota, the United States and the world. Most sex trafficking victims were exploited through forced prostitution or forced pornography. Labor trafficking victims were exploited in a variety of sectors, most notably domestic servitude (nanny, housekeeper, etc.), hotel work, the restaurant industry, forced begging and the agricultural sector.

This report is the first in the series to include data on the implementation of Safe Harbor legislation in Minnesota. Previous reports have outlined the passage of Safe Harbor and the No Wrong Door model, but these policies and funding opportunities did not go into effect until 2014. Due to the sharp increase in victim identification found throughout this report, we included two supplemental data sets to help illustrate available knowledge.

#### Native American Victims

Fourteen of the 49 service providers who have assisted sex trafficking victims in 2015 reported that some of those served are Native American women and girls. In 2015, respondents reported that they worked with 42 Native American adult women and 44 Native American minor girls. Fourteen law enforcement respondents (seven percent) indicated that they had investigated sex trafficking cases involving a Native American girl or woman.

Additionally, seven tribal law enforcement agencies were contacted, with a response rate of 71 percent. Nineteen tribal-specific service providers were contacted for this survey. It should be noted that Native American victims were served by some agencies that were non tribal-specific as well as law enforcement that is not tribal-specific.

## **LEGISLATIVE REQUIREMENT**

In 2005, the Minnesota Legislature passed Minnesota Statutes section 299A.785 requiring DPS to complete annual studies on human trafficking in Minnesota. Specifically, the statute requires this report to 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.

This report was completed each year from 2006-2008, and then in 2010, 2012, 2014 and 2016. During the 2008 legislative session, the statute was amended, requiring this report to be completed biennially.<sup>2</sup>

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<sup>2</sup> Minn. Stat. §299A.785 Subd. 2 (2009)

## 2016 SURVEY METHODOLOGY

In Minnesota, law enforcement currently utilizes the Federal Bureau of Investigation's (FBI) Uniform Crime Reports (UCR) to centralize crime statistics, which has included human trafficking since 2013. However, the UCR only tracks arrests, which does not include information on victims. The Minnesota Bureau of Criminal Apprehension (BCA) has begun implementation of the National Incident-Based Reporting System (NIBRS), which will supplant the UCR system and includes information on offenders, victims, and other offense-specific details. NIBRS is not yet fully implemented, but the BCA has been collecting NIBRS-based reports for human trafficking offenses since 2013, with 2014 marking the first full year of reporting. Information from these reports is included in the supplemental materials starting on page 18 of this report.

While official law enforcement reporting for human trafficking-related offenses is improving, Minnesota still lacks statewide data on other relevant information related to this offense, including the number of investigations and the percent of law enforcement staff that are trained to deal with human trafficking offenses. We also lack statewide data on human trafficking offenses that never come to the attention of law enforcement. To fill these gaps in the data, we administered an online survey to those most likely to come into contact with victims: law enforcement agencies and community-based organizations that provide services to human trafficking victims. Additional information on trafficking and trafficking-related crimes was compiled by the State Court Administrator's Office.

To ensure maximum participation in the online survey, an emailed invitation to participate in the survey was sent several times to each included law enforcement and service provider agency. Agencies that did not respond to the emailed survey were subsequently contacted by phone. Participation in this survey was completely voluntary, and not all agencies participated. Of the nearly 200 service providers invited to participate in the survey, 45 percent (N=89) completed the survey. Of the more than 400 law enforcement agencies contacted, 46 percent (N=195) completed the survey. Given that the data presented in this report does not reflect the experiences of all Minnesota service providers and law enforcement agencies, this report should not be considered definitive.

Additionally, information gathered from service providers and law enforcement is based on their own recall, perceptions and assumptions over calendar year 2015, as well as at the time of the survey (late 2016). Most crime-victim service providers do not routinely screen for, identify or track whether the clients they serve have been human trafficking victims. Of the 89 service provider respondents to this survey, 46 percent (N=41) track the number of human trafficking victims they serve. For respondents who did not track victims served, the data collected in this survey were reported from recollection of past-year estimates on clients served who meet the legal definition of human trafficking victim.

For service providers who stated that they *did* collect data on the number of human trafficking victims they served, the information collected was not uniform across agencies. This lack of uniformity across agencies is largely due to the fact that there is no standardized data collection system across Minnesota. The types of data collected most often are: age, gender, race and services provided.

Finally, the number of victims identified in this report is most likely an underrepresentation of the extent of human trafficking in Minnesota. Trafficking is a complicated and hidden crime. There are many barriers to finding, identifying and helping victims — and often victims who do come in contact with a service agency are misidentified. This report does not attempt to estimate the number of human trafficking victims who have never had contact with a service provider or law enforcement agency.

## TRAFFICKING-RELATED CHARGES AND CONVICTIONS

The information presented in Tables 1 and 2 is gathered by the State Court Administrator's Office. These numbers, while accurate, do not reflect the extent of trafficking and trafficking-related crime in Minnesota. Most of the individuals involved in human trafficking and related offenses are never arrested, charged or convicted; those who do interact with the legal system are often arrested, charged or convicted of different non-trafficking offenses. Table 1 contains charges filed in Minnesota state courts for offenses commonly associated with human trafficking, and Table 2 contains convictions for the same offenses.

**Table 1. Human Trafficking-Related Charges**

Statute and Description	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
609.33 Disorderly House	172	163	80	66	46	35	26	23	28	11
609.352 Solicitation of a Child	57	66	53	77	70	86	119	135	154	161
609.322 Solicitation, Inducement and Promotion of Prostitution; Sex Trafficking	9	22	26	24	43	100	99	62	139	83
617.245 and 617.246 Use of Minor In Sexual Performance	4	18	17	22	19	19	39	25	37	37
609.27 Coercion	8	11	14	14	13	6	14	9	17	13
609.282 Labor Trafficking	0	0	0	0	0	2	0	0	0	2
609.324 Other Prostitution Charges	247	543	485	491	432	517	509	412	573	391

**Table 2. Human Trafficking-Related Convictions**

Statute and Description	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
609.33 Disorderly House	4	7	4	2	4	1	3	8	3	6
609.352 Solicitation of a Child	20	25	25	14	33	49	29	47	63	45
609.322 Solicitation, Inducement and Promotion of Prostitution; Sex Trafficking	5	15	6	15	8	32	50	19	44	45
617.245 and 617.246 Use of Minor In Sexual Performance	4	4	3	8	7	1	12	8	4	7
609.27 Coercion	4	2	2	3	5	1	4	7	6	4
609.282 Labor Trafficking	0	0	0	0	0	0	0	0	0	0
609.324 Other Prostitution Charges	83	255	214	216	229	170	187	186	222	255

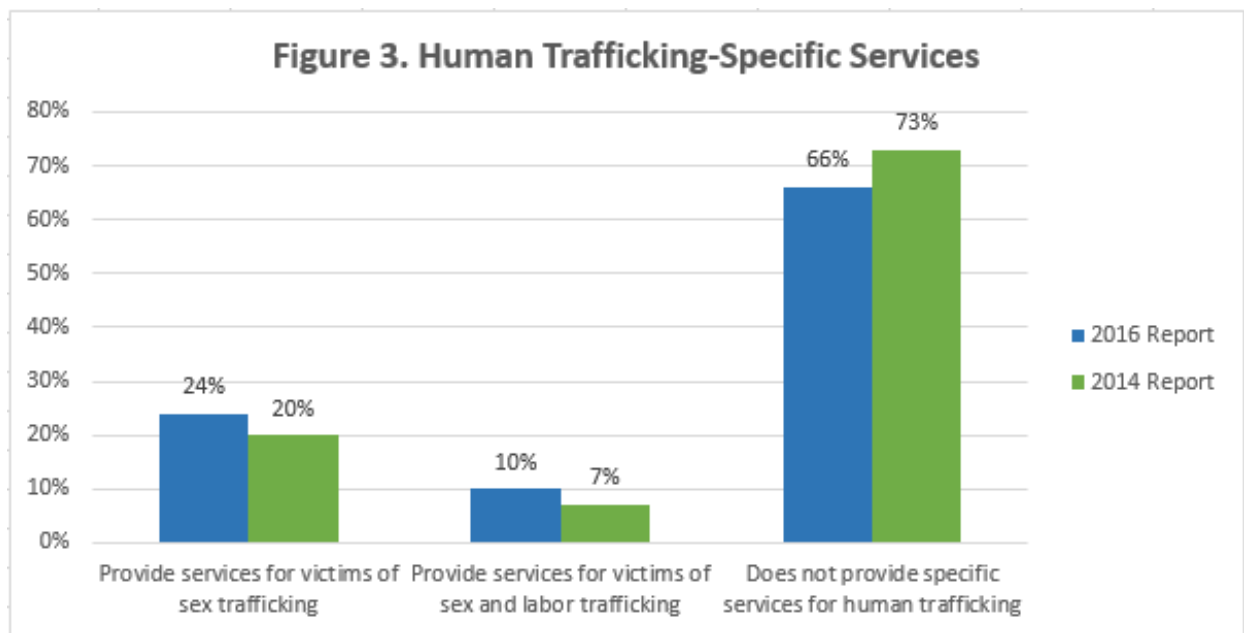


## SERVICE PROVIDERS' EXPERIENCES WITH HUMAN TRAFFICKING

The following information is based on responses from the 89 service providers that responded to the survey. In line with prior administrations of this survey, a majority of the 2016 respondents (54 percent) provide services for victims of domestic violence, and a little less than half of the respondents (45 percent) provide services for sexual assault victims. These service providers offer a range of other services, including child advocacy, child abuse victim assistance, and services related to missing or exploited children.

Survey respondents' service areas cover all 87 Minnesota counties. This includes Safe Harbor Regional Navigators, who specifically interact with both victims and service providers. There are eight Safe Harbor Regional Navigators who act as the regional expert on services for sexually exploited youth. They are funded through Safe Harbor legislation and are the main point of contact for their region.

Respondents were asked if their organization provides specialized services specifically for victims of human trafficking. Twenty-four percent (N=21) of respondents reported that they provide services specifically for sex trafficking victims, while 10 percent (N=9) provide services to victims of both labor and sex trafficking. None of the service providers responded that they provided services specifically for labor trafficking victims. Similar to 2014, the highest percentage of respondents (66 percent, N=59) replied that they did not provide specialized services for human trafficking victims. It should be noted that this number has decreased since the 2014 report, when 73 percent of service providers did not provide specialized services for human trafficking (see Figure 3).



Of the 30 organizations that provide specialized services to human trafficking victims, two-thirds (N=20) reported receiving dedicated funding to provide these services.

In total, 63 of the service providers who responded to this survey (71 percent) indicated that their organization has served a victim of either sex or labor trafficking<sup>3</sup>:

- 24 percent (N=21) have served a victim of labor trafficking
- 66 percent (N=59) have served a victim of sex trafficking

#### Screening Tools and Victim Identification

Most human trafficking victims do not self-identify, and many seek services for issues other than their trafficking victimization. It is important that services providers understand the signs that a person has been trafficked and that they know the right questions to ask to uncover exploitation. The majority of service providers (60 percent) use a screening tool to specifically identify human trafficking victims. This number is a significant increase from past years. In 2014, only 21 percent of providers used a tool to identify victims. This increase in use of screening tools to identify victims is possibly due in part to the increase of outreach, education and training funds available under Safe Harbor legislation. Consistent with past reports, however, is the fact that the screening tools used to identify victims of human trafficking continue to lack standardization across Minnesota.

In addition to screening tools, service providers use a number of other ways to identify if a client is a victim of trafficking. Seventy-two percent of providers reported that the client is referred to them having already been identified as a victim of human trafficking by a government agency or community-based program. Seventy-three percent of the service providers who responded to the survey indicated that some victims will self-identify as victims of human trafficking; however, a majority of those respondents also indicated that it is a rare occurrence. Additionally, 73 percent of service providers reported that identification often occurs while providing services for other purposes.<sup>4</sup>

#### Stakeholder Collaboration

In the 2016 survey, respondents reported on their collaborations with various stakeholders on human trafficking issues. Respondents indicated that they collaborated the most with sexual assault programs (N=56) and domestic violence programs and shelters (N=54). Collaborations with local police were also common; 26 respondents indicated that they contact local police “very often,” and a total of 53 service providers indicated that they communicate or work with police with varying degrees of frequency. Fifty respondents indicated that they worked with homeless youth programs and shelters. While 47 respondents reported having some contact with Regional Navigators, only 8 reported that this contact was “very often.”

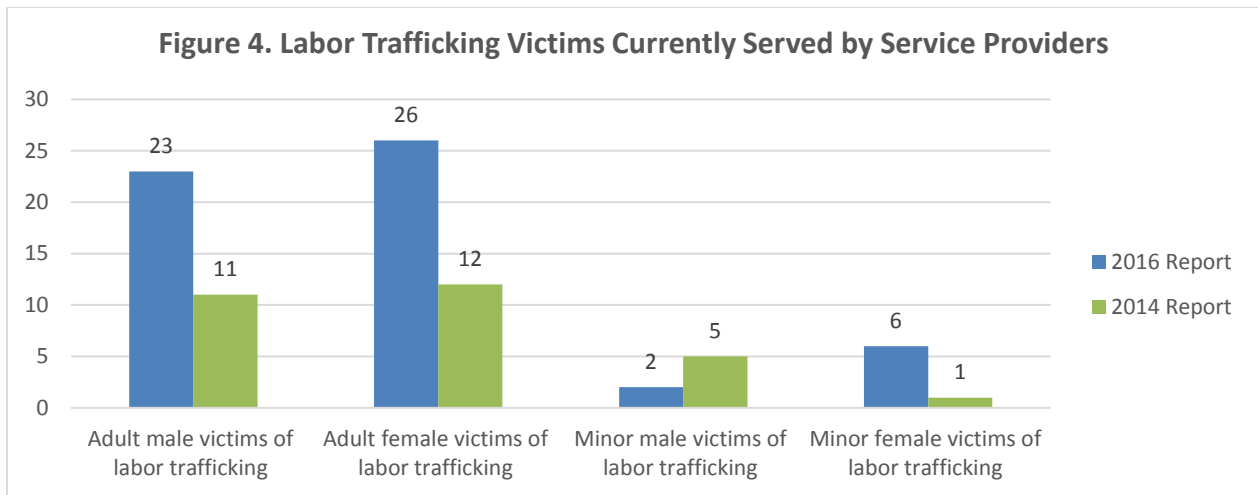
#### Labor Trafficking

Those respondents who have served a victim of labor trafficking (N=21) reported that at the time of the survey, they were working with 23 adult male victims of labor trafficking, 26 adult females, two boys and six girls. Except for minor boys, these are an increase from the 2014 report, as illustrated in Figure 4.

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<sup>3</sup> In order to account for duplication of reporting, this survey was completed by only one individual for each service provider. However, it was unfeasible to account for duplication of victims served by multiple agencies, because we did not ask for identifying information on victims in survey responses.

<sup>4</sup> Please note that service providers could report multiple ways of identifying a victim of human trafficking.



Respondents were also asked to report how many victims they had worked with in 2015. These respondents reported that in 2015 they worked with 16 adult male victims, 39 adult females, three boys and five girls who had been labor trafficked. Compared to the 2013 data of the last report, these numbers have also seen an overall spike, as shown in Figure 5.



The highest percentage of organizations reported that the labor trafficking victims they serve are current clients who initially sought services for reasons other than trafficking (90 percent). Seventy-six percent of organizations stated that clients came into contact with them through referrals from other social service providers.

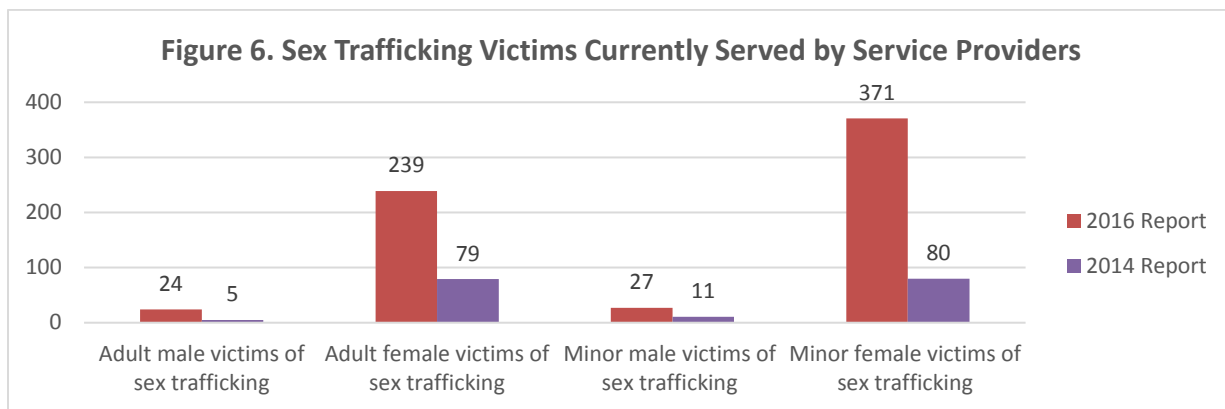
Forty-eight percent (N=10) of service providers who have worked with victims of labor trafficking reported that the victims they have served were exploited as domestic workers, such as housekeepers or nannies. Four respondents (19 percent) reported working with victims exploited in the hotel industry, and three respondents each reported victims were trafficked in the agriculture industry and forced begging. Other types of victimization reported included exploitation that occurred in restaurants (N=3), factories (N=1), carnivals (N=1), magazine sales (N=1) and massage parlors (N=1).

Victims of labor trafficking can be U.S. citizens, permanent residents or individuals from other countries. Six of the respondents reported working with domestic victims of labor trafficking in 2015, and six

respondents reported working with international victims in 2015.<sup>5</sup> Respondents reported that the domestic victims of labor trafficking they had served were from Minnesota (including St. Paul and the rest of the Twin Cities metropolitan area), Wisconsin, Illinois (Chicago), North Dakota (Fargo), South Dakota and Texas. International victims were reported from across the world, including Mexico, Russia, Ecuador, Guatemala, Indonesia, Tanzania, and Kenya.

### Sex Trafficking

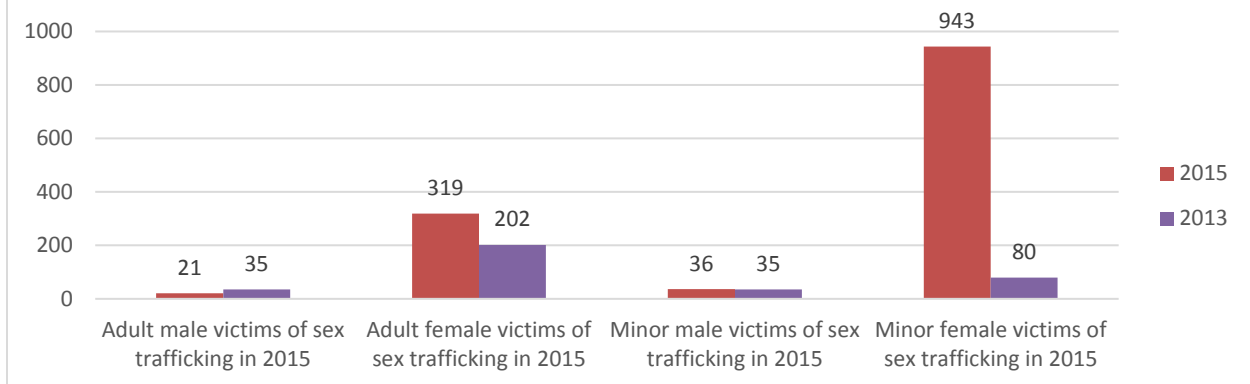
The 59 service providers who have served victims of sex trafficking indicated that at the time of the survey they were serving 24 adult males, 239 adult females, 27 boys and 371 girls who were victims of sex trafficking. These numbers are a drastic jump from the 2014 report. This is likely due in part to the fact that this is the first time this report has been published since the initial implementation of Safe Harbor. Figure 6 illustrates this increase.



During 2015 alone, 59 service providers (66 percent) reported serving victims of sex trafficking. These providers assisted 21 adult males, 319 adult females, 36 boys and 943 girls who had been sex trafficked. Again, these numbers are much higher than the data that was reported for 2013. The two years are shown in Figure 7. In both figures (6 and 7), you can see the spike in minor female victims of trafficking. Although Safe Harbor has increased knowledge across all gender identities and ages, it is specifically aimed at minors. The rise in minor girl victims served is likely the result of the legislation. There are inherent difficulties in identifying male victims of sex crimes due to societal norms. This is clearly illustrated in the reports of male victims served.

<sup>5</sup> Many of the respondents who reported working with victims of labor trafficking did not know whether their clients were international or domestic victims.

**Figure 7. Sex Trafficking Victims Served in 2013 and 2015 by Service Providers**



The highest percentage of respondents reported working with sex trafficking victims exploited through forced prostitution in 2015 (this response accounted for 76 percent of providers who served sex trafficking victims). Forty-five percent of these respondents worked with victims of forced pornography, 39 percent worked with victims of forced stripping, and 20 percent had worked with victims of forced or servile marriage. Service providers also reported serving clients who were exploited through survival sex.<sup>6</sup> Survival sex is the exchange of sexual acts for basic subsistence needs, including food and shelter.

Nineteen of the 49 service providers (39 percent) who worked with sex trafficking victims in 2015 worked with domestic victims, while seven (14 percent) served international victims of sex trafficking in 2015. Domestic victims have been identified from across Minnesota and the country. Seven respondents mentioned serving sex trafficking victims from Minneapolis, three mentioned victims from St. Paul, four mentioned Duluth, two mentioned suburbs of the Twin Cities, one mentioned Rochester, and eight mentioned regions in greater Minnesota. Other domestic locations included Wisconsin, North Carolina, Texas, Illinois (Chicago), North Dakota, Nebraska and Iowa. International victims have been identified from Canada, Mexico, Puerto Rico, Somalia, Ecuador, and Russia.

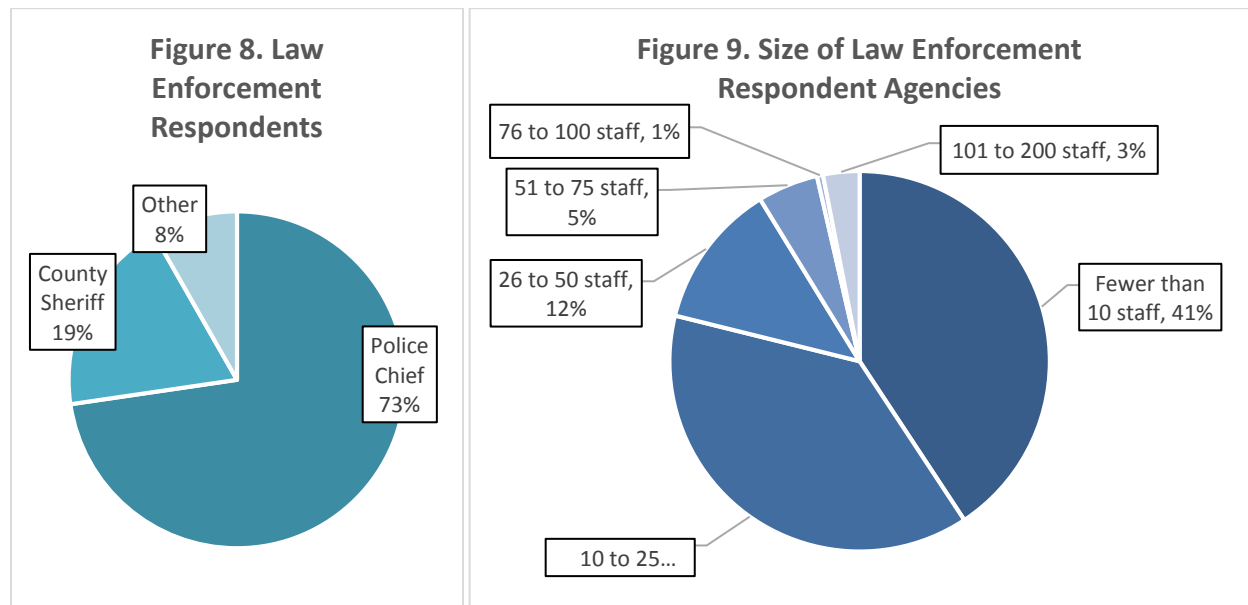
#### Service Provider Input

At the end of the survey, service providers were asked the following open-ended question: “Do you have any other comments about human trafficking crimes, victims, resources or your agency’s experience as it relates to this issue that you would like to share?” Multiple providers responded with suggestions for protocol improvements. From these responses, issues were raised ranging from the need for increased forensic interviewing for sexually exploited youth, increased inclusion of health care professionals in advocacy services and collaborations, and the increased need of housing resources for all trafficked persons. A large number of respondents stated that there needs to be an increase in trainings or expertise verification for advocates or agencies that provide services. Respondents stated that often they encounter professionals of varying degrees of understanding of human trafficking, and this understanding needs to become more standardized. In addition to these comments, respondents pointed to specific vulnerable populations they served that were not included in the survey, specifically gender-nonconforming persons and the hard-of-hearing/deaf community.

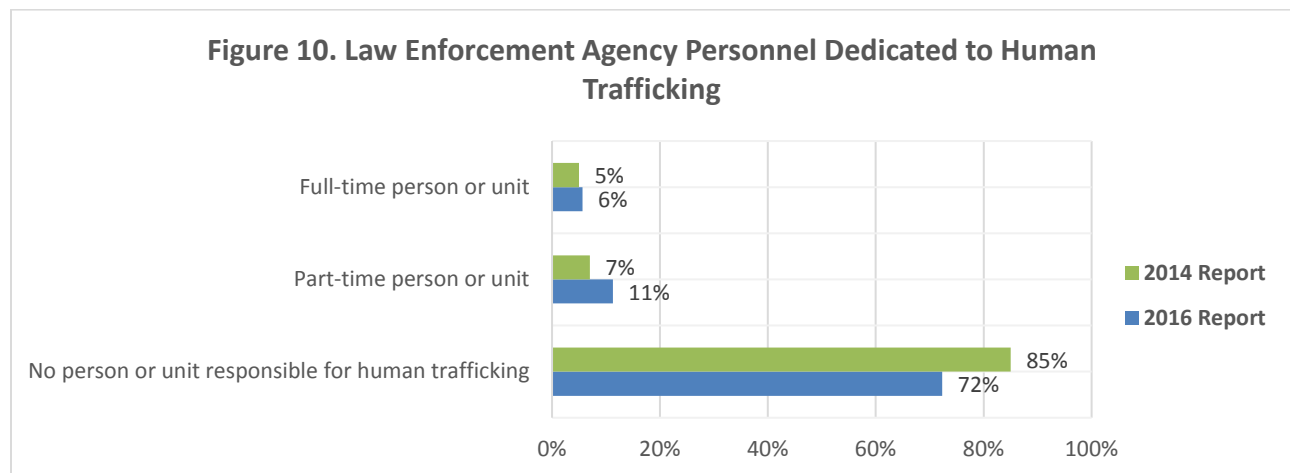
<sup>6</sup> Please note that respondents could offer more than one response to this question.

## LAW ENFORCEMENT EXPERIENCES WITH HUMAN TRAFFICKING

A total of 428 law enforcement personnel were asked to participate in this study. Forty-six percent (N=195) completed the survey: 141 police chiefs, one deputy chief, 37 county sheriffs and 16 other officers (police officers, captains, sergeants, lieutenants, detectives, etc.). About four in 10 (41 percent) respondents indicated that their departments have fewer than 10 sworn personnel, while 38 percent have between 10 and 25 sworn personnel. Twelve percent of law enforcement respondents have between 26 and 50 sworn personnel in their departments. Nine percent of law enforcement agencies represented in this survey have more than fifty sworn personnel. Figures 8 and 9 illustrate the makeup of the law enforcement respondents and their agency sizes.



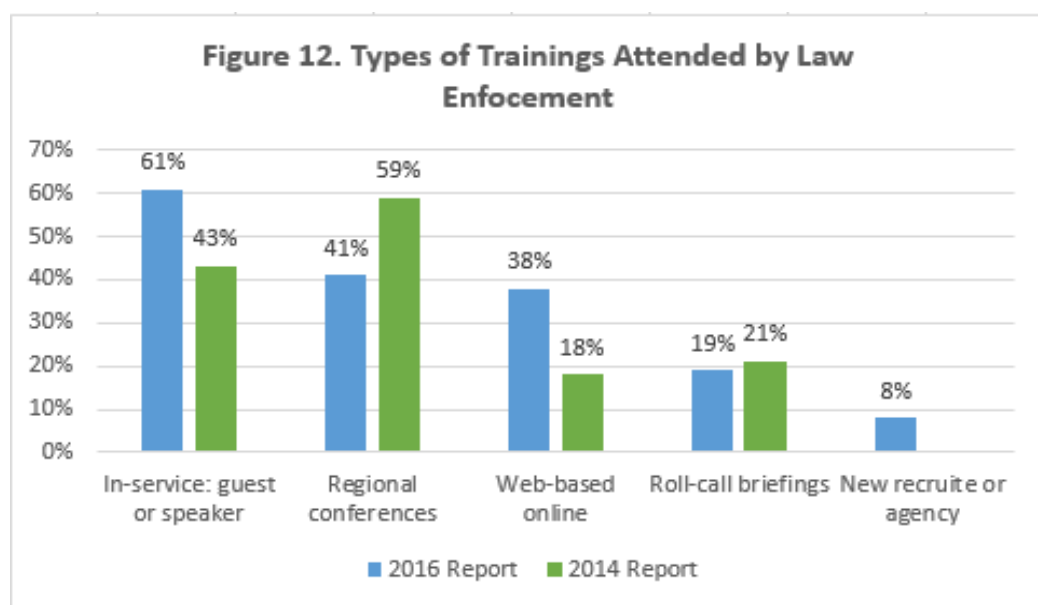
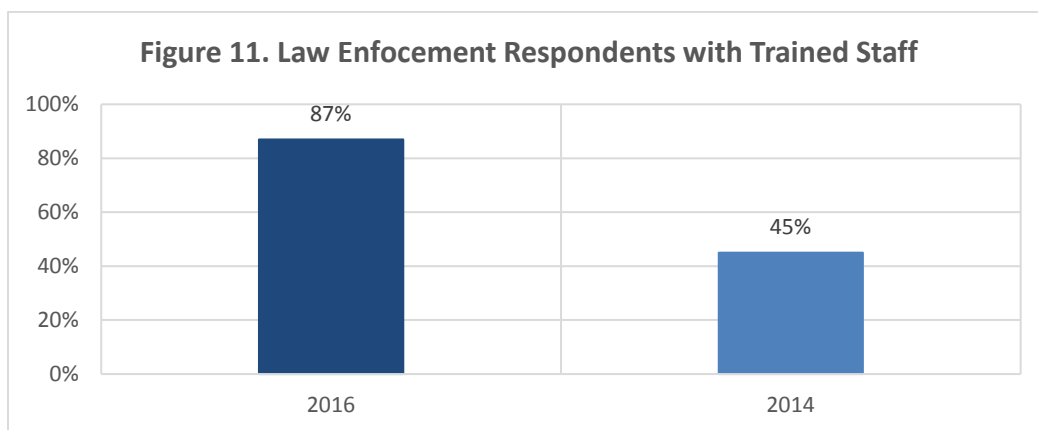
Seventy-two percent of the law enforcement respondents (N=141) reported that they do not have a unit or person responsible for human trafficking investigations. Eleven percent of respondents (N=22) have a part-time person or unit, while six percent (N=11) have a full-time person or unit. Five respondents stated that they have investigators who handle human trafficking cases. These numbers of law enforcement dedicated to human trafficking have increased since the 2014 report, as Figure 10 demonstrates.



Of the 33 agencies that have a full- or part-time person or unit to investigate human trafficking cases, about two-thirds (63 percent, N=21) focus on sex trafficking investigations alone, and about one-third (36 percent, N=12) work both sex and labor trafficking cases. No agency reported having dedicated staff to work on labor trafficking cases exclusively.

### Training

The amount of training that law enforcement has received has increased significantly since 2014. Eighty-seven percent (N=170) of law enforcement respondents reported that someone in their department has received training on how to identify and respond to human trafficking cases (see Figure 11). Fifty-seven of these agencies (34 percent) reported that over 75 percent of their agency staff has received training. Of those who have received training, the highest percentage (61 percent) received in-service training with a guest speaker. Regional conferences and web-based online training (41 percent and 38 percent, respectively) were reported as the next highest numbers of trainings attended. Other types of trainings reported included roll-call briefings (19 percent), new recruit or academy trainings (eight percent) and national conferences (one agency). The majority of these trainings covered sex trafficking only (68 percent), while 29 percent stated that the trainings covered both sex and labor trafficking. None of the respondents have attended a training exclusively for labor trafficking (see Figure 12).



Figures 11 and 12 may reflect the fact that funding for trainings on human trafficking has increased due to the implementation of Safe Harbor legislation and the No Wrong Door model in 2014, which included dedicated funding for law enforcement training.

Despite this reported increase in law enforcement training, 63 percent of law enforcement respondents stated that additional training on human trafficking is needed.

### Labor Trafficking

Thirteen of the 195 agencies (seven percent) that responded to this survey stated that they or someone in their department had worked a labor trafficking case. At the time of the survey, these agencies were working seven labor trafficking investigations. In 2015 alone, they reported seven labor trafficking investigations. Despite these investigations, they did not report any labor trafficking-related arrests or charges filed in 2015.

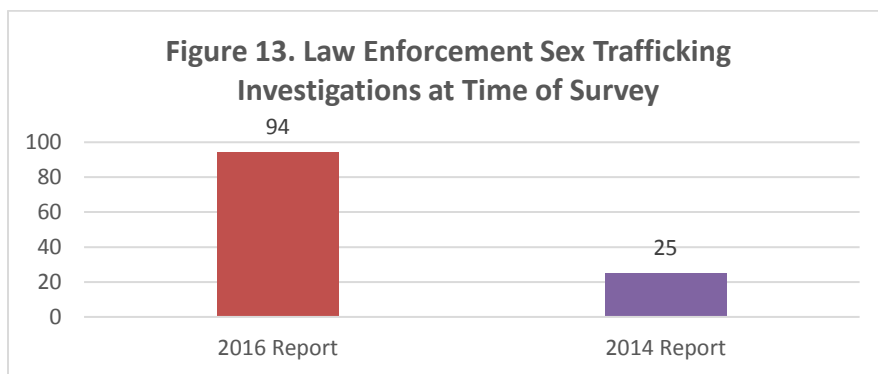
Of the agencies that reported at least one labor trafficking investigation, two reported that their labor trafficking investigations have been related to gangs or organized crime, and four stated that some of their investigations involved child victims of labor trafficking.

Two law enforcement respondents reported that some of their cases involved domestic victims of labor trafficking. These victims were from Dakota County in Minnesota. The victims were exploited in the hotel and restaurant industries.

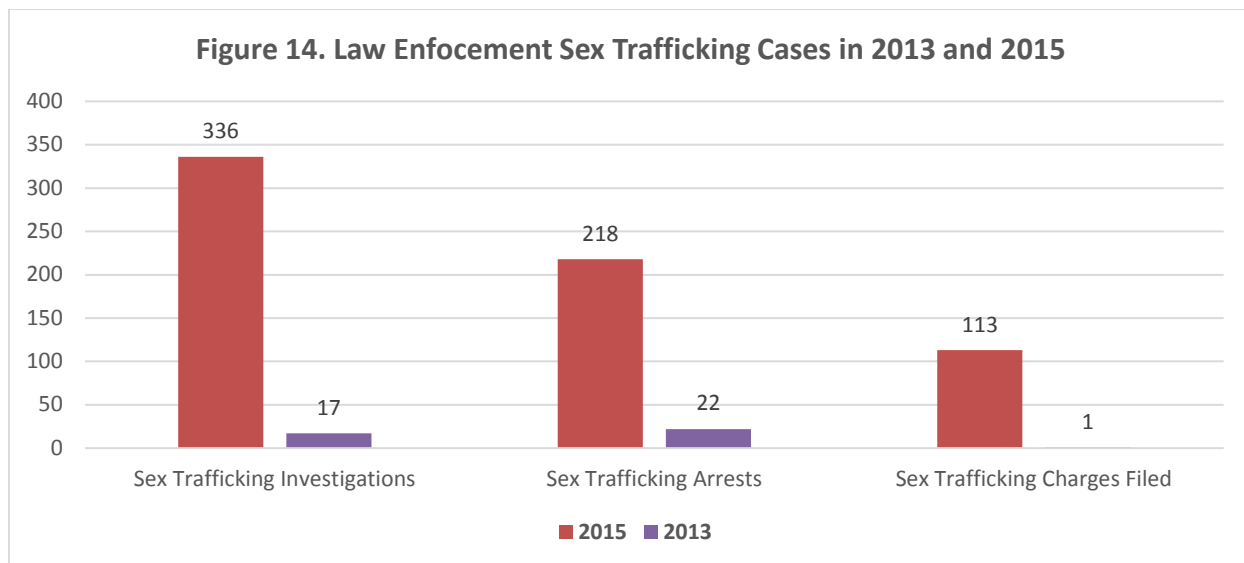
One respondent reported that they had worked a labor trafficking investigation involving international victims. These victims were from a non-specified Asian country. The international victims were exploited in the restaurant industry.

### Sex Trafficking

Seventy-eight of the 195 agencies (40 percent) reported that they have never investigated a sex trafficking case or arrested anyone for a crime that involved sex trafficking victims. At the time of the survey, these agencies reported working 94 sex trafficking cases. Referring to 2015 alone, they reported 336 sex trafficking investigations, 218 sex trafficking arrests and had 113 sex trafficking charges filed. Figures 13 and 14 show the increase in these cases since the last report. Again, this is likely due to the implementation of Safe Harbor legislation and the No Wrong Door model.







Twenty of the 78 responding agencies that have worked a sex trafficking case (26 percent) reported that they have worked sex trafficking cases related to gangs or organized crime. Thirty-six respondents (46 percent of respondents who had worked a sex trafficking case) have worked cases involving juvenile victims under the age of 18.

Twenty-two law enforcement agencies (11 percent) reported that they had a sex trafficking case involving domestic victims in 2015. These cases involved many locations, including a variety of cities and counties across Minnesota and the country:

- The cities in Minnesota that had trafficking investigations included: Austin, Brainerd, Buffalo, Burnsville, Cass Lake, Forest Lake, Cottage Grove, Le Sueur, Long Lake, Luverne, Minneapolis, Moorhead, North Branch, Pipestone, Rochester, Roseville, Starbuck, Stillwater, St. Paul, Worthington and Woodbury. Cities outside of Minnesota included: Bismarck (ND), Brooklyn (NY), Fargo (ND), Milwaukee (WI), Monterey Park (CA) and Zion (IL).
- The counties in Minnesota that had trafficking investigations included: Anoka, Cass, Clay, Dakota, Douglas, Hennepin, Mower, Nobles, Olmsted, Pipestone, Pope, Ramsey, Rice, Rock, Washington and Winona.

The victims in domestic sex trafficking cases were primarily exploited through forced prostitution (N=37) or forced pornography (N=10). Other investigations included victims who were forced into stripping (N=3), marriage (N=3) and massage (N=1).<sup>7</sup>

Two agencies worked cases in 2015 with international victims of sex trafficking. These cases involved victims from China. Overall, international victims of sex trafficking were reported to have been exploited through forced prostitution (N=6), forced pornography (N=1) and forced marriage (N=1).

### Perceptions of Human Trafficking

In the 2016 survey, law enforcement respondents were also asked about their perception in a series of questions relating to human trafficking. Sixty-six respondents (34 percent) stated that they believed that

<sup>7</sup> Please note that these numbers indicate the number of agencies who have encountered a type of domestic sex trafficking. They do not represent the number of actual cases.

human trafficking was not an issue in their community. Seventy-three respondents (37 percent) agreed to the statement “labor trafficking is not a problem in my community.” A majority of the respondents (N=126 or 65 percent) believed that there are not enough resources in their department to effectively investigate human trafficking cases.

Regarding the difficulty to investigate these types of cases, 72 percent (N=141) agreed that it is difficult to identify labor trafficking victims and crimes, and 64 percent (N=124) agreed that it is difficult to identify sex trafficking victims and crimes. Two in 10 (20 percent or N=39) of the law enforcement respondents disagreed with the statement “Minnesota’s human trafficking statutes are easy to understand,” and 15 percent (N=30) disagreed with the statement “Minnesota’s human trafficking statutes are effective.”

#### Law Enforcement Input

Similarly to the service provider survey, law enforcement were asked the open ended question: “Do you have any other comments about human trafficking crimes, victims, investigations or your law enforcement experience as it relates to this issue that you would like to share?” The most common topic (N=10) touched on was the limited resources available in departments to dedicate towards human trafficking. Eight of the respondents emphasized that they did not think human trafficking was common in their jurisdiction. Respondents also discussed the need for better legislation and more funding for this issue as well as the desire for more training on the issue.

## SUPPLEMENTAL DATA

There are inherent difficulties with gathering data on human trafficking. As stated earlier, human trafficking is by nature a hidden crime that is hard to identify. There is no state standard for either reporting or identifying victims of human trafficking. Therefore, the survey methodology for this report has some inherent flaws. Beyond the hidden nature of the crime, the report and numbers provided are dependent on participation in the survey, which is voluntary. For the 2016 report, after extensive follow-up, the above data represents only 45 percent of service providers contacted and 46 percent of law enforcement contacted. Because of these inherent difficulties with collecting representative data, we have included in this section data from two additional sources to help clarify and cross-reference our understanding of human trafficking victimization in the state of Minnesota.

Human trafficking was added as a Part I offense to the FBI's UCR in 2008, and data collection based on this offense category began nationwide in 2013. The BCA is responsible for overseeing collection of Minnesota UCR data. Human trafficking (as a specific arrest category) first appeared in Minnesota's 2014 UCR. In this report, human trafficking is reported as two separate arrest categories: commercial sex and involuntary servitude. As part of the BCA's efforts to track human trafficking offenses for the UCR, law enforcement agencies are asked to submit supplemental human trafficking offense reports for all human trafficking incidents they encounter. The supplemental report asks for basic information about the incidents (e.g., whether or not arrests were made), victims (age, sex and race/ethnicity for each victim) and offenders (age, sex and race/ethnicity for each offender). However, these supplemental reports are still relatively new, and law enforcement participation is voluntary. Thus, information collected via this system may underreport incidents of human trafficking and the number of victims. Tables 3 and 4 illustrate the data on victims from both 2014 and 2015, the two years of data currently available.

Table 3: UCR Victims of Commercial Sex Acts			Table 4: UCR Victims of Involuntary Servitude		
	2014	2015		2014	2015
<b>Sex</b>			<b>Sex</b>		
Male	0	6	Male	0	0
Female	36	63	Female	2	0
Unknown	0	26	Unknown	0	0
<b>Race</b>			<b>Race</b>		
White	14	35	White	2	0
Black or African American	16	17	Black or African American	0	0
Asian	0	2	Asian	0	0
Indian / Alaskan	2	5	Indian / Alaskan	0	0
Unknown	4	36	Unknown	0	0
<b>Age</b>			<b>Age</b>		
Under 18	19	30	Under 18	1	0
18-34	15	32	18-34	1	0
35-49	0	4	35-49	0	0
Unknown	2	29	Unknown	0	0
<b>Total Victims</b>	<b>36</b>	<b>95</b>	<b>Total Victims</b>	<b>2</b>	<b>0</b>

Because the 2016 report is also the first in this series to include data from after the implementation of the Safe Harbor legislation in Minnesota (which went into effect in 2014), we have included the information

below to better understand Safe Harbor's impact on knowledge of sexually exploited youth across the state. These data were gathered by Minnesota Department of Health (MDH). They capture the number of youth who were served by a Safe Harbor grantee. They do not represent all youth who were sexually exploited, but rather individuals who received services from a Safe Harbor provider. Additionally, please note that these data do not represent the calendar year of 2015, but rather the state's fiscal year (July 1, 2015 through June 30, 2016). Similar to the 2016 survey data, mechanisms are in place to reduce duplication in the below data set; yet the nature of working with youth and data that lack identifying information makes some amount of duplication inevitable.

Between July 1, 2015 and June 30, 2016, MDH found that 826 sexually exploited youth were served by a Safe Harbor provider. Referrals to serve sexually exploited youth came from 55 different counties. The youths who received services were an average of 15 years old, and a majority of them were female (85 percent, N=706). One percent (N=8) of the youths served were identified as gender-nonconforming or transgender.

MDH also gathered the racial demographics for these clients served. The largest category, at 39 percent (N=326), was white. The second largest demographic category was Black or African American (26 percent, N=211). Eight percent (N=65) identified as American Indian or Alaskan Native, seven percent (N=56) selected more than one race, and five percent (N=40) identified as Asian. Other racial identities included multiracial (four percent, N=37), Native Hawaiian or Other Pacific Islander (N=1) and African (one percent, N=6). Six percent (N=53) of clients did not identify with any of the race categories.

During this time period, there were 104 ineligible clients referred to Safe Harbor service. Of these, 96 percent were ineligible due to age. In future reports, this number will likely decrease due to the fact that in July of 2017, Safe Harbor service providers will be authorized to serve clients up to the age of 24.

## **CONCLUSION**

This report illustrates the increase in identified victims of human trafficking in the past two years. As previously stated, it is likely that this may be due to the implementation of Safe Harbor legislation and the No Wrong Door model. Previous reports were able to describe the change in legislation; however, this was the first report since that legislation and model have been implemented.

Based on the upward trends observed in this report, it is likely that increases in victim identification will continue in subsequent reports. The state of Minnesota is dedicated to fighting human trafficking – both sex and labor. Funding opportunities for services, trainings and personnel continue to become more available. And, as shown in this report, these legislative and funding milestones allow for greater identification of victims of this extremely hidden crime.