

# Executive Summary



*August 2014*

## **Diagnostic Analysis for the Albert Lea Police Department, City of Albert Lea, MN:**

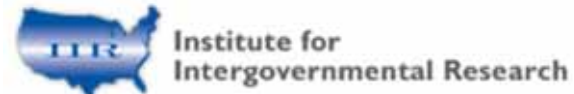
*Opportunities for Evidence-Based Technical Assistance*

# Preface: OJP Diagnostic Center Confidentiality Policy

*This document is confidential and is intended solely for the use and information of the U.S. Department of Justice and the Albert Lea Police Department, Minnesota and its partners, as part of an intergovernmental engagement between these entities.*

*The OJP Diagnostic Center considers all information provided to the Center by the requesting state, local or tribal community or organization to be confidential in nature, including any materials, interview responses and recommendations made in connection with the assistance provided through the Center. Information provided to OJP is presented in an aggregated, non-attributed form, and will not be discussed or disclosed to anyone not authorized to be privy to such information without the consent of the state, local or tribal requesting executive, subject to applicable laws.*

Booz | Allen | Hamilton



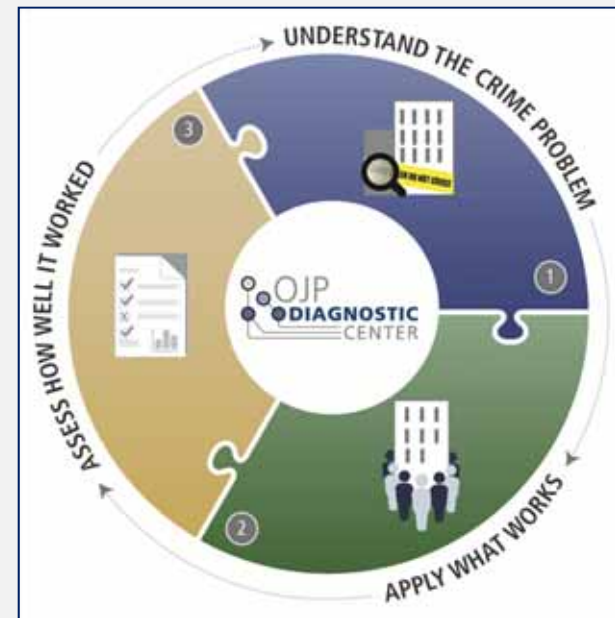
**Acknowledgements:** The authors thank the many individuals and organizations that contributed to this Diagnostic Analysis, including Detective James McBride from the Clearwater, Florida Human Trafficking Task Force, Bureau of Justice Affairs (BJA), Office for Victims of Crime (OVC), and National Institute of Justice (NIJ).

**U.S. Department of Justice Disclaimer.** This project was supported by Contract No GS-23F-9755H awarded by the Office of Justice Programs, U.S. Department of Justice, to Booz Allen Hamilton and its partners: IIR and CNA. Points of view or opinions in this document are those of the author and do not necessarily represent the official position or policies of the U.S. Department of Justice.



# Preface: About this Document

- This document is part of the technical assistance package provided by the U.S. Department of Justice (DOJ) Office of Justice Programs (OJP) Diagnostic Center in response to a request for assistance from the Albert Lea Police Department (ALPD).
- Through services provided across OJP's many programs, the Diagnostic Center aims to fulfill a nationwide call from the criminal justice community to improve access to information on what works in preventing and controlling crime, as well as provide guidance on how to implement data-driven programming. Diagnostic Center services are customized for each community's crime problem.
- The purpose of this document is to:
  - *Identify and analyze the factors* that are contributing to the issues identified in the request from the ALPD.
  - *Recommend evidence- or practice-based solutions and promising practices* that address the contributing factors. The community is responsible for evaluating and selecting the practices it deems the best fit to implement in its community.
  - *Inform development of an implementation strategy*, in close coordination with the requesting community leaders, for implementing the recommended data-driven or evidence-based solutions.



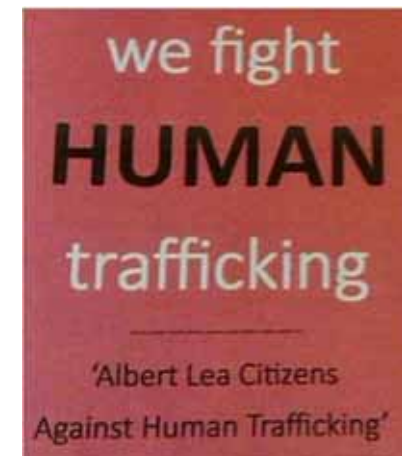
## Table Of Contents

- ▶ Overview
- ▶ Key Findings
  - Human Trafficking Data and Information
  - Analysis of Indicators in Albert Lea
- ▶ Recommendations and Model Practices
- ▶ Training and Technical Assistance Plan
- ▶ Appendices

# The ALPD requested assistance in determining the scope and extent of human trafficking for sexual purposes

- ▶ The Freeborn County Crime Victims Crisis Center (CVCC) and Albert Lea Citizens Against Human Trafficking have been instrumental in building awareness with key community stakeholders and the ALPD to address human trafficking (HT) for sexual purposes (sex trafficking)
- ▶ The ALPD participated in several training events on sex trafficking to help facilitate organizational awareness of the issues; however, the ALPD recognizes it needs assistance in identifying indicators, investigative techniques and response strategies to appropriately respond to issue
- ▶ To develop appropriate response strategies, the ALPD requested assistance from the Diagnostic Center to determine the scope of human trafficking for sexual purposes by identifying indicators and building the ALPD's capacity to use data-driven solutions to address sex trafficking

Primary area of focus is to diagnose the potential of sex trafficking through enhanced data gathering methodologies



# To achieve the ALPD's goals, the Diagnostic Center and the ALPD identified three priority areas

The ALPD's goals are to determine the scope of sex trafficking, improve training of law enforcement and increase awareness within the community to more effectively identify, respond and prevent sex trafficking.

## Priority Area 1: Enhance data collection systems and methodologies

- ▶ Identify and evaluate existing ALPD data
- ▶ Establish new data elements
- ▶ Interview stakeholders to assess the extent of awareness around sex trafficking issues
- ▶ Determine the infrastructure and systems needed to enhance data collection methodologies

## Priority Area 2: Improve law enforcement capacity to identify and respond

- ▶ Identify opportunities to improve ALPD's response to sex trafficking
- ▶ Compile a resource guide of models for information sharing and coordinating services across agencies
- ▶ Incorporate data-driven solutions into law enforcement response strategies

## Priority Area 3: Increase community awareness and capacity to respond

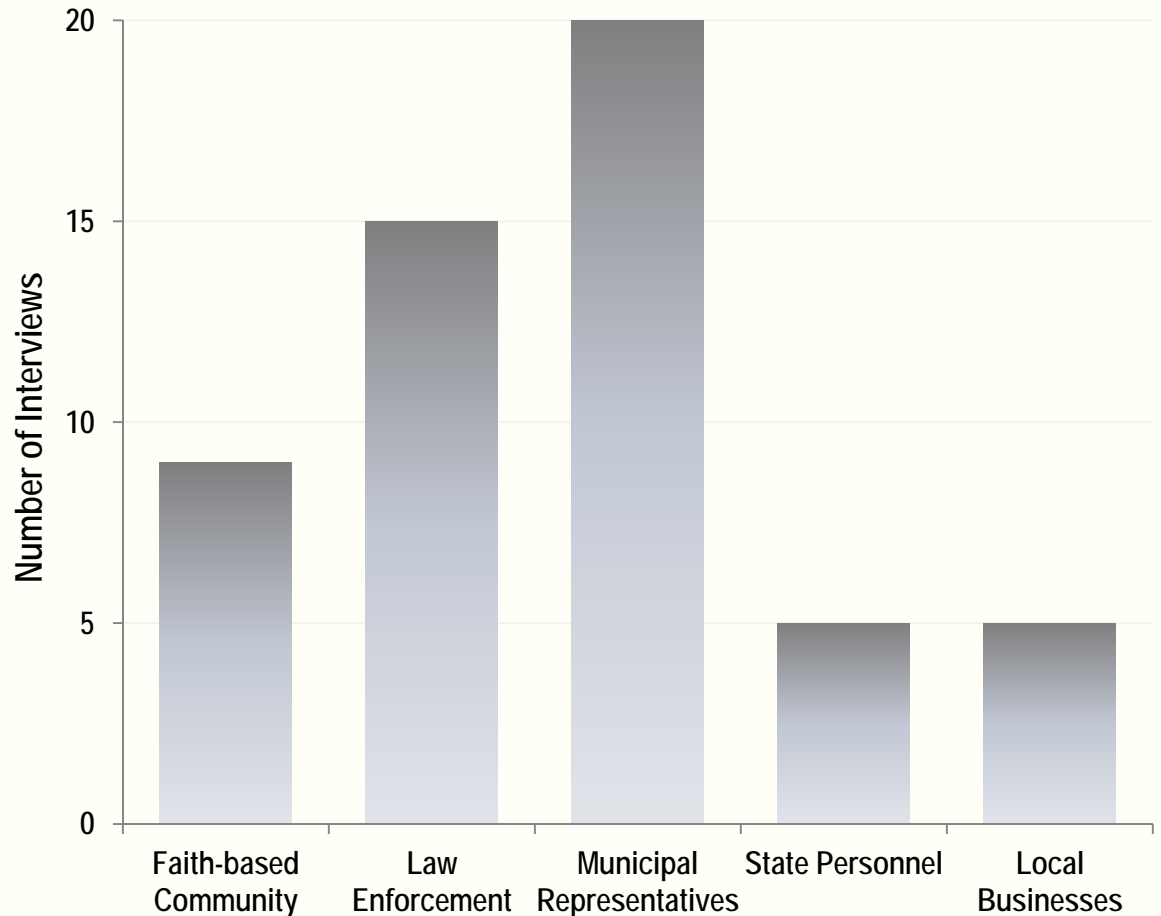
- ▶ Determine the current capacity and willingness of community stakeholders to respond to the problem
- ▶ Identify barriers to partnering with community-based services to address sex trafficking
- ▶ Identify peer-to-peer mentoring opportunities to develop a multi-disciplinary response strategy among community stakeholders









# To document the potential existence of sex trafficking in Albert Lea, the Diagnostic Center conducted over 50 interviews

The Diagnostic Center interviewed Albert Lea stakeholders to:

- ▶ Develop a baseline understanding of the law enforcement environment, including organization and operations
- ▶ Document the underlying criminogenic factors and potential indicators associated with sex trafficking
- ▶ Capture outreach activities conducted and additional opportunities
- ▶ Determine areas to identify and build capacity within ALPD to respond to sex trafficking
- ▶ Identify opportunities to enhance data-driven decision-making within the ALPD



# The Diagnostic Center collected data from seven sources to help determine the potential scope of sex trafficking in Albert Lea

	 	 		
Data Types Collected	<p>Literature, research and national data on human trafficking to include:</p> <ul style="list-style-type: none"> <li>▶ DOJ-funded Human Trafficking Task Force demographic data</li> <li>▶ National Institute of Justice (NIJ) publication identifying indicators of human trafficking</li> <li>▶ Department of State, 2014 Trafficking In Persons Report, global findings of victims identified, prosecutions and convictions</li> </ul>	<ul style="list-style-type: none"> <li>▶ Freeborn County Crime Victim Crisis Center (CVCC), sexual assault victim demographic data</li> <li>▶ National Human Trafficking Resource Center, managed by the Polaris Project</li> </ul>	<p>Non-law enforcement data that may be indicative of an environment conducive to human trafficking, such as the following:</p> <ul style="list-style-type: none"> <li>▶ Traffic Patterns</li> <li>▶ Truck Stop/Bus Stop</li> <li>▶ Hotel Occupancy</li> <li>▶ Public Health</li> </ul>	<p>Incident reports of select criminal areas, including:</p> <ul style="list-style-type: none"> <li>▶ Assaults</li> <li>▶ Child Abuse/Neglect</li> <li>▶ Sexual Assault</li> <li>▶ Domestic</li> <li>▶ Drugs</li> <li>▶ Liquor Violation</li> <li>▶ Loud Party/Noise</li> <li>▶ Missing Person/Runaway</li> <li>▶ Child In Need/Protect</li> <li>▶ Juvenile Problem*</li> </ul>
Purpose and Analysis	<ul style="list-style-type: none"> <li>▶ Document trends in human trafficking and applicability to the City of Albert Lea</li> <li>▶ Identify data indicative of human trafficking</li> <li>▶ Compare City of Albert Lea human trafficking data to national data, including victim and suspect demographics</li> </ul>	<ul style="list-style-type: none"> <li>▶ National Human Trafficking Resource Center density map of Minnesota to show location of Albert Lea among neighboring cities</li> <li>▶ Demographic comparison between DOJ-funded human trafficking task forces' sex trafficking demographics and CVCC sexual assault demographics</li> </ul>	<ul style="list-style-type: none"> <li>▶ Identify broad community data that are possibly indicative of an environment conducive to human trafficking</li> <li>▶ Compare City of Albert Lea data to non-law enforcement data that may be indicative of sex trafficking</li> </ul>	<ul style="list-style-type: none"> <li>▶ Assess presence of information indicative of sex trafficking and requiring further investigation</li> <li>▶ Demonstrate impact of awareness of law enforcement</li> </ul>



\* Juvenile Problem data was not incorporated into the analysis because jurisdictions vary in reporting methodologies

Per the preface disclaimer, points of view or opinions in this document do not necessarily represent the official position or policies of the U.S. Department of Justice.



## Table Of Contents

- ▶ Overview
- ▶ Key Findings
  - Human Trafficking Data and Information
  - Analysis of Indicators in Albert Lea
- ▶ Recommendations and Model Practices
- ▶ Training and Technical Assistance Plan
- ▶ Appendices

# Legal statutes defining sex trafficking provide the boundaries for law enforcement and community-based interventions

Federal and state statutes establish the parameters for the nature and scope of community-based responses to sex trafficking

## Description

Federal

### [Victims of Trafficking and Violence Protection Act \(TVPA\) 2000](#)

- ▶ Defines trafficking for sexual purposes as using force, fraud or coercion to recruit entice, harbor, transport, provide or obtain a person for the purpose of a commercial sex act
- ▶ Is less restrictive for cases involving minors (e.g., does not require force, fraud or coercion for juveniles under the age of 18)

Minnesota

### [Minnesota State Statute 609.321](#)

- ▶ Defines trafficking for sexual purposes as receiving, recruiting, enticing, harboring, providing or obtaining by any means an individual to aid in the prostitution of the individual
- ▶ Does not require evaluating victim consent
- ▶ Works in tandem with Minnesota's Safe Harbor Law, which decriminalizes juvenile victim behavior

## Implications for Albert Lea

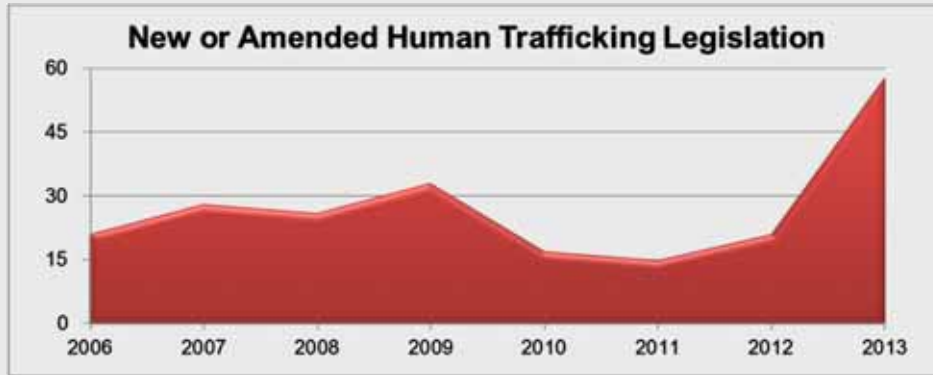
The existing legal framework enhances ALPD's ability to define and respond to human trafficking for sexual purposes by:

- ▶ Establishing clear definitions of sex trafficking to facilitate the identification of trafficking
- ▶ Informing law enforcement and prosecutorial responses to incidents
- ▶ Creating a victim-centered approach that recognizes the complexity of circumstances in which individuals are trafficked
- ▶ Identifying responsible agencies and national resources to support agencies responding to human trafficking



# Global data indicates that sex trafficking is an international issue, affecting communities of all sizes and demographics

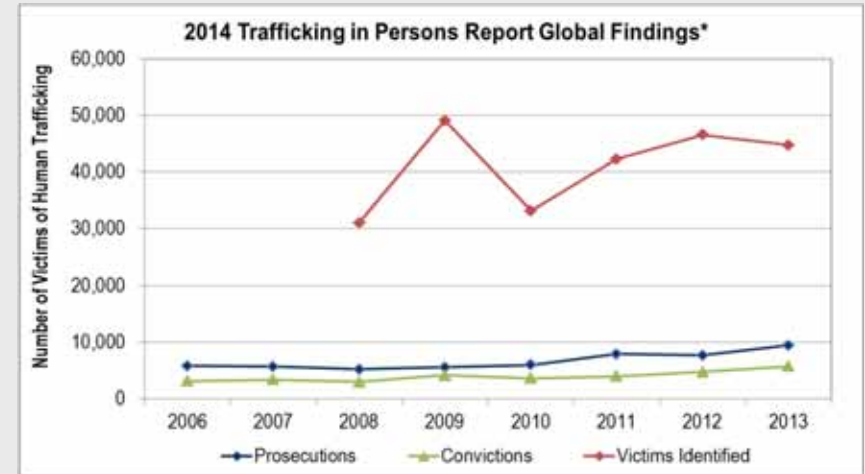
More governments are recognizing the need to address human trafficking through legal mechanisms



National news and publications highlight emerging HT issues:

- ▶ When authorities had success arresting traffickers, nongovernmental organizations have provided intelligence to help (a)
- ▶ Local criminal justice officials are generally uninformed about the problem of human trafficking, have limited experiences investigating such cases and lack organizational tools such as protocols or policies to guide their identification and investigations (b)
- ▶ U.S. Department of State (2004) ranks human trafficking cases as “the most labor and time-intensive matters undertaken by the Department of Justice,” due to the complexity of these cases and the challenges police face working with highly traumatized victims (b)

The number of victims identified far exceeds the rate of prosecutions and convictions in human trafficking cases



Prosecutions and convictions have increased over time, but marginally in comparison with the number of identified victims:

- ▶ According to the 2014 TIP report, an estimated 20 million individuals are currently victims of human trafficking globally
- ▶ In 2013, 44,758 victims have been identified by the Tier 1 Countries meeting the Trafficking Victims Protection Act (TVPA) reporting requirements
- ▶ Of those identified in 2013, 9,460 suspects have been convicted

\*Note: Due to a lack of uniformity of national reporting structures, data are estimated.



- (a) Bales, K., and S. Lize. "Trafficking in Persons (TIP) in the United States." National Institute of Justice, March 2005, NCJ 211980.  
 (b) Farrell, A., J. McDevitt, R. Pfeffer, S. Fahy. "Identifying Challenges to Improve the Investigation and Prosecution of State and Local Human Trafficking Cases." National Institute of Justice, June 2012, NCJ 238795.

Per the preface disclaimer, points of view or opinions in this document do not necessarily represent the official position or policies of the U.S. Department of Justice.

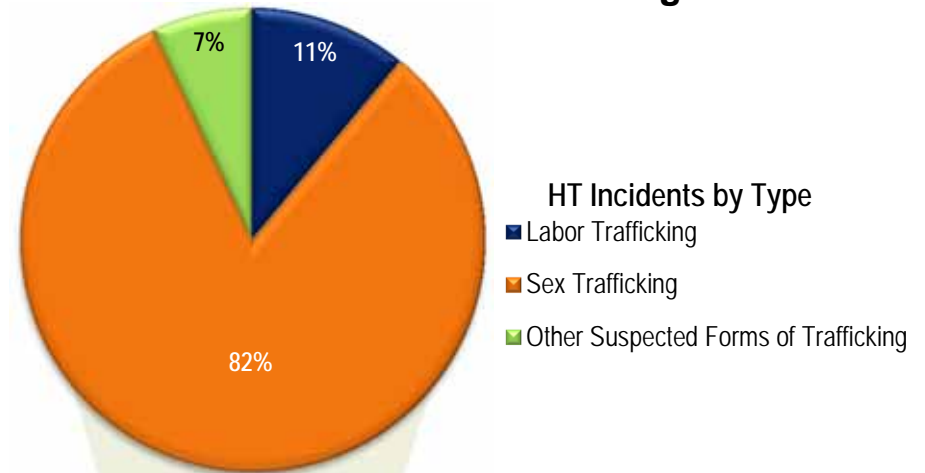
# Through DOJ-funded human trafficking task forces (HTTFs), national data documents the complexity of human trafficking

## DOJ-Funded Human Trafficking Task Forces\* (2008-2010)

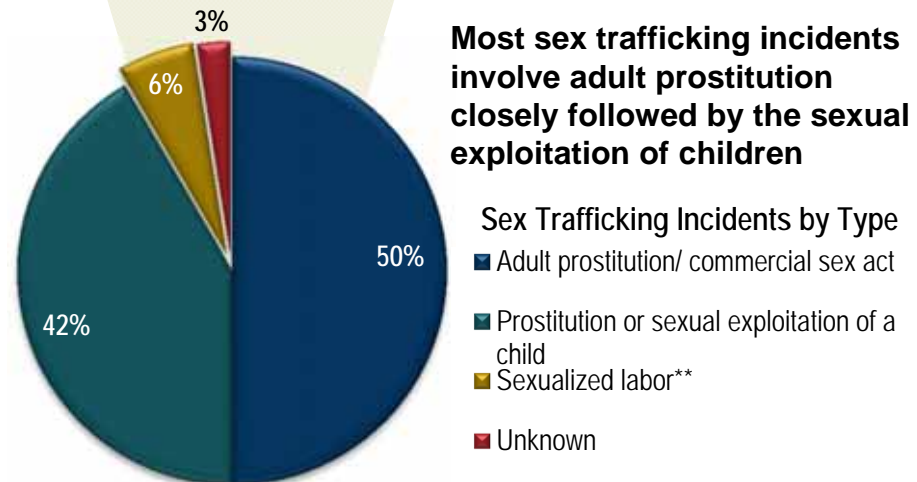


- ▶ The DOJ-funded 42 jurisdictions and 36 trafficking victim services to facilitate multi-district contacts and cooperation in sex trafficking cases
- ▶ Data collected from these task forces between 2008-2010 includes 2,515 reported cases, representing a fraction of the national picture; however, it provides context with respect to human trafficking on a national scale

## For reported incidents, sex trafficking accounts for over 80% of all human trafficking incidents



## Most sex trafficking incidents involve adult prostitution closely followed by the sexual exploitation of children



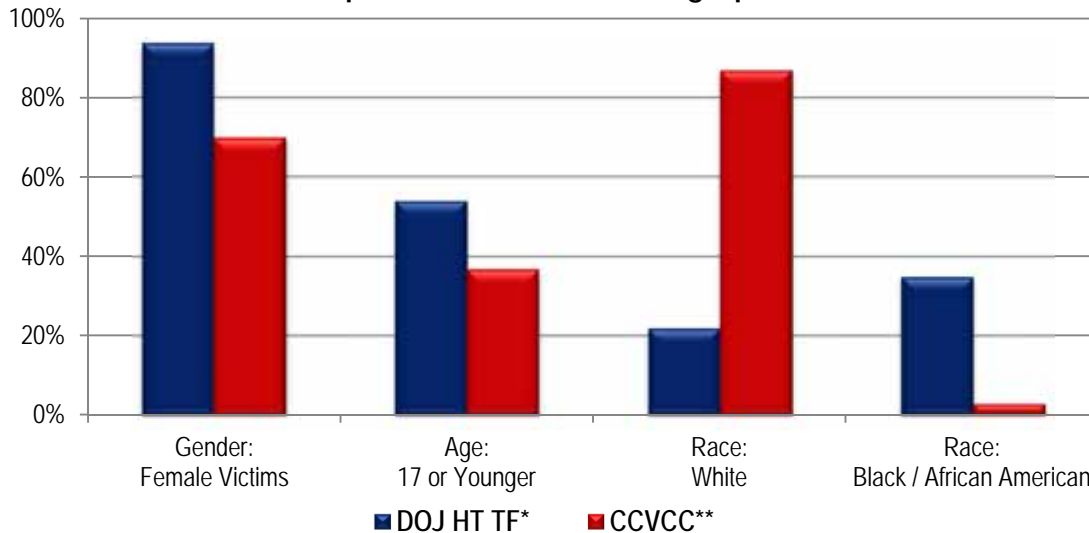
\*National Institute of Justice (NIJ) and the Bureau of Justice Statistics: [Characteristics of Suspected Human Trafficking Incidents, 2008-2010](#)

\*\*Sexualized labor is defined as exotic dancing and unlicensed massage parlors

Per the preface disclaimer, points of view or opinions in this document do not necessarily represent the official position or policies of the U.S. Department of Justice.

# DOJ-funded HTTFs provide national incident information against which to compare Albert Lea sexual assault crime victim data

Comparison of Victim Demographics



## Observations

- ▶ Victims are predominately female, though slightly higher percentage of male victims in Albert Lea
- ▶ Majority of victims are under the age of 29
- ▶ CVCC victim data indicates that 87% of sexual assault victims in Albert Lea are White, representative of it's population
- ▶ There are higher reported victims of African Americans nationally than in Albert Lea

## DOJ Human Tracking Task Forces (HTTF) Suspect Data

Task forces collected and reported on human trafficking suspect demographics:

- ▶ Males accounted for 77% of suspects
- ▶ Suspects were most commonly between the ages of 18 and 24 (35%) and 25 and 34 (26%)
- ▶ Race or ethnicity of suspect was most often black (53%) followed by Hispanic (22%)

## Freeborn County Crime Victims Crisis Center (CVCC)

The CVCC provides victim assistance services to crime victims in Freeborn County, including:

- ▶ Assists with protection and restraining orders
- ▶ Provides support for victim compensation
- ▶ Accompanies victims to court
- ▶ Advocates for victims rights
- ▶ Hosts groups for children exposed to violence and women



\* National Institute of Justice (NIJ) and the Bureau of Justice Statistics: [Characteristics of Suspected Human Trafficking Incidents, 2008-2010](#)

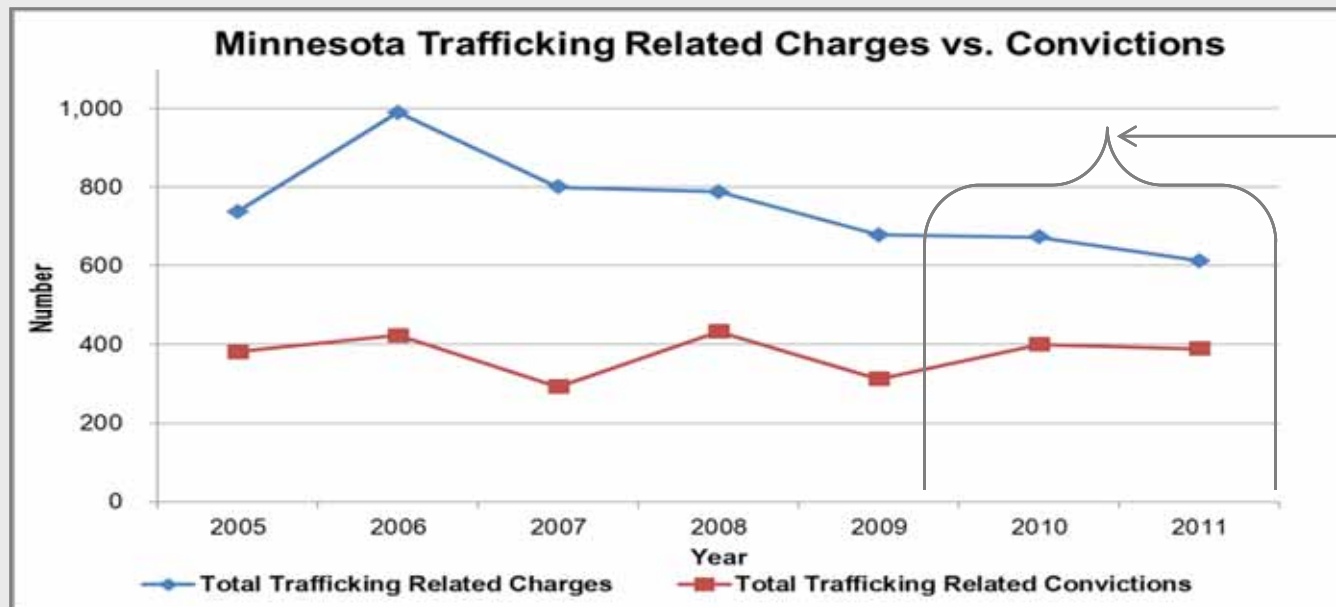
\*\*CVCC Quarterly Statistical Reports, 2011-2013; Reflects sexual assault victims in Albert Lea, HT victims have not been identified

\*\*\* Source: Albert Lea City, Minnesota Statistic and Demographics <http://albertlea.areaconnect.com/statistics.htm>

Per the preface disclaimer, points of view or opinions in this document do not necessarily represent the official position or policies of the U.S. Department of Justice.

# Minnesota State data provides insight into state-wide trends in human trafficking that are relevant to Albert Lea

Minnesota Human Trafficking Report to the state legislature demonstrates a decline in charges, while the number of convictions remains constant



**Sex trafficking included in the Minnesota Statute 609.322**

Successful prosecutions as a percentage of charges has steadily increased since the amendment to include "sex trafficking" in the Minnesota Statute 609.322- *Solicitation, Inducement, and Promotion of Prostitution*

## Human Trafficking report to the state legislature revealed that:

- ▶ Victim service agencies provided services to at least 61% of known human trafficking victims
- ▶ Less than 10% of local law enforcement agencies indicated their department had a human trafficking arrest or investigation
- ▶ Approximately 6% of surveyed law enforcement officers indicated they have investigated a sex trafficking case or made an arrest for a crime involving a sex trafficking victim
- ▶ Economic uncertainty coupled with other socioeconomic factors and demographics contribute to the vulnerability of people to trafficking and the supply side of trafficking



<sup>1</sup>Minnesota Office of Justice Program, Minnesota Statistical Analysis Center, [Human Trafficking in Minnesota: A Report to the Minnesota Legislature](#) (2012)

*Per the preface disclaimer, points of view or opinions in this document do not necessarily represent the official position or policies of the U.S. Department of Justice.*

# State and regional analyses reveal presence of factors associated with sex trafficking in close proximity to Albert Lea

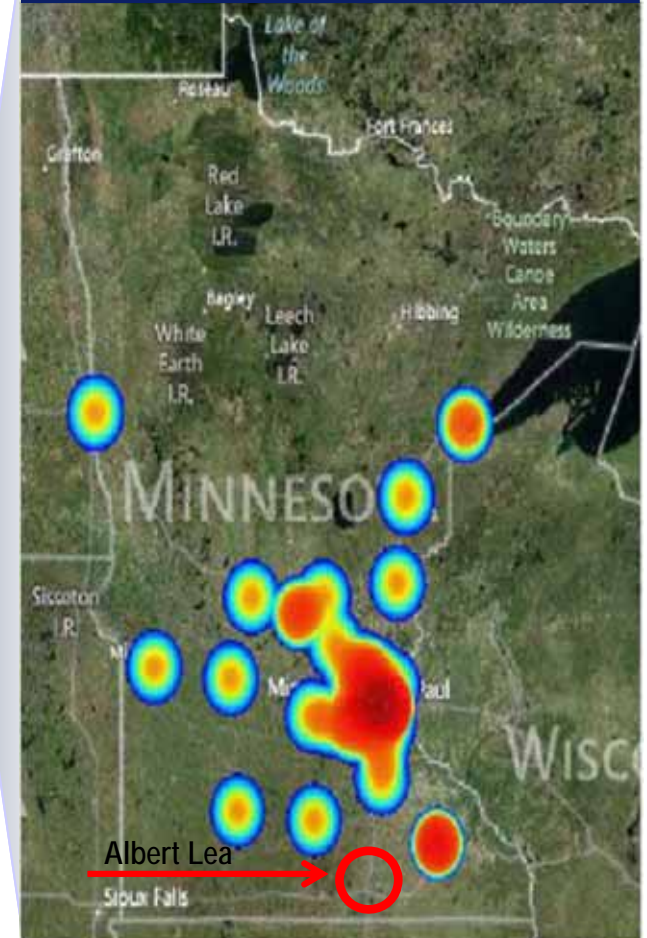
## International Sex Trafficking Victims\*



## State and Regional Factors

- ▶ The Federal Bureau of Investigation (FBI) ranks Minnesota as the 13<sup>th</sup> highest state for sex trafficking of minors
- ▶ Sex trafficking is facilitated by accessible transportation routes; the intersection of I-90 east/west, the longest interstate in the U.S., and I-35 north/south, the ninth longest, intersect in Albert Lea
- ▶ Albert Lea is located in an area from which a heavy volume of calls is received by the National Human Trafficking Resource Center
- ▶ Minnesota has recovered victims from both domestic and international points of origin
- ▶ The proximity of Albert Lea to major transportation networks and communities with known human trafficking incidents indicates a possibility of sex trafficking

## National Human Trafficking Call Center\*\*



\*Minnesota Office of Justice Program, Minnesota Statistical Analysis Center, [Human Trafficking in Minnesota: A Report to the Minnesota Legislature](#) (2012)

\*\*[Polaris Project: National Human Trafficking Call Center Annual Report](#)

## Table Of Contents

- ▶ Overview
- ▶ Key Findings
  - Human Trafficking Data and Information
  - Analysis of Indicators in Albert Lea
- ▶ Recommendations and Model Practices
- ▶ Training and Technical Assistance Plan
- ▶ Appendices



# Law enforcement agencies and communities use a number of indicators to assess potential sex trafficking

		Data Elements	Relevance to Human Trafficking
Category of Indicators	Transportation	<ul style="list-style-type: none"> <li>▶ Traffic volumes and patterns inconsistent with local population and industries</li> <li>▶ Transportation outlets and networks, level of activity (e.g., presence of interstate highways and interchanges, transportation terminals) that provide accessibility and mobility</li> </ul>	<ul style="list-style-type: none"> <li>▶ Traffickers frequently move victims, limiting victims' abilities to form social connections and reducing likelihood of raising suspicions</li> <li>▶ Access to transportation outlets and networks help maintain mobility for traffickers</li> </ul>
	Internet, Social Media	<ul style="list-style-type: none"> <li>▶ Social media outlets</li> <li>▶ Internet sites advertising adult encounters or commercial sex services</li> <li>▶ Open source reviews of adult entertainment establishments</li> </ul>	<ul style="list-style-type: none"> <li>▶ Allows recruitment of victims with greater accessibility to younger audiences and marketing of services</li> <li>▶ Enables patrons to solicit and vet commercial sex services</li> <li>▶ Helps shift sex trafficking off the streets and into other establishments</li> <li>▶ Allows for decentralized criminal activity like 'pop-up' locations that move criminal activity quickly to different locations</li> <li>▶ Offers both trafficker and patron more anonymity</li> </ul>
	Public Health	<ul style="list-style-type: none"> <li>▶ Sexually transmitted disease infection rates and patterns</li> </ul>	<ul style="list-style-type: none"> <li>▶ Rates of infectious diseases are from five to 60 times higher among commercial sex workers than in general populations*</li> </ul>
	Lodging	<ul style="list-style-type: none"> <li>▶ Occupancy rates</li> <li>▶ Place-based law enforcement incidents at lodging establishments</li> </ul>	<ul style="list-style-type: none"> <li>▶ Lodging accommodations for transient populations provide an environment to host sex trafficking activities</li> <li>▶ Sex trafficking often occurs in hotels</li> </ul>
	Incident Reports	<ul style="list-style-type: none"> <li>▶ Incident reports, particularly for incident types, such as assault, child abuse/neglect, domestic violence, drugs/alcohol violations, missing persons, noise disturbances, and sexual assaults</li> </ul>	<ul style="list-style-type: none"> <li>▶ Law enforcement most often learns (52%) about cases of human trafficking during the course of other investigations*</li> <li>▶ Screening information from other investigations can be useful in identifying potential victims or trafficking activities</li> </ul>



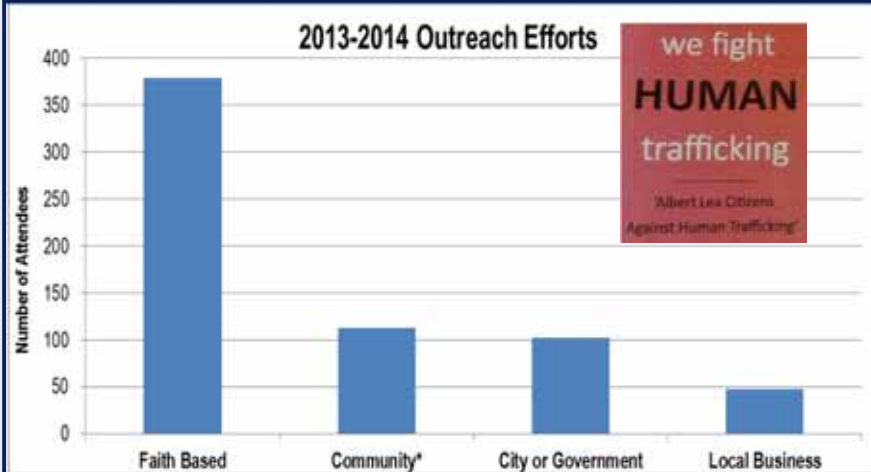
\*Amy Farrell, Jack McDevitt, Stephanie Fahy. "Understanding and Improving Law Enforcement Responses to Human Trafficking, Final Report" (pdf, 323 pages). Final report to the National Institute of Justice, February 2008, NCJ 222752

# When comparing Albert Lea data to indicators, the potential for sex trafficking emerges

Transportation	Internet, Social Media	Public Health
<p>Analysis of traffic volume from 2004 along major interstates and on/off ramps identified:</p> <ul style="list-style-type: none"> <li>▶ Approximately 19 million vehicles travel through Albert Lea annually</li> <li>▶ Traffic volumes exceed the City's population on a daily basis</li> </ul> <p>Review of transportation hubs and input from business owners indicated:</p> <ul style="list-style-type: none"> <li>▶ A large number of customers pass through transportation businesses on a daily basis (e.g., more than 450,000 trucks and 7,300 buses stop annually at these locations)</li> <li>▶ Business owners report observing behaviors associated with sex trafficking (e.g., solicitation, presence of male escort)</li> </ul>	<p>Online research of 10 adult entertainment internet sites focused on Albert Lea revealed:</p> <ul style="list-style-type: none"> <li>▶ Reviews of adult entertainment establishments and overt references to commercial sex</li> <li>▶ Advertisements for commercial sex encounters</li> <li>▶ Potential for human trafficking for sexual purposes</li> </ul>	<ul style="list-style-type: none"> <li>▶ In comparison with state data, Albert Lea has experienced an upward trend in sexually transmitted diseases from 2000 to 2013, which is an indicator of an increase in unprotected sexual activity</li> <li>▶ A further review of cases in conjunction with other indicators may demonstrate an increase resulting from illicit activity</li> </ul>
	Lodging	Incident Reports
	<p>Analysis of hotel occupancy figures from 2011 to 2013 highlighted key trends:</p> <ul style="list-style-type: none"> <li>▶ An average annual number of 168,800 hotel nights and an annual occupancy rate of 50%</li> <li>▶ Lodging accommodations for the transient population traveling through Albert Lea provides an environment conducive to hosting sex trafficking activities</li> </ul>	<p>Analysis of a sample of Albert Lea incident reports demonstrates that reports have various levels of information required to pursue a sex trafficking investigation. Reports may be:</p> <ul style="list-style-type: none"> <li>▶ Sufficient to initiate an investigation</li> <li>▶ Notable and could be compiled with other data to begin an investigation</li> <li>▶ Too inconclusive, but present opportunities for additional data to be captured</li> </ul>

# Sex trafficking is a complex, emerging issue which necessitates the establishment of partnerships with community-based agencies

Grassroots efforts in Albert Lea have helped raise awareness about possible sex trafficking. These efforts have conducted nearly 40 outreach events and reaching over 640 individuals



- ▶ The Albert Lea Citizens Against Human Trafficking Task Force was formed to raise awareness about sex trafficking and serve victims and lead efforts to connect core trafficking prevention groups, develop promotional material and work with the community to raise awareness
- ▶ Albert Lea and Freeborn County have begun to develop relationships with critical partner organizations that would benefit from additional awareness training, developing sector-specific appropriate responses and participation in a regional coordinated approach

Partnerships with community-based organizations and victim service providers can strengthen a community's approach to identifying, investigating and reducing incidents of sex trafficking

- ▶ 62% of all HT victims identified by law enforcement were younger than 25; 31% of victims of sex trafficking were under 18\*
- ▶ This type of criminal activity requires participation of multiple organizations, both non-government and law enforcement, due to the specific needs of sexual trauma victims and the duration of care

### Involvement by multiple organizations

- ▶ Many organizations provide services to address the diverse needs and experiences of victims
- ▶ Albert Lea should leverage the collaborative nature of victim service agencies

### Interaction with law enforcement

- ▶ Agencies addressing sex trafficking may be governed by different information-sharing rules
- ▶ ALPD must balance law enforcement needs with victim-centered approaches

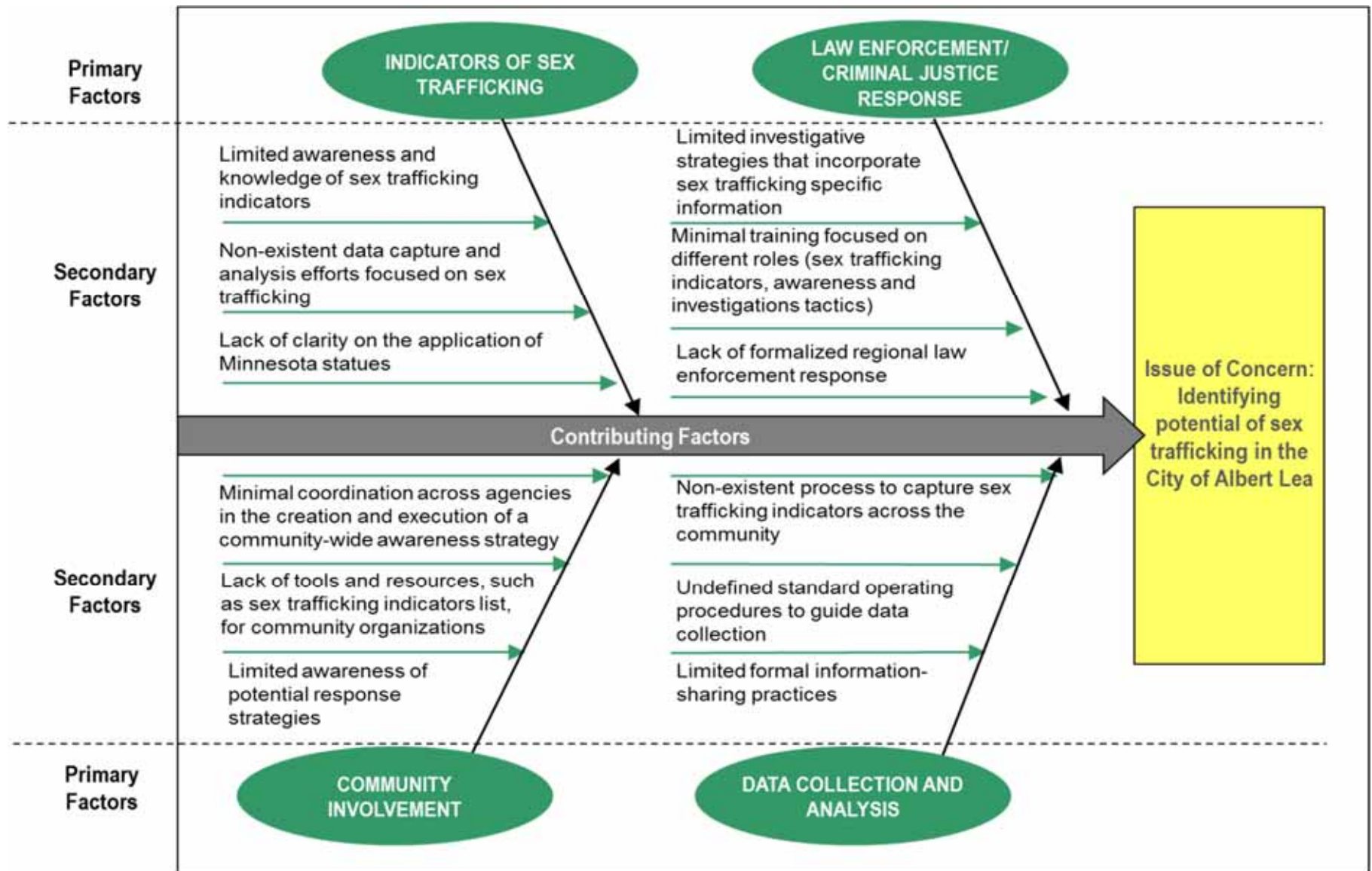
### Complex criminal activity

- ▶ Addressing sex trafficking requires reaching broad audiences and effectively communicating its complexities
- ▶ Albert Lea should continue outreach and awareness to identify victims



\*Amy Farrell, Jack McDevitt, Stephanie Fahy. "Understanding and Improving Law Enforcement Responses to Human Trafficking, Final Report" (pdf, 323 pages). Final report to the National Institute of Justice, Feb 2008, NCJ 222752

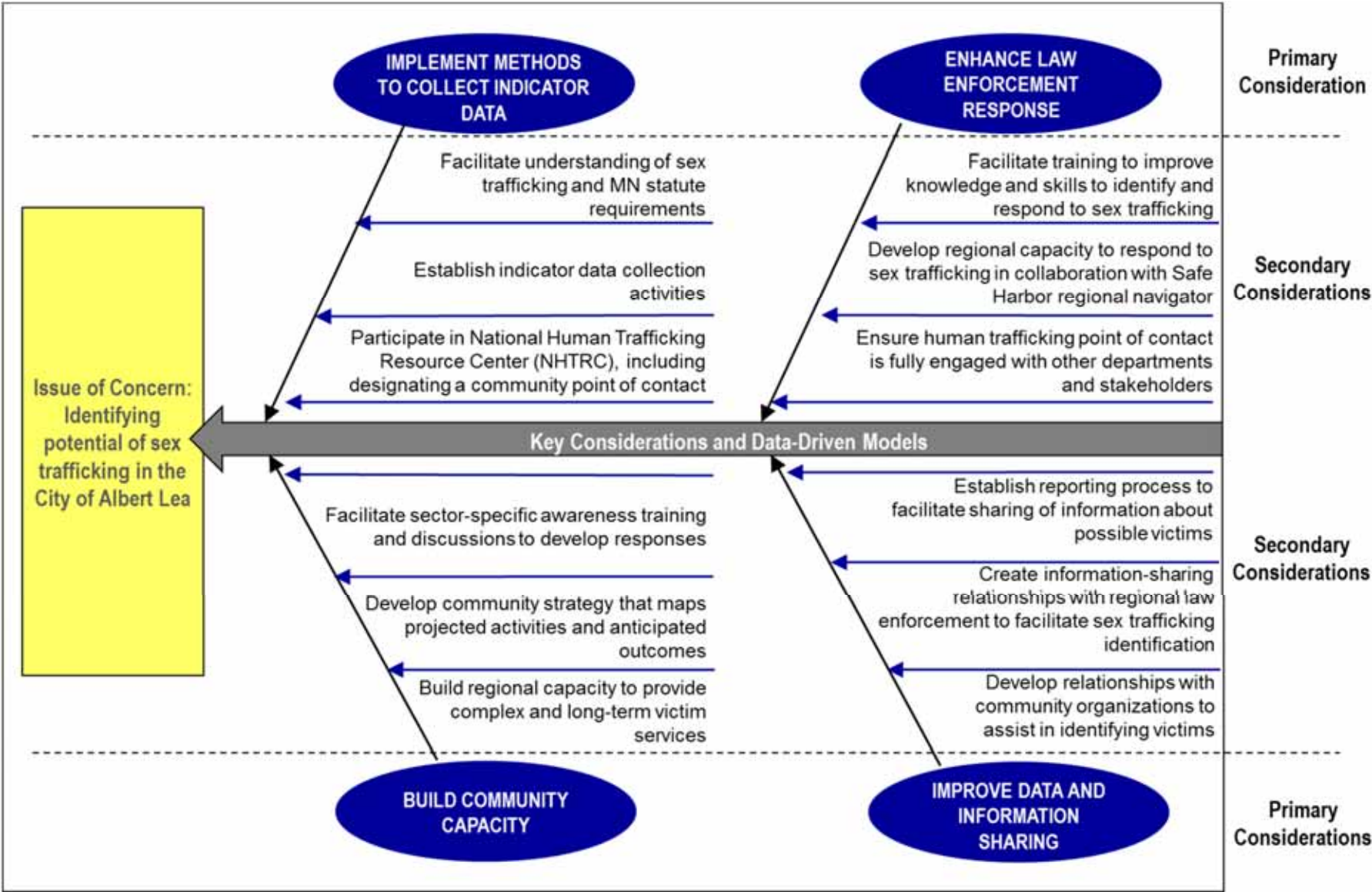
# Map of factors contributing to the potential for sex trafficking



## Table Of Contents

- ▶ Overview
- ▶ Key Findings
  - Human Trafficking Data and Information
  - Analysis of Indicators in Albert Lea
- ▶ Recommendations and Model Practices
- ▶ Training and Technical Assistance Plan
- ▶ Appendices

# Map of recommendations to build capacity to identify the potential of sex trafficking in Albert Lea



# To identify and assess the nature and extent of sex trafficking, the ALPD may utilize a wide range of sex trafficking indicators

Traffickers/Pimp/Distribution*	Commercial Sex Abusers/Demand*	Victim Identification Indicators**		
<ul style="list-style-type: none"> <li>▶ An individual who recruits, entices, harbors, transports, provides, receives or obtains a person for a commercial sex act (MN definition)</li> </ul>	<ul style="list-style-type: none"> <li>▶ An individual who hires or offers or agrees to hire another individual to engage in sexual contact (MN definition)</li> </ul>	<ul style="list-style-type: none"> <li>▶ Employed at sexually-oriented businesses</li> </ul>		
<ul style="list-style-type: none"> <li>▶ Tend to be older than victim</li> <li>▶ May act as boyfriend</li> <li>▶ May be a female or family member of victim</li> <li>▶ Use individual cars to transport victim and/or uses commercial transportation</li> <li>▶ May limit victim's access to own ethnic group</li> </ul>	<ul style="list-style-type: none"> <li>▶ 21 is average age of first time user of commercial sex services</li> <li>▶ Peer pressure is primary reason for first time use, many starting with lawful practices</li> <li>▶ Arrested patrons tend to be well-educated, married and employed</li> </ul>	<ul style="list-style-type: none"> <li>▶ Selling sex to support drug habits or for survival sex (in exchange for food, shelter or money)*</li> <li>▶ Being forced to use drugs as means of ensuring cooperation</li> <li>▶ Participating for sake of third-person or at instigation of older family member/friend</li> </ul>		
<ul style="list-style-type: none"> <li>▶ May have affiliation with criminal gangs that also traffic weapons and/or drugs; may be involved in other criminal activity</li> </ul>	<ul style="list-style-type: none"> <li>▶ Tend not to have extensive criminal backgrounds</li> </ul>	<ul style="list-style-type: none"> <li>▶ Involvement in gangs, particularly as female gang member</li> </ul>		
<p>Roles:</p> <ul style="list-style-type: none"> <li>▶ Pimps – tend to be male</li> <li>▶ Enforcers</li> <li>▶ Recruiters</li> </ul>	<ul style="list-style-type: none"> <li>▶ Tend to be male</li> <li>▶ Engage for variety of reasons</li> <li>▶ May be residents or passing through the area</li> </ul>			
Recruitment Methods*	Recruitment Locations			
<ul style="list-style-type: none"> <li>▶ Promise of love and support</li> <li>▶ Offer of material goods</li> </ul>	<ul style="list-style-type: none"> <li>▶ Kidnapping</li> <li>▶ Prey on vulnerable children and youth</li> <li>▶ Threats</li> </ul>	<ul style="list-style-type: none"> <li>▶ Schools</li> <li>▶ Foster homes</li> <li>▶ Homeless Shelters</li> </ul>	<ul style="list-style-type: none"> <li>▶ Bus stations</li> <li>▶ Parks</li> <li>▶ Social Media</li> </ul>	<ul style="list-style-type: none"> <li>▶ Court Buildings</li> <li>▶ Restaurants and Bars</li> </ul>

**ALPD can leverage research and data to support law enforcement efforts to use calls for service and incident data to identify potential incidents involving sex trafficking, by building awareness of common indicators and profiles associated with sex trafficking**



\*National Human Trafficking Resource Center, *Domestic Sex Trafficking, The Criminal Operations of the American Pimp*

\*\*National Human Trafficking Resource Center, *Comparison Chart of Primary Sex Trafficking Networks in the US*

# ALPD's law enforcement approach should be specific to human trafficking because of victim trauma and the complex nature of criminal activity

Employing a victim-centered approach to sex trafficking contributes to better outcomes through opportunities to increase the identification of sex trafficking incidents and better serve the victims

## Law enforcement can deploy a victim-centered approach that:

- ▶ Decriminalizes victim's actions
- ▶ Recognizes that the victimization may be hidden from sight and affects of victimization may present for different reasons
- ▶ Acknowledges victim trauma and need to build trust

## Taking a victim-centered approach can have positive outcomes for law enforcement because:

- ▶ Being prepared to identify human trafficking indicators is key to whether or not law enforcement initiates an investigation
- ▶ Recognizing that a majority of agencies found a link between human trafficking and other criminal networks, often leads to the identification of other criminal activities (e.g., drug trafficking)
- ▶ Acknowledging that consent *is not* considered (according to state statute\*\*) in determining whether an individual was trafficked can encourage law enforcement to pursue investigations

## Rethinking the Approach\*

**Unbiased reporting**– initial reaction to victim reporting may be disbelief of the information, recall truth can be susceptible to bias

**Interview/house victims separately** – those appearing to be victims may be enforcers instead

**Persist in investigations when victims are less than fully cooperative and open**– victims can be severely traumatized and fearful of law enforcement, work to establish rapport and trust

**Look for 'historical' victims** – during investigation identifying additional or past victims can help develop a successful prosecution

**Take a broad view of leads** – finding others with whom the victim may have been in contact could help corroborate the victim's statement



\*Robert Moosy, J.D., [Sex Trafficking: Identifying Cases and Victims](#), September 2008, DOJ OJP NIJ

\*\*MN State Statute 609.321

*Per the preface disclaimer, points of view or opinions in this document do not necessarily represent the official position or policies of the U.S. Department of Justice.*



# Overview of recommendations

Factor #1: Implement Indicator Collection Methodologies	
Strategic Improvement	<p>The ALPD should implement data-driven policies that leverage indicator collection methods used by established human trafficking efforts, targeting indicators that fit Albert Lea’s profile. The ALPD should continue to foster communication with community members, organizations and businesses that may have contact with potential human trafficking victims.</p>
Recommendations	<ul style="list-style-type: none"> <li>▶ Implement standard operating procedures (SOPs) and written policies specific to responding to all forms of human trafficking</li> <li>▶ Develop strategies for collecting indicators and information about possible victims to include demographic information about victims, offenders – both commercial sex abusers and traffickers – and circumstances surrounding the incident to help accurately capture statistical information on human trafficking</li> <li>▶ Incorporate Minnesota-specific victim-centered approach to investigative strategies</li> <li>▶ Develop vetting tools and investigative tactics and techniques that aid in collecting and reviewing information from a variety of sources, including new communication and internet technologies, to help identify potential victims and criminal activity</li> <li>▶ Identify a single point of contact, such as a law enforcement dedicated resource, to facilitate coordination and collaboration with other agencies and service providers</li> <li>▶ Use the National Human Trafficking Resource Center (NHTRC) to both locate and report information about possible victims</li> <li>▶ Identify specific reports that are of high value (of possible human trafficking) referred to the ALPD’s human trafficking point of contact for review and follow-up as appropriate</li> <li>▶ Establish peer-to-peer relationships with the Georgia and Tennessee Bureau of Investigations and leverage prevalence studies to incorporate best practices and lessons learned for data collection strategies</li> <li>▶ Continue to participate with the Minnesota Human Trafficking Task Force to facilitate joint investigations and prevention efforts</li> <li>▶ Capitalize on the interest and motivation of a variety of community anchor groups to identify possible victims, identify possible resources and assistance for victims and engage in prevention that addresses the root causes of human trafficking and the environmental factors</li> <li>▶ Build partnerships with community-based organizations to build awareness of human trafficking signs and indicators, as well as reporting mechanisms and victim services</li> </ul>



# Overview of recommendations

## Factor #2: Enhance Law Enforcement Response

<p>Strategic Improvement</p>	<p>The ALPD should implement strategies that increase awareness and capacity to identify and respond to human trafficking victims and cases using a coordinated, multidisciplinary approach, which incorporates the victim-centered approach outlined in the Minnesota human trafficking statutes.</p>
<p>Recommendations</p>	<ul style="list-style-type: none"> <li>▶ Develop and implement agency-wide human trafficking specific law enforcement strategies and tactics</li> <li>▶ Collaborate with regional law enforcement and task forces to help maximize resources</li> <li>▶ Use investigative techniques that incorporate communication and internet technologies and demand reduction interventions</li> <li>▶ Work with Safe Harbor regional navigators to establish an operational group that can respond 24/7 once a victim is identified             <ul style="list-style-type: none"> <li>– Group participation is focused on organizations that provide victim services and care</li> <li>– Provide orientation and training for group to facilitate a cohesive, collaborative working environment</li> <li>– Identify POC for coordinating delivery of services to HT victims</li> <li>– Establish protocols, and written agreements as needed, for working with victims (e.g., confidentiality and information sharing)</li> </ul> </li> <li>▶ Identify service providers who can assist with long-term needs of victim</li> <li>▶ Promote use of National Human Trafficking Hotline, 24/7 800-number monitored by trained personnel, for non-emergency calls pertaining to HT tips within the area surrounding Albert Lea</li> <li>▶ Participate in various training opportunities to increase awareness, learn the red flags and develop investigative skills for addressing HT cases</li> <li>▶ Consider regular participation in training events in order to stay current on new trends, indicators and techniques of HT</li> <li>▶ Given MN has specific statutes on HT, training may need to be jurisdiction specific where possible, otherwise information learned and takeaways should be put into context of MN law</li> <li>▶ Include probation/parole and corrections as well as prosecution/courts in awareness training</li> <li>▶ Conduct regular review of business licenses and other regulatory activities in establishments that could potentially provide conduits for trafficking such as adult entertainment venues, motels and truck stops</li> </ul>



# Overview of recommendations

## Factor #3: Build Community Capacity

Strategic Improvement	<b>Albert Lea should continue to build community awareness to help identify victims and to link them to resources. The community can play a central role in addressing human trafficking by promoting safe, healthy environments and behaviors.</b>
Recommendations	<ul style="list-style-type: none"> <li>▶ Develop a stakeholder outreach strategy to map sector-specific businesses and organizations where victims of HT are most likely to have contact with trained professionals such as health care, social services and educational institutions</li> <li>▶ Facilitate opportunities to discuss sector-specific resources and responses such as key questions, indicators, response strategies and training</li> <li>▶ Continue partnerships with grassroots organizations, like Albert Lea Citizens Against Human Trafficking Task Force, faith-based institutions and victim groups to organize and participate in community awareness events</li> <li>▶ Establish outreach campaigns to increase awareness and information sharing around all forms of human trafficking, develop materials that contain appropriate contact information for HT groups and provide training and resources for appropriate community groups</li> <li>▶ Working with Safe Harbor regional navigator, establish a regional stakeholders network to assist in updating awareness information on new trends, identifying possible victims and ensuring victim services are coordinated and efficiently delivered. This could be the same group that functions as the operational working group that responds to specific cases</li> <li>▶ Leverage existing models to develop a demand reduction strategy that focuses on prevention and targets consumer-level demand</li> </ul>

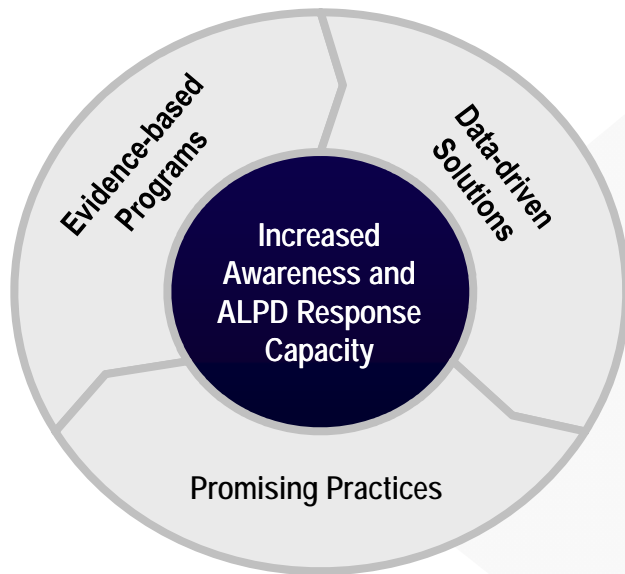
## Factor #4: Improve Data Sharing

Strategic Improvement	<b>By fostering information sharing, ALPD improves the opportunities to receive information about possible victims, build relationships with community partners and inform the public about a public safety issue.</b>
Recommendations	<ul style="list-style-type: none"> <li>▶ Establish internal review process of incident reports for other crimes to help identify potential trafficking victims</li> <li>▶ Facilitate information sharing between ALPD and regional law enforcement, probation/parole, jail and corrections and willing defendants/inmates in an effort to maximum opportunities to gather information about possible victims, commercial sex abusers and HT cases</li> <li>▶ Foster information sharing between ALPD and area businesses, community organizations and grassroots organizations to help identify victims, work on awareness and prevention efforts and provide victim services</li> <li>▶ Develop a communication strategy to share information and accomplishments with partner agencies, stakeholders and the community about HT efforts</li> <li>▶ Develop HT-specific data collection methodologies and evaluate IT systems to integrate HT indicators into SOPs and data capture fields</li> </ul>



# The Diagnostic Center identified data-driven and evidence-based practices that align to ALPD's potential sex trafficking issue

The ALPD seeks data-driven strategies to address sex trafficking



- ▶ Evidence-based models were identified through *CrimeSolutions.gov*, as well as other evidence-based directories, such as U.S. Health and Human Services' Substance Abuse and Mental Health Services Administrations (SAMHSA) National Registry of Evidence-Based Programs and Practices.
- ▶ Promising practices were also identified through a review of directories, as well as a review of recent research in the criminal justice field.

## Human Trafficking Strategies

Focus Areas	Potential Models and Promising Practices*
▶ Multi-jurisdictional, cross-disciplinary approach	▶ Office for Victims of Crime (OVC)/ Bureau of Justice Assistance (BJA), Anti-Human Trafficking Task Force Strategies and Operations e-Guide ▶ DOJ-funded HT task forces (several in MN)
▶ Health care resources	▶ US Health and Human Services (HHS), Rescue & Restore ▶ Project Reach, MA
▶ School resources	▶ US Department of Education (ED), Just Ask Prevention Project
▶ Victim screening tools	▶ National Institute of Justice (NIJ)/ Vera Institute, Trafficking Victim Identification Tool ▶ Boston Police Department, MA
▶ Protocols for task forces	▶ DOJ-funded HT task forces ▶ Harris County Rescue Alliance, TX
▶ Training for law enforcement	▶ DOJ-funded UMCP Training ▶ DOJ Civil Rights Division, Human Trafficking Prosecution Unit ▶ International Association of Human Trafficking Investigators
▶ Public awareness campaign materials	▶ US Department of Homeland Security (DHS), Blue Campaign ▶ Abt Associates - demandforum.net
▶ Sector-specific responses	▶ Faith Alliance Against Slavery and Trafficking ▶ Houston Rescue & Restore Coalition, TX
▶ Community organizational capacity building	▶ Substance Abuse and Mental Health Services Administration – Sustaining Grassroots Community-Based Programs Toolkit
▶ HT information and resources	▶ National Human Trafficking Resource Center
▶ Commercial Sexual Exploitation of Children (CSEC)	▶ Office of Juvenile Justice and Delinquency Prevention (OJJDP) ▶ Washington State Protocol for CSEC



\*Note: Effective interventions addressing specific public safety problems may increase workload for ALPD in the short-term, such as through increased call volumes, call handling time, increased investigative needs, etc.

Per the preface disclaimer, points of view or opinions in this document do not necessarily represent the official position or policies of the U.S. Department of Justice.

# As the ALPD takes action to address potential human trafficking, it should monitor baseline indicators over a fixed period of time

Topic	Data Elements
Law Enforcement	<ul style="list-style-type: none"> <li>▶ Location of operation</li> <li>▶ Trafficker profile</li> <li>▶ Demand profile</li> <li>▶ Methods of recruitment</li> <li>▶ Methods of control</li> <li>▶ Affiliation to gangs</li> <li>▶ Advertising mechanisms to attract customers</li> <li>▶ Pricing structure</li> <li>▶ Transportation structure</li> <li>▶ Support structure that facilitates operations</li> </ul>
Victim Service	<ul style="list-style-type: none"> <li>▶ Medical care required</li> <li>▶ Mental health care required</li> <li>▶ Housing</li> <li>▶ Country of citizenship / Immigration issues</li> <li>▶ Method of referral</li> <li>▶ Race</li> <li>▶ Profile information</li> </ul>
Awareness and Prevention	<ul style="list-style-type: none"> <li>▶ Type of awareness activities</li> <li>▶ Target audiences for awareness activities</li> <li>▶ Development of awareness materials</li> <li>▶ Number of individuals participating in awareness activities</li> </ul>

## The ALPD, community-based services and other stakeholders should:

- ▶ Develop a list of data elements to be captured as part of their assessment efforts in collaboration with the Minnesota Human Trafficking Task Force and NHTRC
- ▶ Consider administering community surveys to gauge the awareness of the community about human trafficking and to help gauge the effectiveness of response strategies
- ▶ Leverage the National Institute of Justice's "Indicators of Human Trafficking" (see Appendix B) that identifies the 12 indicators of human trafficking



## Table Of Contents

- ▶ Overview
- ▶ Key Findings
  - Human Trafficking Data and Information
  - Analysis of Indicators in Albert Lea
- ▶ Recommendations and Model Practices
- ▶ Training and Technical Assistance Plan
- ▶ Appendices

# The Diagnostic Center proposes training and technical assistance to support ALPD's capacity to identify and respond to sex trafficking

## Training and Technical Assistance Plan (TTA)\*

Short-Term (3 to 6 months)

Long-Term (6+ months)

### Law Enforcement Responses

**Synopsis:** Focuses on building capacity within ALPD and relationships with regional law enforcement agencies to:

- ▶ Increase awareness and develop appropriate responses to human trafficking issues
- ▶ Develop investigative strategies to include identifying POCs, implementing data collection activities and updating policies and procedures
- ▶ Facilitate discussions with regional law enforcement agencies to develop a regional response to human trafficking, including information sharing

### Community Capacity Building

**Synopsis:** Provides opportunities for various community organizations to build awareness, agency capacity and expand services and resources to:

- ▶ Assist sector-specific organizations in identifying human trafficking victims, particularly
  - Health care providers
  - Faith-based institutions
- ▶ Assist community efforts in developing awareness and prevention strategies and tracking outcomes

### Regional Operational Working Group

**Synopsis:** Supports efforts to develop a regional operational working group to facilitate human trafficking investigations and victim services, including:

- ▶ Facilitate discussion with Minnesota Human Trafficking Task Force about role and services of the Safe Harbor regional navigator
- ▶ Facilitate discussion with other MN based task forces to share information about organizational operations and activities
- ▶ Develop protocols for working group operations
- ▶ Conduct training

### Build Peer-to-Peer Relationships

**Synopsis:** Identifies potential peer-to-peer relationships to leverage best practices and lessons learned in the areas of:

- ▶ Investigative Strategies:
  - Minneapolis PD, MN
  - Lima PD, OH
  - Clearwater PD, FL
  - Gerald Vick Human Trafficking Task Force: St. Paul, MN
- ▶ Development of Working Group:
  - Minnesota HFFF
  - Minneapolis PD
  - Gerald Vick HFFF



\* Training and Technical Assistance (TTA) Plan recommendations may be implemented concurrently, recognizing that some recommendations may take longer for ALPD to realize.

# TTA Topic #1: Law Enforcement Responses

## ALPD can improve ability to identify potential victims and investigate human trafficking cases

- ### 1 Law Enforcement Training

  - ▶ Upper Midwest Community Policing Institute (UMCPI), located in Minneapolis, MN, has several human trafficking training courses already developed and has agreed to work with Albert Lea to customize training as needed. Training would address both red flag and awareness training for patrol officers. Additionally, an advanced human trafficking training designed for investigators (and those assigned to regional effort) addresses advanced intelligence collection, emphasizes investigative skill development and enhances case coordination and collaborative models. In addition, training could include new trends seen in human trafficking like financial methods used by traffickers.
  - ▶ **Target Audience: ALPD (patrol officers, investigators), regional criminal justice and law enforcement agencies**
- ### 2 Management of Human Trafficking Cases

  - ▶ In concert with National Human Trafficking Resource Center identify POC who will receive information about calls from or about Albert Lea. In collaboration with subject matter experts determine human trafficking indicators and other data necessary to identify victims and investigate cases and develop human trafficking specific response policy.
  - ▶ **Target Audience: ALPD**
- ### 3 Regional Law Enforcement Response to Human Trafficking

  - ▶ In coordination with Safe Harbor Regional Navigator, discuss resources available to region for responding to human trafficking cases. With input from Minnesota Human Trafficking Task Force and Minnesota-based task forces, facilitate a discussion with regional law enforcement about developing a regional response approach to human trafficking. Particular focus should be given to information sharing and establishing a regional operational working group that can provide victim services.
  - ▶ **Target Audience: ALPD, Minnesota HTTF, Minneapolis HTTF, and Gerald Vick HTTF (St. Paul) and regional law enforcement agencies**





# TTA Topic #2: Community Capacity Building

ALPD can enhance their ability to identify victims and prevent human trafficking

1

## Sector-Specific Response

- ▶ Through peer-to-peer support from Office of Faith-Based and Neighborhood Partnership, Office for Victims of Crime and National Human Trafficking Resource Center, facilitate discussion with sector-specific organizations to share specific awareness information and response strategies. This would provide for open discussions regarding real-world issues unique to their mission. Particular focus will be paid to health care providers and faith-based institutions.
- ▶ **Target Audience: Health care organizations and faith-based institutions**

2

## Community Awareness and Prevention Efforts

- ▶ In collaboration with Minnesota Human Trafficking Task Force, facilitate discussion with grassroots and community organizations to help develop a strategy for providing awareness and prevention activities to include identifying appropriate outcomes so progress can be shared with the public.
- ▶ **Target Audience: Albert Lea Citizens Human Trafficking Task Force, CVCC, ALPD, and other key community organizations**



# TTA Topic #3: Regional Operational Working Group

ALPD can enhance their ability to investigate human trafficking cases

1

## Operational Working Group

- ▶ In coordination with the Minnesota Human Trafficking Task Force and Safe Harbor Regional Navigator, facilitate discussion about roles and services available from state human trafficking programs. Also facilitate discussion with MN-based task forces on their operational work group as a peer agency. In collaboration with both groups, develop protocols for working group that deal with confidentiality, information sharing and victim services.
- ▶ **Target Audience:** ALPD and regional partners

2

## Orientation Training

- ▶ Session will focus on understanding human trafficking, how the region will respond to victims and cases, develop protocols and fostering the cross-disciplinary approach that is the center of the victim-centered philosophy.
- ▶ **Target Audience:** ALPD and regional partners



# TTA Topic #4: Peer-to-Peer Relationship Building

ALPD and the community can enhance their capacity to identify victims, provide services to victims, prevent human trafficking and investigate cases

1

## Investigative Strategies

- ▶ Several peer-to-peer opportunities will be facilitated to help ALPD develop investigative strategies, identify indicators and enhance investigative skills. This will also give ALPD an opportunity to talk about real-world, practical issues and concerns about how to establish information-sharing networks to improve the chance to find victims and investigative cases.
- ▶ Four departments/task forces have been identified:
  - Minneapolis, MN PD which would offer the unique Minnesota perspective and understanding of Minnesota statutes
  - Clearwater, FL PD which is a DOJ HTTF and is part of the Diagnostic Center team
  - Lima, OH PD which has expertise in sex trafficking at truck stops and casinos, recognized by National Center for Missing and Exploited Children and FBI as subject matter experts
  - Gerald Vick HTTF (St. Paul) which would offer assistance to develop SOPs and facilitate collaboration with victim service providers
- ▶ **Target Audience: ALPD**

2

## Working Group

- ▶ Given Minnesota's Human Trafficking and Safe Harbor statutes and the state resources committed to responding to the crime of human trafficking, local peer-to-peer opportunities will be facilitated to help ensure appropriate and available resources, considerations and provisions are incorporated into protocols and agreements. As needed, additional subject matter experts, may be sought to address specific areas such as victim services, resource development and case management.
- ▶ **Target Audience: ALPD, operational working group and community partners**



# Next Steps and Contact Information

## Next Steps

- ▶ Development of an implementation plan based on ALPD's selected priorities
- ▶ Identification of appropriate training and technical assistance to support implementation
- ▶ Selection of outcome measures and creation of a data collection and reporting plan

## Contact Information for the OJP Diagnostic Center

### Your Community Leader:

J.D. Carlson, Deputy Director of Police, Albert Lea Police Department

### Your Diagnostic Specialists:

Patty Dobbs-Hodges

[Patty@OJPDiagnosticsCenter.org](mailto:Patty@OJPDiagnosticsCenter.org)

Ben Story

[story\\_benjamin@bah.com](mailto:story_benjamin@bah.com)



### Main Telephone Number:

(855) OJP-0411 (or 855-657-0411)

### Main Email:

[contact@OJPDiagnosticsCenter.org](mailto:contact@OJPDiagnosticsCenter.org)

### Website:

[www.OJPDiagnosticsCenter.org](http://www.OJPDiagnosticsCenter.org)



## Table Of Contents

- ▶ Overview
- ▶ Key Findings
  - Human Trafficking Data and Information
  - Analysis of Indicators in Albert Lea
- ▶ Recommendations and Model Practices
- ▶ Training and Technical Assistance Plan
- ▶ Appendices

# Appendix A: Federal and State Statutes

## Federal – USC Title 18 Ch. 77 & 1591

## Minnesota State Statutes 609.321

<b>Definition of Human Trafficking</b>	<ul style="list-style-type: none"> <li>▶ Whoever knowingly recruits, harbors, transports, provides, or obtains by any means, any person for labor or services in violation of this chapter shall be fined under this title or imprisoned not more than 20 years, or both</li> <li>▶ Whoever obstructs, attempts to obstruct, or in any way interferes with or prevents the enforcement of this section, shall be subject to the penalties under subsection</li> </ul>	▶ N/A
<b>Definition of Sex Trafficking</b>	<ul style="list-style-type: none"> <li>▶ Whoever knowingly—in or affecting interstate or foreign commerce, or within the special maritime and territorial jurisdiction of the United States, recruits, entices, harbors, transports, provides, obtains, or maintains by any means a person;</li> <li>▶ Or (2) benefits, financially or by receiving anything of value, from participation in a venture which has engaged in an act described in violation of paragraph (1), knowing, or in reckless disregard of the fact, that means of force, threats of force, fraud, coercion described in subsection (e)(2), or any combination of such means will be used to cause the person to engage in a commercial sex act, or that the person has not attained the age of 18 years and will be caused to engage in a commercial sex act, shall be punished.</li> </ul>	<ul style="list-style-type: none"> <li>▶ Receiving, recruiting, enticing, harboring, providing, or obtaining by any means an individual to aid in the prostitution of the individual; or</li> <li>▶ Receiving profit or anything of value, knowing or having reason to know it is derived from an act described in clause (1).</li> </ul>
<b>Definition of Prostitution</b>	▶ “Commercial sex act” is defined very broadly to include “any sex act, on account of which anything of value is given to or received by any person.”	▶ “Prostitute” means an individual who engages in prostitution by being hired, offering to be hired, or agreeing to be hired by another individual to engage in sexual penetration or sexual contacts
<b>Safe Harbor Legislation</b>	<p>Federal statute identifies any person under 18 who has been induced to perform a commercial sex act is victim of a severe form of human trafficking</p> <ul style="list-style-type: none"> <li>▶ Many state prostitution laws allow for prosecution of juveniles despite exploitation by commercial sexual abusers</li> <li>▶ Many states don’t contain adequate penalties or provide effective services</li> </ul>	<p>MN passed Safe Harbor Law in May 2011 and amended the statute in 2013 – considered best practice to treat sexually exploited children and those at risk for exploitation as victims rather than juvenile delinquents</p> <ul style="list-style-type: none"> <li>▶ Excludes sexually exploited youth under 16 from definition of delinquent child</li> <li>▶ Creates mandatory first-time diversion for any 16 or 17 year old who has been exploited in prostitution</li> <li>▶ Includes definition of sexually exploited youth in MN child protection codes</li> <li>▶ Increases penalty against commercial sex abusers</li> <li>▶ Directs commissioner of public safety to work with stakeholders to create victim-centered response to sexually exploited youth</li> </ul>



## Appendix B: Indicators of Human Trafficking

### Indicators of Human Trafficking \*

1	Threatened or actual physical or non-physical (psychological, financial or reputational) harm, which compels victim to perform or continue to perform labor or services to avoid harm
2	Use or threatened use of law to exert pressure on another person to perform labor or services
3	Demeaning and demoralizing the victim (verbal abuse, humiliation)
4	Disorienting and depriving victim of alternatives (isolation, restricted communications, manipulation of debts, monitoring/surveillance)
5	Diminishing resistance and debilitating (substandard living conditions, deny food, water, medical care, weaken with drugs or alcohol)
6	Deceiving about consequences (overstate risks of leaving, overstate rewards of staying, feigning power/ties to authorities or hit men/gangs)
7	Dominating, intimidating and controlling (abuse, atmosphere of violence, displaying weapons, rules and punishments)
8	Knowingly recruited, enticed, harbored, transported, provided, obtained, or maintained a person for purposes of a commercial sex act (presence of a pimp)
9	Knowingly benefited, financially or by receiving something of value, from participating in above venture
10	Knew (or recklessly disregarded) that force, fraud, or coercion would be used to cause the person to engage in commercial sex acts or
11	Victim under the age of 18
12	Past involvement of suspect or victim in suspected human trafficking incidents

*According to a 2012 NIJ publication, 12 indicators of human trafficking were developed based upon guidance outlined in the Trafficking Victims Protection Act*



\*2012 NIJ Publication, "Identifying Challenges to Improve the Investigation and Prosecution of State and Local Human Trafficking Cases" 2012; (Farrell, McDevitt, Pfeffer, Fahy, Owens, Dank, Adams)