

THE HOFSTEDE COMMITTEE REPORT: JUVENILE PROSTITUTION IN MINNESOTA

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Introduction

The goal is to get the girls as dependent as possible. Mentally you've gotta burn into their brains you're the only one you're god. Once you've got that down and they're ready to work...then you instill the fear the wrath of god. If they mess up, there's a price to pay, and they know it's a heavy price.

--A Minnesota pimp discussing his method of controlling girls¹

In August, the FBI and Minneapolis law enforcement authorities arrested 15 members and associates of the Evans family, on charges related to the operation of a multi-million dollar prostitution ring. The Evans family allegedly operated this prostitution ring for more than 17 years in at least 24 states and Canada. They allegedly recruited young girls, some as young as 14 years old and most of whom were from Minnesota, and forced them to prostitute themselves at massage parlors and escort services. After turning three to ten tricks a day, the girls were forced to give up all their earnings or be beaten, raped, or killed. For example, a member of the Evans ring allegedly beat a pregnant 15 year old girl so severely that she eventually miscarried. Clem Evans reportedly raped a 14 year old runaway, and beat another woman with a cable-television cord. Two other girls who were involved with the Evans family are missing or dead: Brenda Lee Anderson, originally from Oklee, Minnesota, was shot to death at a nude- and lingerie-modeling studio in Texas seven years ago; Crystal Van Syckel, originally from Rochester, Minnesota, has been missing since May.

The arrest of the Evans family prostitution ring, the problem of teenage homelessness, and the increasing availability of child pornography over the internet have generated concern about the sexual exploitation of youth in Minnesota. A growing number of young girls and boys are lured or forced into a world of violence, drugs, and organized crime. Although the exact number is difficult to determine, past studies indicate that between 100,000 and 300,000 juveniles are

¹ Rosalind Bentley and Richard Meryhew, *Turning girls into prostitutes is an easy task, experts say*, Star Tribune (August 15, 1999).

prostitutes in the United States and Canada.² According to PRIDE (from Prostitution to Independence, Dignity and Equality), a Minneapolis non-profit organization, there are approximately 1,000 or more active juvenile prostitutes throughout Minnesota based on its staff's personal experiences working with youth.³ Their average age of entry into prostitution is 14.⁴

The vast majority of youth involved in prostitution have been thrown out of their homes, run away from abusive relationships, or even sold into a life of prostitution by family members. These children and teenagers often live on the street with little education, skills, or money. They are forced into prostitution because it appears to be one of the only ways to survive.

There is also a growing number of teens coerced into prostitution while living at home with parents in what appears to be a stable suburban or rural family. These young girls or boys may have low self-esteem or are vulnerable in other ways. A pimp looks for them at malls, nightclubs, and after-school hangouts. The pimp befriends them, establishes control, and eventually forces them into prostitution.

Traditional methods of law enforcement and social service programs are inadequate to protect vulnerable children and teens. Juvenile prostitution is an underground, highly mobile, and complex network of organized crime. Operating through strip clubs, escort services, and internet chat rooms, these children are abused and exploited out of public view and often transported from city to city. It is time to raise the public's awareness about this issue. Juvenile prostitution can and does exist in Minnesota, and the targets are virtually anyone's child.

This report provides an overview of the dangers of juvenile prostitution, the sex industry in Minnesota, and efforts to end juvenile prostitution. This report also recommends increasing the penalties for people who sexually exploit children and teenagers, expanding use of civil action

² Davidson, H.A. and Loken, *Child Pornography and Prostitution: Background and Legal Analysis*, National Center for Missing and Exploited Children and the National Obscenity Enforcement Unit, U.S. Department of Justice (1987).

³ StreetWorks and PRIDE also cite an estimate provided by a Minneapolis Police Department approximately less than 10 years ago.

⁴ Mark Clayton, *In United States, Canada New Laws Fail to Curb Demand for Child Sex*, Christian Science Monitor (September 1996). *See infra* note 10 and related text (describing average age of entry into prostitution).

against pimps and people who use juvenile prostitutes, improving communication among law enforcement entities, and taking preventive steps to keep children off the streets and protect them from being forced into a life of prostitution.

I. THE DANGERS OF JUVENILE PROSTITUTION

I had just moved back to Minnesota from Chicago because my parents thought Minnesota was a safer place for our family. I was working at Camp Snoopy. I met a guy who worked there. We started a relationship and I left home to move in with him. He turned me out [for prostitution]. He also beat me and called me names. I finally got out when the police raided his house⁵.

My mother kicked me out. I met some people who were involved in prostitution and they talked me into it. I did it because I needed food, shelter, and money. People showed me where to go and how to prostitute.⁶

I was sitting at a coffee shop, doing homework, a man walked up to me and asked me if I would masturbate for money. Didn't do it that time. The first time was when I met a man on a sex line and he offered me money⁷ which is what I was looking for.⁷

False choices and violence against juvenile prostitutes

Sometimes prostitution is condoned as an individual choice. However, children and teens do not “choose” a life of prostitution. Juveniles lack the knowledge, maturity, and awareness to understand fully their actions and make responsible choices. They are lured into a life of prostitution by adult sexual predators—pimps, pedophiles, and members of organized crime. The harsh reality of prostitution is far from its glamorized Hollywood portrayals.

Juvenile prostitutes are in a situation devoid of choice. They are forced to perform sexual acts to avoid being beaten, raped, or tortured. A recent Oregon study of women who eventually escaped a life of prostitution found that at least 84% were victims of aggravated assault, 49% were kidnapped, and 53% were victims of sexual torture.⁸ Specifically, prostitutes who were tortured reported that they were burned, gagged, hung, bound, or body parts were mutilated by pinching, clamping, and stapling. Although the Oregon study was not limited to juveniles, the

⁵ Juvenile prostitute testimonial provided by PRIDE (Fall 1999).

⁶ Juvenile prostitute testimonials, Partnership for GLBT Youth, *GLBT Youth Involved In Prostitution: 1999 Snapshots* 12 (1999).

⁷ Juvenile prostitute testimonials, Partnership for GLBT Youth, *GLBT Youth Involved In Prostitution: 1999 Snapshots* 12 (1999).

⁸ Susan Kay Hunter, *Prostitution is Cruelty and Abuse to Women and Children*, 1 MICH. J. GENDER & L. 91, 92-94 (1994). See also Jody Miller and Martin Schwartz, *Rape Myths and Violence Against Street Prostitutes*, 16 Deviant Behaviour: An Interdisciplinary J. 7-8 (1995) (reporting and citing separate study with parallel figures).

individuals surveyed were usually juveniles when they became prostitutes. The study illustrates the violence and risk of harm inherent in prostitution.

Unfortunately, there are no recent studies of juvenile prostitution in Minnesota. The last known study was conducted by the Enablers, Inc. in 1978. The Enablers, a Minnesota based non-profit organization, provided technical assistance and information services to youth serving agencies in the Minneapolis and St. Paul metropolitan area but is no longer in existence. The Enablers' study specifically surveyed juvenile prostitutes in Minnesota and found a pattern of violence similar to the more recent Oregon study. Over half of the juvenile prostitutes were physically abused by their pimps or patrons. Approximately 15% were beaten by their pimp at least once a week. Because most people believe that juvenile prostitutes chose to break the law and deserve whatever happens to them, these crimes go largely unreported to the police.⁹ Therefore, juvenile prostitutes are caught in a cycle of abuse and exploitation with no apparent way to escape.

Age youth become involved in prostitution

It is difficult to estimate the age and number of youth who are involved in the sex trade. Due to the nature of prostitution, it is not possible for researchers to know whether or not they have a representative sample of youth. And, unfortunately, there is not a large amount of research.

Of the existing studies, the average age of entry into prostitution is usually between 13 and 17 years old.¹⁰ Most social service agencies and non-profit organizations, including Minnesota's Breaking Free and PRIDE, believe the majority of juvenile prostitutes begin when they are 14 years old. This average is based on their experiences working with prostituted youth.

Background of a juvenile involved in prostitution

⁹ Lisa E. Sanchez, *Boundaries of Legitimacy: Sex, Violence, Citizenship, and Community in a Local Sexual Economy*, 22 L. & SOC. INQUIRY 543 (1997).

¹⁰ *Id.* (citing Lowman and Fraser, *Street Prostitution: Assessing the Impact of the Law: Vancouver*, Department of Supply and Services Canada (1989)); Mark Clayton, *In United States, Canada New Laws Fail to Curb Demand for Child Sex*, Christian Science Monitor (September 1996).

Juvenile prostitution can happen to virtually anyone's child. This is illustrated by the growing number of suburban teen-age girls involved in prostitution. While living with parents in what appears to be stable families, these teens are recruited into prostitution by pimps who find them in such places as the Mall of America and the Minneapolis City Center. Often parents fail to notice the subtle signs—the girls wear pagers, cell phones, have older boyfriends. There is an account of a young girl from Eden Prairie, living with her parents and going to high school, who met a boy a few years older who introduced her to drugs. In order to pay for the drugs her “boyfriend” provided her, she was prostituted to men throughout the Minneapolis and St. Paul metropolitan area. Once, when she didn't have the money from her trick, her “boyfriend” carved up her stomach. She didn't tell her family nor did she go to the hospital, but she did go to the PRIDE office in Minneapolis to get help. The number of suburban teen prostitutes, like this girl, is difficult to determine. These kids often do not appear to be in immediate need of help.

One of the highest risk categories for juvenile prostitution are runaway or homeless youth. A national study conducted in 1998 found that being homeless for longer than thirty days was the single most determinative factor causing young children and teens to become prostitutes.¹¹ A child on the street is usually approached by someone offering to pay them for sex within 36-48 hours.¹² The study notes that without food, money, or employment, these vulnerable children become the easiest for others to exploit. Although a youth may resist the initial offer, research suggests the longer they are on the streets, the greater the chance they will become involved with criminal activity.¹³ This criminal activity may include drug use, theft, and eventually prostitution.

Minnesota's Wilder Research Center conducted a statewide study of homeless youth in 1997. That study estimated that there are 730 homeless youth in Minnesota on any given night.

¹¹ Susan M. Nandon, Catherine Koverola, and Eduard H. Schledermann, *Antecedents to Prostitution: Childhood Victimization*, 13 *J. of Interpersonal Violence* 206, 206-07 (April 1998).

¹² Paul & Lisa Program Study, New York City (1999).

¹³ Federal Territorial Working Group on Prostitution, *Report and Recommendations in respect of Legislation, Policy and Practices Concerning Prostitution-Related Areas* 15 (December 1998) (citing W. McCarthy, *On the Streets: Youth in Vancouver*, Province of British Columbia, Ministry of Social Services (1995)).

However, other non-profit organizations say that the number of homeless youth is much higher, some estimate that there are probably 2,000-3,000 homeless youth in Minnesota.¹⁴ Rather than being “runaways” the profile of the homeless juvenile is often a child forced to leave a house torn apart by domestic abuse or chemical dependency.¹⁵ Between 60% and 73% of juvenile prostitutes report a history of sexual abuse as young children.¹⁶ 35% to 58% of prostitutes reported parents who abused drugs or alcohol.¹⁷ The majority of juvenile prostitutes also witnessed their father or mother physically assault one another.¹⁸

Initially, the street may appear to be a good alternative to an abusive home life, but eventually abuse returns to the teen’s life through prostitution. Currently, there is a shortage of emergency shelters for runaway and thrown-away children. With no safe place to sleep, little or no money for food or shelter, homeless youths are forced to ride city buses all night, sleep under bridges, or stay with strangers. Their vulnerability makes them an easy target for pimps and sexual predators. Although the reason these youths are living on the street may differ, as well as their socio-economic backgrounds, early intervention and shelter is identified as the most effective strategy for preventing them from becoming victims of prostitution.

¹⁴ Anecdotal estimates based on conversations and experiences working with homeless youth at existing Minnesota shelters. Catholic Charities, PRIDE, and District 202.

¹⁵ Bagley & Young, *Juvenile prostitution and child sexual abuse: A controlled study*, 6 J. of Community Mental Health 5-26 (1987).

¹⁶ Susan M. Nandon, Catherine Koverola, and Eduard H. Schledermann, *Antecedents to Prostitution: Childhood Victimization*, 13 J. of Interpersonal Violence 206, 206-07 (April 1998).

¹⁷ Id.

¹⁸ Id.

II. THE SEX INDUSTRY IN MINNESOTA AND WORLDWIDE

My parents kicked me out when I was 15. I moved in with an older girlfriend. I didn't have an ID and I heard that I could dance at a strip club downtown without an ID. I started stripping. I thought that I would make a lot of money. The money was o.k. but not as good as I had hoped. One night a pimp approached me at the strip club and offered me \$300 more to have sex with a trick in a van in a parking ramp. I needed the money, so I agreed to do it.¹⁹

I was homeless and staying with a friend. While I was there, I met a woman who seemed really nice. She said that she knew a way I could make a lot of money. She owned an escort service. After I turned two tricks, I decided that I couldn't do it anymore. I told my female pimp I wanted to stop. She held a gun to my head and threatened to hurt me if I stopped.²⁰

Prostitution, escort services, and strip clubs in Minnesota

Minnesota's legal sex industry is worth over \$50 million, according to a 1996 report in the Christian Science Monitor. The 1999 US West Yellow pages list over 130 escort services and over 50 businesses that specialize in "adult" entertainment throughout Minnesota, which is an increase from just a handful of strip clubs and escort services a decade ago.²¹ Strip club operators, pornography vendors, and escort services all deny knowingly employing underage girls. However, Minnesota social service agencies claim that the need and competition for new girls has created an incentive to falsify documents and accept underage employees. These social service agencies also believe many strip clubs and escort services are merely a front for prostitution and organized crime. They cite the recent arrest of Barbara Parham who allegedly prostituted young women and juveniles from her home in Minnetonka, MN. Barbara Parham allegedly forced girls to have sex with men who called her for "escorts." In the police complaint, Parham told an 18 year old girl that she must have sex with a man for \$200. Then Parham pointed a gun at the young girl's head and told her, "If you don't do this, one is going right in your forehead."²²

The sex circuit

¹⁹ Juvenile prostitute testimonial provided by PRIDE (Fall 1999).

²⁰ Juvenile prostitute testimonial provided by PRIDE (Fall 1999).

²¹ <http://yp.uswest.com/> (on-line yellow page directory for all of Minnesota)

²² Margaret Zack, *Police investigating scope of alleged escort service*, Star Tribune (Oct. 21, 1999).

The recent apprehension of the Evans family publicized a network of prostitution involving the systematic transportation of juvenile prostitutes from city to city, sometimes known as a “sex circuit.” From their homes in Minneapolis, Brooklyn Center, and Crystal, the Evanses allegedly recruited young Minnesota girls at local malls, nightclubs, advertisements in the newspaper, and off the street. They befriended hundreds of girls, some as young as fourteen, and eventually prostituted them throughout 24 states and Canada. Using physical and mental intimidation, the Evanses trapped these girls in a life of prostitution and cut them off from family and friends. The Evans case illustrates the mobility and difficulty of apprehending people who sexually exploit vulnerable youth. The Evans family had operated for seventeen years.

The largest nationally known circuit, the Pacific Pipeline, runs from Vancouver down the West Coast and eventually to Honolulu and Asia.²³ However, as the Evans family case illustrates, circuits exist here in the Midwest as well. They are difficult to find because the people and exact locations constantly change. Generally, they only operate in any given location for a few days, then move on before the police can take action. The children involved are isolated, continuously kept on the move, and unable to contact anyone for help.

Involvement of gangs with juvenile prostitution

In August, 1999, a 19 year old member of St. Paul’s King Mafia Crips pled guilty to a charge of promoting prostitution.²⁴ The gang member forced girls ages 14 and 15 to have sex with men at hotels and motels throughout Ramsey county. He threatened the girls with violence if they did not comply. This case illustrates how Minnesota street gangs are evolving. They are seeking new ways to accumulate power and wealth. Moving beyond superficial rivalries, gang activities now resemble more traditional organized crime. The gang’s purpose and focus has changed from simple “turf” wars to sophisticated networks to distribute drugs, prostitute youth,

²³ Mark Clayton, *Prostitution “Circuit” Takes Girls Across North America*, Christian Science Monitor (September 1996).

²⁴ Paul Gustafson, *Guilty plea in gang prostitution case*, Star Tribune (August 6, 1999).

and gamble. Law enforcement agencies are beginning to adjust the way they conduct investigations and surveillance to better prosecute gang members involved with more sophisticated crime, like prostitution.

There is also a new group of individuals social services are encountering— “gang house girls.” These are teenage girls who exchange sex for drugs and shelter and often do not consider themselves prostitutes. Gangs will “adopt” these young girls and provide them with drugs, resulting in addiction. In exchange for free drugs, the gang house girls provide sex to whomever their gang leaders designate. Unfortunately, the girls then disappear into a violent gang subculture. In one interview a girl stated, “I started doing a lot of drugs. Got more money—cocaine, crystal meth. I lived with a drug dealer. He got me drugs, a place to stay, anything if I had sex with him or any guy in the house.”²⁵ This form of prostitution does not fit with the traditional “money for sex” structure social services and police usually encounter. It resembles the “survival sex” typically associated with runaway youth.

The role of the internet in promoting juvenile prostitution

The internet provides a new anonymous network to promote, sell, and distribute prostitutes. “Adult” internet sites were a \$1 billion industry in 1998, according to Forester Research, and over half of the requests on internet search engines are “adult oriented.”²⁶ This growing number of internet users, websites, and chat rooms has created a new business outlet for juvenile prostitution.

²⁵ Partnership for GLBT Youth, *GLBT Youth Involved In Prostitution: 1999 Snapshots* 13 (1999).

²⁶ John Leland, *More Buck for the Bang: How Net sex has transformed the porn industry*, Newsweek, September 20, 1999, at 61.

Chat rooms allow people to download naked images of prostitutes, converse with their pimp, and make an appointment, for example:

Hi...I will be visiting the Minneapolis, MN area once again during late March for discreet unhurried incall sessions. My name is Monique. See my website [website address] for my photos, schedule, and more info about me. E-mail me directly or call me at (312) 961-XXXX to book an appointment.²⁷

Due to the nature of the internet, it is difficult to determine the ages of the individuals involved. It is also hard for law enforcement officials to distinguish between legal escorts and illegal prostitutes. This is another example of an exchange posted on an internet bulletin board hosted by a Minneapolis escort service:

Tess and Shannon of [Escort Service Name] will be in Fargo/Moorhead Sept. 17&18. Please e-mail your appointment requests or call for more info. Thanks, [Escort Service Name] 612-XXX-XXXX²⁸

Internet chat rooms also allow individuals to share information about police investigations and raids:

called tangerine last weekend and was told shane no longer worked there. decided to go anyway and see if something else could catch my eye. about 12:30 a.m. i drove by and there was a police car parked out front--did not look like he was doing anything other than acting as a deterrent--it worked on me. any info on shane would be appreciated. thanks.²⁹

The internet provides a new and easy method to access information about prostitutes and arrange meetings. The virtual community of prostitutes, pimps, and patrons share information with the added sense of anonymity provided by the information superhighway. Electronic conversations take place behind closed doors and beyond the reach of most law enforcement officials.

²⁷ Message posted March 7, 1999 on <http://www.bigdoggie.com>; See also <http://www.lastpage.com/jodie19/escorts-magazine/> (example of escort service bulletin board and on-line magazine); <http://www.haileys-heros.com/> (example of Minnesota escort service who takes on-line appointments).

²⁸ Message posted August 29, 1999 on <http://www.bigdoggie.com>.

²⁹ Message posted August 24, 1999 on <http://www.bigdoggie.com>.

III. PAST AND CURRENT EFFORTS TO END PROSTITUTION

Prevention, meaningful intervention and effective law enforcement actions are all necessary to reduce the level of juvenile prostitution and victimization of young people. Consistent efforts are required by law enforcement to arrest and prosecute those who exploit young people through the promotion and solicitation of prostitution. Although legislative change has allowed for more serious charges for those who promote juvenile prostitution, tougher penalties are needed to deter this activity and adequately punish offenders.

-- Chief Deputy Attorney General John Stanoch

Police intervention and prostitution arrests

Although juvenile prostitution arrests have remained stable since 1985, this arrest data alone is not an accurate indicator of the level of juvenile prostitution in Minnesota. Prostitution arrest data is entirely dependent on the enforcement decisions and reporting of individual police departments. Each police department differs in its approach towards juvenile prostitution. For example, the Minneapolis police department merged its vice unit with its organized crime division and empowered community police officers to enforce prostitution laws at a neighborhood level. Other police departments may only focus on highly visible “street” prostitution. Often law enforcement agencies simply lack resources to investigate sophisticated juvenile prostitution rings, and focus their resources elsewhere. Because juvenile prostitution can and does exist throughout Minnesota, there must be more support of law enforcement efforts to find and prosecute the pimps and patrons exploiting young vulnerable kids.

Currently, various non-profit organizations, law enforcement agencies, and prosecutors are forming a statewide Pimp/Juvenile Prostitution Task Force. The purpose of the task force is to develop more collaboration and communication between law enforcement agencies and county prosecutors. Although the details have not been finalized nor funding allocated, the task force will eventually be comprised of representatives from the Minneapolis and St. Paul police departments, the Bureau of Criminal Apprehension, Federal Bureau of Investigation, county attorneys offices, and community organizations.

Metropolitan police departments, sheriffs, and county attorneys have already begun providing information about prostitution-related arrests to the public. This information is

available upon request. The reports include the current number of arrests, types of people involved in prostitution, and where these arrests are occurring. Community organizations are then able to use this information to target their prevention activities and hold people accountable.

Current federal programs

Four major pieces of federal legislation passed in the late 1970s and early 1980s to combat juvenile prostitution and sexual exploitation. Congress passed the Protection of Children Against Sexual Exploitation Act; the Child Abuse Prevention and Treatment and Adoption Reform Act; the Runaway and Homeless Youth Act; and the Missing Children Act. In 1994, Congress passed a sex tourism law which makes it a crime for a United States citizen to travel abroad for the purposes of having sex with a juvenile. Although these laws exist, lack of enforcement and resources prevent them from being effective. Juvenile prostitution and sexual exploitation continue to be major problems and appear to be growing.

Current state programs and the lack of emergency, transitional, and long-term housing

The State of Minnesota currently offers grants to virtually all of the 15 non-profit organizations who provide counseling and emergency services to juvenile prostitutes in Minnesota. Unfortunately this funding is inadequate for the estimated number of homeless youth and juveniles at risk of being forced into prostitution. The existing emergency shelter programs can only serve 35 youth in the metro area and up to 60 statewide.³⁰ Transitional housing programs can only serve 150 of the 1,000-3,000 homeless youth in Minnesota, and the state and county grants usually amount to less than half of these program's total budget.³¹ Sadly, for every youth who is formally a part of a shelter or transitional program, as many as two are physically turned away due to a lack of resources per year.³²

³⁰Quarterly reports to the Minnesota Department of Human Services (1999).

³¹ Minnesota Department of Human Services (1999).

³² Quarterly reports to the Minnesota Department of Human Services (1999).

There are also no emergency shelters or transitional housing programs specifically designed to help youths recovering from prostitution. Programs need to have staff, counselors, and resources to stabilize the lives of vulnerable youth and help provide long-term solutions. The programs must also be flexible enough to provide services to the different types of prostituted youth they encounter. There are only a few programs in the state who serve youth who also have small children, suffer from a mental trauma, or are gay, reports the Minnesota Department of Human Services. Homeless girls with children are particularly vulnerable to sexual predators and have specific health and dietary needs. Juveniles suffering from a mental trauma should receive counseling and proper medication. Gay, lesbian, bi-sexual and transgender youth are often subject to abuse from other youths in shelters.³³ Because of the shortage of emergency and transitional housing, there are hundreds of Minnesota youth at risk of being forced into prostitution or sexually exploited.

Several recent legislative initiatives are related to preventing prostitution. The 1997 and 1998 omnibus crime bill included provisions which appropriated approximately \$125,000 to identify the needs of women struggling to get out of prostitution and provide them some transitional housing. Although that funding is useful and necessary, it was not specifically earmarked to combat juvenile prostitution.

In 1998, the legislature also funded a \$600,000 treatment facility for women and their families who have been involved with prostitution and are chemically dependent or abused. Again, this facility was an important commitment, but does not address the needs of homeless juveniles at risk of or involved in prostitution.

Existing gaps in criminal law

³³ Partnership for GLBT Youth, *Study of GLBT Youth Involved In Prostitution: 1999 Snapshots* 11 (1999). The study indicated that GLBT youth wanted more social workers and counselors who share their sexual orientation and understand their situations. The survey also showed that word-of-mouth communication via outreach workers and other youth are the most likely to reach GLBT teens trapped in prostitution.

History tells us that the reduction of juvenile prostitution is dependent on both societal outrage about the sexual exploitation of young people and the commitment of law enforcement agencies to focus resources on those who promote and exploit juvenile prostitutes.

In the mid 1970s, Minnesota political leaders, religious organizations, and representatives of law enforcement focused their attention on ending the disturbing flow of young people from Minnesota to New York City to engage in acts of prostitution. This “Minnesota Connection” was a source of concern to these leaders and the focus of a sustained, multi-dimensional effort to combat this problem. Their efforts were successful in reducing the flow of young people from Minnesota to New York to engage in acts of prostitution. However, in the past several years, law enforcement efforts have been diverted away from juvenile prostitution. As the incidence of violent crime increased, resources have been channeled away from enforcement of prostitution laws toward these more “serious” crimes. The lack of law enforcement focus has contributed to an environment where the pimps and exploiters of young people feel free to act without fear of real consequences.

Recently, the legislature strengthened Minnesota laws relating to the promotion of prostitution. As a result of these changes, those who promote prostitution may now face tougher penalties. Unfortunately, the Minnesota Sentencing Guidelines Commission has ranked most promotion and solicitation of prostitution offenses as presumptive probation cases, allowing predators to escape more serious consequences following their exploitation of young people. An individual, with no other criminal history, charged with promoting or prostituting a 17 year old girl receives 18 months of probation assuming it is not bargained down to a lesser crime.³⁴ This allows sexual predators to slide through the criminal justice system with little punishment or notice. For example, Levron Evans of the Evans family prostitution ring had been charged with various crimes over 100 times since 1979.³⁵ His brother, Johnny Lee Evans, has faced criminal

³⁴ <http://www.msgc.state.mn.us/> (Minnesota Sentencing Guidelines Commission Website listing the presumptive penalties for prostitution related offenses).

³⁵ James Walsh, *Suspects in pimping case had dozens of charges*, Star Tribune (August 14, 1999).

(Footnote Continued On Next Page.)

charges 67 times since 1979. Strengthening enforcement, enhancing the penalties, and improving the communication among law enforcement entities should help eliminate many of the gaps which exist in the current system.

IV. RECOMMENDATIONS

As Attorney General and a father of three girls I want to protect our children from sexual predators and exploitation. We may not be able to save every child or teen, but we have to try. Changing our enforcement techniques, increasing awareness, and improving our prevention efforts are just the beginning.

--Attorney General Mike Hatch

A. Increase penalty for patrons and promoters of prostitution

The Minnesota Sentencing Guidelines Commission should consider ranking offenses involving the promotion or use of juveniles in acts of prostitution as presumptive prison commitments, even for offenders with no criminal history. If our society is to be serious about efforts to deter or eradicate juvenile prostitution and the exploitation of young people, criminal penalties for patrons and promoters of juvenile prostitution should involve serious consequences and significant jail or prison time. Prosecutors should insist on tough sentences for these offenders and judges should impose tough sentences.

B. Extension of prosecutorial authority

Where the promotion of juvenile prostitution is the result of organized criminal activity, the Minnesota Gang Strike Force is available to investigate and prepare cases for prosecution. The Minnesota Attorney General's Office provides legal support and advice to the Gang Strike Force. If the organized criminal activity involves actions in more than one county, the Legislature should consider giving the Minnesota Attorney General's Office the authority to prosecute the promotion of juvenile prostitution upon a referral from the Minnesota Gang Strike Force.

C. Increase civil enforcement

Information presented to the Minnesota Attorney General's office suggests that juvenile prostitution takes place or is promoted out of allegedly legitimate businesses, such as strip clubs and escort services. When law enforcement receives complaints about such activities, they should promptly investigate and work with prosecutors to use existing civil remedies such as nuisance

laws as well as using other civil remedies to stop these practices and close down businesses that are fronts for juvenile prostitution.

D. Increase funding for law enforcement efforts to fight juvenile prostitution

As state and local law enforcement have increased efforts to fight violent crimes, fewer resources are available to address the promotion and solicitation of juvenile prostitution. The Minnesota Legislature should consider establishing local law enforcement grants for targeted efforts to address the problem of juvenile prostitution, which involves both the exploitation of young people and a decline in community perceptions of safety and livability.

E. Establishment of a statewide integrated criminal justice information system

An offender recently charged in connection with a juvenile prostitution ring had numerous prior arrests for offenses relating to the promotion of prostitution. In order to adequately charge and punish such behavior, it is imperative that law enforcement, prosecutors, judges, probation officers and others in the criminal justice system have accurate, up to date information on each offender. The current criminal justice information system in Minnesota is not integrated and does not ensure an accurate criminal record is available for offenders moving through the system. Funding should be provided for an integrated, statewide criminal justice information system.

F. Increase Availability of emergency and transitional housing

It will cost approximately \$1 million to double the existing amount of emergency shelter and transitional housing for youth. This money, in conjunction with private donations and possible federal housing grants, should be used to create programs tailored to meet the physical and psychological needs of homeless children and youth particularly at risk of being prostituted. The funds will be distributed to non-profit organizations that have a demonstrated record of success working with at-risk youth, a realistic program strategy, and a commitment to decreasing the number of juvenile prostitutes in Minnesota.

The Attorney General proposes a three phase housing model to decrease the number of homeless, at-risk youth. This housing model was created with the help of PRIDE and other

Minnesota non-profit organizations. This proposal and budget is intended to illustrate how the funds could be used to protect children and youth from sexual predators. Ultimately, social service experts from the state will evaluate the best housing proposals, and distribute the grants to those organizations best able to help youth at risk of being forced into prostitution.

Phase 1: Emergency Shelter and Assessment Center

Phase 1 is an emergency shelter and assessment center. This large facility will provide emergency shelter for 20 children or teens. The goal of this shelter is to give immediate assistance to youths who need food and a safe place to stay for one to thirty days. Once their immediate needs are addressed, staff will attempt to provide them with transitional housing at another location, reunite them with family, or connect them to another support structure.

The emergency shelter will have staff on-site to provide mental and physical assessments for the youth. The facility will also provide programs, access and descriptions of other service providers, legal consultations, and emergency therapy sessions. The offices and administration for all three phases of the model housing program will be located at this location. The program activities described above will also be provided to youths involved in the second or third phase.

PHASE ONE BUDGET ESTIMATE

<u>Personnel</u>	<u>Number of Staff</u>	<u>Salary Total</u>	<u>Tax, Insurance, & Benefits</u>
Executive Director*	1	\$45,000	\$9,000
Supervisor*	1	\$33,000	\$6,600
Contracted Specialists**	4	\$143, 800 (total)	n/a
Case Manager	2	\$60,000 (\$30,000 per staff)	\$12,000
Advocate/Asst. Case Mgr.	2	\$48,000 (\$24,000 per staff)	\$9,600
Intake Staff	3	\$63,000 (\$21,000 per staff)	\$12,600
Administration	1	\$21,000	\$4,200
Food Staff	2	\$34,500 (\$17,250 per staff)	\$6,900
Community Program Staff	1	\$30,000	\$6,000
Social Worker/Therapist	3	\$90,000 (\$30,000 per staff)	\$18,000
TOTAL:	20	\$568,300	\$84,900
TOTAL COST OF PHASE ONE: \$653,200			

Phase Two: Family Style Homes and Transitional Housing

Phase 2 will provide shelter for approximately 30-40 homeless youths. After a youth is assessed at the emergency shelter, he or she will either be recommended to a family-style home or transitional housing facility depending on their needs.

The family style homes will be utilized by homeless youths in need of intensive supervision due to age, trauma, psychological issues, etc. There will be two family-style dwellings which will accommodate 8-10 youth each. A residential advisor will live in each house in order to provide supervision, mentoring, and stability. In addition to the advisor, a case manager and an advocate will staff each residence. Youths living in the family style homes will also receive counseling and assistance at the emergency shelter and assessment center.

The transitional housing facility is for youths who need less supervision and are more independent. Ideally, youth who live in the transitional housing facility will utilize the program activities at the emergency shelter and assessment center while they seek employment, enroll in

* Supervises or is involved with all three phases of housing program.

** Contracted Specialists are for all three phases of housing program. Specialists are professionals such as psychologists, psychiatrists, public health nurses, and legal counsel.

school, or attempt to reconnect with their families. The transitional housing facility will be managed by staff at the assessment center and two case managers. The transitional housing program may be a combination of apartments, scattered housing sites, or larger facilities. The transitional housing program would assist approximately 20 youths, and their average stay will be from six months to two years.

PHASE TWO BUDGET ESTIMATE			
<u>Personnel</u>	<u>Number of Staff</u>	<u>Salary Total</u>	<u>Tax, Insurance, & Benefits</u>
Phase Two Supervisor	1	\$33,000	\$6,600
Case Manager	4	\$120,000 (\$30,000 per staff)	\$24,000
Advocate/Case Mgr. Asst.	3	\$72,000 (\$24,000 per staff)	\$14,400
Residential Advisor	2	\$34,000 (\$17,000 per staff)	\$6,800
TOTAL:	10	\$259,000	\$51,800
TOTAL COST OF PHASE TWO: \$ 310,800			

Phase Three: Long Term Stabilization Program

Phase 3 is a long term stabilization program. This phase requires minimal staff time and merely provides financial assistance to older youths who are becoming independent. Program participants may utilize the assessment center activities and independently arrange to meet with their counselors. There will be one case manager who will manage the 20-30 youths who are in the long term stabilization program. The program could consist of group homes, housing subsidies, or apartments. The nature of the assistance will depend on the funding available and the youth's individual needs.

PHASE THREE BUDGET ESTIMATE			
<u>Personnel</u>	<u>Number of Staff</u>	<u>Salary Total</u>	<u>Tax, Insurance, & Benefits</u>
Case Manager	1	\$30,000	\$6,000
TOTAL:	1	\$30,000	\$6,000
TOTAL COST OF PHASE THREE: \$ 36,000			

TOTAL BUDGET ESTIMATE

	<u>Staff</u>	<u>Salary Total</u>	<u>Benefits</u>	<u>Total</u>
PHASE ONE TOTAL:	20	\$568,300	\$84,900	\$ 653,200
PHASE TWO TOTAL:	10	\$259,000	\$51,800	\$ 310,800
PHASE THREE TOTAL:	1	\$30,000	\$6,000	\$ 36,000
TOTAL:	27	\$857,300	\$142,700	\$1,000,000

Additional Comments

The costs detailed above equal \$27 to \$34 per day per youth if the program provides housing for 80-100 youths. There are other costs of the three phase housing model that were not included in this budget such as the actual facilities, office equipment, food, utilities, and employee training. The funding for these costs is expected to be provided by private donations, corporate support, federal grants, and existing community organizations. The staffing needs may also be substantially different if the grants are awarded to existing non-profit agencies who have existing administrative resources.

APPENDIX

- 1. Prostitution Arrests from 1985-1998**
- 2. Community Resource and Contact List**
- 3. State Resources for Transitional Housing Services**
- 4. Emergency Shelters and Transitional Housing Programs**
- 5. Academic Articles and Resources**

Prostitution Arrests from 1985-1998
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<u>Year</u>	<u>Adult</u>	<u>Juvenile</u>	<u>Total</u>
1998	2, 101	105	2, 206
1997	1, 843	50	1, 893
1996	1, 148	29	1, 177
1995	913	33	946
1994	1, 283	35	1, 318
1993	1, 346	24	1, 370
1992	1, 189	28	1, 217
1991	1, 257	18	1, 275
1990	1, 462	51	1, 513
1989	1, 106	21	1, 127
1988	1, 402	46	1, 448
1987	1, 272	62	1, 334
1986	874	79	953
1985	844	79	923

Source: Minnesota Planning Criminal Justice Center and The Bureau of Criminal Apprehension. These numbers are arrests categorized and self-reported as “prostitution” by the individual police departments in Minnesota. Minnesota voluntarily compiles this information in compliance with the Federal Bureau of Investigation’s Uniform Crime Reporting Program guidelines.

Community Resource and Contact List

This is a list of some Minnesota organizations that study prostitution or work with prostituted youth. This list also includes organizations that work with troubled teens, runaways, or battered women who might be involved in prostitution.

Alliance for Speaking Truths On Prostitution (A-STOP)

Rev. Alvin Erickson
1901 Portland Avenue
Minneapolis, MN 55404
612-872-0684

Breaking Free

Beth Jacobs
1821 University Ave. West
Suite 216 South
St. Paul, MN 55104
651-645-6557

Catholic Charities

Rev. Larry Snyder, Executive Director
1200 Second Avenue South
Minneapolis, MN 55403-2500
612-664-8528

District 202

Melissa Conway
1601 Nicollet Avenue South
Minneapolis, MN 55403
612-871-5559

Minnesota Department of Human Services

Suzanne M. Guttsen
444 Lafayette Road North
St. Paul, MN 55155-3832
651-297-1864

PRIDE, a program of Family & Children's Services

Alesia Pettiford, PRIDE Supervisor
3125 East Lake St.
Minneapolis, MN 55406

Project Offstreets

Deanna Shellito, Amy Snyder, and Katie Miller
41 North 12th Street
Minneapolis, MN 55403
612-252-1200

Project Foundation

Michelle Basham
1708 Oak Park Ave. North
Minneapolis, MN 55411
612-522-1690

2219 Pleasant Ave. South
Minneapolis, MN 55408
612-871-7598

Skyway Business and Professional Women, Sex Industry Task Force

Gretchen Koop Crowley or Sue Lehrer
P.O. Box 2715
Minneapolis, MN 55402
612-722-8253

StreetWorks Street Outreach

2414 Park Avenue South
Minneapolis, MN 55404
(612)879-5299

Volunteers of America

Freedom and Justice Center for Prostitution Resources

Kelly Holsopple and Bill Nelson
2825 Lake Street
Minneapolis, MN 55406
612-721-6327

The Wilder Foundation

919 Lafond Avenue
Saint Paul, Minnesota 55104
651-642-4000

Women's Network of the Red River Valley, Sex Industry Task Force

116 12th Street South
Moorhead, MN 56560
218-233-2737

State Resources for Transitional Housing Services

**Minnesota Department of Children, Families and Learning:
Transitional Housing Program Funds**

Pat Leary
651-582-8399

**Minnesota Housing Finance Agency:
Transitional Housing Program, Capital Funding**

651-296-9827

**Minnesota Housing Finance Agency:
Shelter Plus Care**

Maggie Demco
651-296-9836

**Minnesota Department of Human Services:
Projects for Assistance in Transition from Homelessness (PATH)**

Dave Schultz 651-582-1820

Emergency Shelter and Transitional Housing Programs

This is a list of some of the emergency and transitional housing programs currently available to youth ages 16-21. These programs were designed to serve youth who are homeless or at imminent risk of homelessness. Although there may be other emergency shelter and transitional housing programs, those listed were identified by the Minnesota Department of Social Services as serving the greatest number of youth. The State estimates that there is space for approximately 50 youth at emergency shelters and 30-50 youth in the various transitional housing programs.

Emergency Youth Shelter

Breaking Free (St. Paul, MN)

Opening several units in early 2000 for emergency youth shelter.

Catholic Charities St. Joseph's Home For Children (Minneapolis, MN)

Emergency shelter with related support services. Shelter serves youth who have been referred to them by government agency.

Point Northwest (Brooklyn Park, MN)

Provides emergency foster care.

Safe House (St. Paul, MN)

Short term shelter with related support services. Shelter is usually for no more than 30 days.

Transitional Housing Programs

April's Shelter (Bimidji, MN)

Group transitional housing for young women with children.

Arrowhead Economic Opportunities Agency (Virginia, MN)

Scattered site housing.

Beverly Benjamin Youth Lodge (St. Paul, MN)

Group residence with emphasis on serving Native Americans.

The Bridge (Minneapolis, MN)

Central site and scattered site housing.

Catholic Charities (St. Cloud, MN; St. Paul, MN; Minneapolis, MN)

Scattered site housing for youth ages 16-21.

Evergreen House (Bimidji, MN)

Short term transitional housing, group residence, scattered site housing, and apartments.

Harbor House (Duluth, MN)

Group transitional housing for young women and sometimes their children.

LINK Program (Rochester, MN)

A program of the Rochester Family YMCA utilizing scattered site housing.

Lutheran Social Services (Duluth, MN; St. Paul, MN; Willmar, MN)

Transitional housing programs utilizing scattered site housing.

North Homes (Grand Rapids, MN)

Scattered site housing.

Proctor House (Proctor, MN)

Group transitional home for boys.

Project Foundation (Minneapolis, MN)

Project Foundation has two short term transitional housing group residences in North and South Minneapolis.

Youth Works (Moorhead, MN)

Scattered site transitional housing.

Academic Articles and Resources

The following is a list of the academic articles and resources cited in this report.

Academic Articles and Studies

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Davidson, H.A. and Loken, *Child Pornography and Prostitution: Background and Legal Analysis*, National Center for Missing and Exploited Children and the National Obscenity Enforcement Unit, U.S. Department of Justice (1987).

Enablers, Inc., *Juvenile Prostitution in Minnesota* (1978).

Federal Territorial Working Group on Prostitution, *Report and Recommendations in respect of Legislation, Policy and Practices Concerning Prostitution-Related Areas* 15 (December 1998).

Hunter, Susan Kay, *Prostitution is Cruelty and Abuse to Women and Children*, 1 Mich. J. Gender & L. 91, 92-94 (1994).

Lowman and Fraser, *Street Prostitution: Assessing the Impact of the Law: Vancouver*, Department of Supply and Services Canada (1989).

McCarthy, W., *On the Streets: Youth in Vancouver*, Province of British Columbia, Ministry of Social Services (1995).

Miller, Jody and Martin Schwartz, *Rape Myths and Violence Against Street Prostitutes*, 16 Deviant Behaviour: An Interdisciplinary Journal 7-8 (1995).

Nandon, Susan M., Catherine Koverola, and Eduard H. Schledermann, *Antecedents to Prostitution: Childhood Victimization*, 13 Jour. of Interpersonal Violence 206, 206-07 (April 1998).

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Sanchez, Lisa E., *Boundaries of Legitimacy: Sex, Violence, Citizenship, and Community in a Local Sexual Economy*, 22 Law & Soc. Inquiry 543 (1997).

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Newspaper Articles

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Gustafson, Paul, *Guilty plea in gang prostitution case*, Star Tribune (August 6, 1999).

Leland, John, *More Buck for the Bang: How Net sex has transformed the porn industry*, Newsweek (September 20, 1999).

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Margaret Zack, *Police investigating scope of alleged escort service*, Star Tribune (Oct. 21, 1999).