

**2019 SENATE JUDICIARY**

**SB 2159**

# 2019 SENATE STANDING COMMITTEE MINUTES

**Judiciary Committee**  
Fort Lincoln Room, State Capitol

SB 2159  
1/15/2019  
#30793 (58:53)

☐ Subcommittee  
☐ Conference Committee

Committee Clerk: Meghan Pegel
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## Explanation or reason for introduction of bill/resolution:

A BILL for an Act to provide an appropriation to the attorney general for human trafficking victims treatment and support services; and to provide for reports to the attorney general, legislative assembly, and legislative management.

## Minutes:

6 Attachments
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**Chair Larson** opened the hearing on SB 2159.

**Dick Dever**, District 32 Senator, testifies in favor for the bill

**Senator Dever:** I'd like to give a short history of the program that this represents. I was asked and introduced a bill in the 2015 that provided \$1M as it was introduced to provide supports for victims of human trafficking. That would have gone to the Department of Human Services. Through the process we considered some things regarding the Human Services that would probably have been just a pass through from the agency to those groups that provide those services. The Director of Human Services is a government appointee and is not in a position to advocate for what we propose. Therefore, we moved it to the Attorney General who as you know is a strong advocate for this program and enforcement of human trafficking issues. I introduced it at \$1M, but it was so popular and there was so much passion in the legislation, that House Appropriations added another \$250,000 to it.

Last session the money was tight and we didn't have the opportunity to fund things as they should have been, but the Attorney General had some funds left over from elsewhere and we were able to continue the program through the current biennium. This time we introduce it at \$1.5M dollars, and we hope you consider that. My first session was 2001. We were about 3-4 weeks into the session when I asked myself, "Why haven't we heard any Appropriation bills on the floor yet?" and it dawned on me that the reason we don't is because Appropriations has to hear all of the appropriation bills, put them into context, then prioritize them into the budget. You don't need to consider the responsibility of deciding what that number should be. Send it over to Appropriations as is and it can be decided there. We will consider it then also in the context of the Attorney General's Budget.

3 or 4 years ago I was at a CSG conference in St. Paul. One of the topics was human trafficking. The panels included Cindy McCain and Senator Amy Klobachar. Senator Klobachar referred to human trafficking as coming from the oil fields of North Dakota. I

wanted to jump up and say “No they’re coming to the oil fields, not from”. As I reflected on it later I realized evil exists everywhere. Human trafficking is a business that seeks opportunity and has found that opportunity in the oil fields of North Dakota among the testosterone and the extra dollars. Evil exists everywhere, but so does good. This bill is about the response of good to evil. A lot of good things are happening and have happened as part of this program.

**Vice Chairman Dwyer:** What was it funded in 2015 and in 2017?

**Senator Dever:** In 2015 was \$1.25M. I think we funded \$125,000 then funding to bring it up over \$800,000 in 2017. The later speakers can provide that information to you.

**(5:20) Wayne Stenejehm,** ND Attorney General, testifies in favor of the bill

**AG Stenejehm:** In 2003 shortly after I took office, I asked the folks at the Bureau of Criminal Investigation how much human trafficking there is in North Dakota. The answer I got was “we suspect there is some but most of it involves transportation of individuals through North Dakota for the sex trade that comes from Winnipeg, Minneapolis, or Chicago. I wondered if that was the pre-boom reality or our lack of awareness. I think it’s a bit of both. Now we know much more and better.

We know that human sex trafficking is the most common form of modern day slavery. Estimates put the number of domestic and international victims in the millions, mostly women and children enslaved in the sex trade with little or no money. Here in the U.S. as many as 300,000 children are at risk of becoming victims according to the FBI. Also according to the FBI it is the fastest growing business for organized crime and the third largest criminal industry in the world, generating at least \$150B in revenue each and every year. The average age at which children in the U.S. first become victims is somewhere between 12 and 14 years. It is a problem globally, nationally and within North Dakota.

Six years ago the Polaris project conducted a survey of states to rate their views of our laws regarding human trafficking. I was disappointed to learn that here in North Dakota we earned an orange status. Orange status is towards the bottom, tier 3, a state that has made nominal efforts to pass laws to combat human trafficking and should take major steps to improve and implement its laws. I vowed along with the legislature that we would get out of that orange status and move up to the top tier, the green status. In 2015 a rare joint meeting between the House and the Senate Judiciary committee took place and we in North Dakota committed ourselves to realizing there was much more that we as a state can do to aid the victims of human trafficking.

For too long human trafficking had been characterized by some policy makers and law enforcement as the equivalent as prostitution, the free enterprise system at work, an alleged victimless crime that involves only consenting adults. We rejected that characterization in North Dakota and move directly and decidedly in favor of seeking to implement policies that provide direct aid and assistance to victims.

We’ve done a number of things here in North Dakota to combat human trafficking. We’ve conducted several operations through my office and other law enforcement utilizing federal, state and local law enforcement to target the individuals, the “johns”, who are attempting to obtain children through the internet. We’ve been actively participating in multiple training; I believe we’re up over 8,300 different trained law enforcement officers and other individuals. We’ve actively participated in undercover operations in an effort to identify underage victims and adult women who are being trafficked and to identify and prosecute the traffickers. We’ve been working with the media to raise awareness of the issue and assisting agencies from

other states with operations targeting individuals involved. Funding is a key part of what we have done and what we need to continue our efforts. We were all very supportive last session, especially when times were tough and we felt we didn't have the money. Nonetheless the state legislature decided this had to be a priority. Now it continues to be a priority for us because we cannot let up on the strides we have made.

According to the human trafficking task force, the number of human trafficking victims that were served, not are but served, from January 1<sup>st</sup> 2016 through last September was 242. It's important to note this is not just the oil patch. It is as prevalent and as likely to occur in the eastern part of the state, rural and urban areas. They're not all from out of state; we have victims who are residents of the state of North Dakota. It's a critical thing that we not let up on this effort now.

There are individuals here to testify who have devoted their life's work to assisting these hapless victims in trying to get out of an unacceptable and horrible life. They're underpaid and overworked and they need to be congratulated. We as a state need to continue everything we've done to assist in working with these individuals. We've revamped and improved our laws where we're on the top of the nation as far as what are statutes say, but we need the funding for the victim based approach so we can provide services to help people in this terrible situation.

**(12:10) Chair Larson:** Earlier we talked about the SANE nurse funding and putting it into your budget so they wouldn't have to come back every two years and ask for the money since it came through the SIF fund. Can this also become part of your budget going forward?

**AG Stenejehm:** Every session will have its appropriation process it will have to go through. If there was some way to ensure it was in our budget on a continuing basis, that would be fine with me. That isn't always how the appropriation process works, but I've been impressed in working with the legislature on the fact that they've made this a priority. That's significant.

**Senator Luick:** What happens to perpetrators who are caught?

**AG Stenejehm:** We have an interesting program developed through the task force. We call it "a John School". It is a course that the perpetrators have to participate in and pay for it themselves. It's a whole day long program that talks about all of the consequences- that these are not victimless crimes and that they have consequences to our communities and certainly to the victims involved. Of course it's a criminal offense as well so they'll be dealt with in the court system. The biggest problem is that for too long we've thought of these as victimless crimes and it's not. These are victims, not people who are in this life voluntarily. Nobody chooses or wants that for themselves or their family.

**Senator Luick:** What about the trafficker or pimps themselves?

**AG Stenejehm:** A big part of our approach in law enforcement is to not just go after the johns, but to work our way up the ladders so we can go after the people who are the traffickers. When we find them, we work closely with our federal counterparts. I like going to the federal system because there are minimum mandatory penalties with no parole in the federal system for people who are trafficking human beings. That's our focus in the law enforcement end.

**Senator Luick:** Do we have a continuing repertoire of those in our prison systems today?

**AG Stenejehm:** We do. We're prosecuting them and working with our federal counterpart. We have a good relationship with the federal law enforcement agencies as well as the U.S. Attorney who himself along with his staff have made this a priority.

**(18:10) Christina Sambor,** Youthworks, testifies in favor of the bill (see attachment #1)

**(23:40) Sargent Mike Bolme,** Bismarck Police Department Investigations, testifies in favor of the bill (see attachment #2)

**(27:50) Senator Myrdal:** There are groups who believe by arresting the victims, you somehow can legally and lawfully get them away from the traffickers. Many victims are so stockholm syndromed that even if you get them out, they tend to go back if they're let out without a support system to stay away from the trafficking. Please comment on this.

**Sargent Bolme:** That's a correct perception on what usually happens. One of the frustrating things for working these cases is you'll get a great interview with the victim, then the pimp gets in touch with her again and she goes right back to him. It's very frustrating working these cases, but you almost have to work them like a homicide where you know you're not going to get victim cooperation; instead you're looking for other corroborating evidence. If they're not willing to get help or get our services, sometimes we will get them a bus ticket and just get them out of town. Sometimes they get arrested because we still have a duty to the public--nobody wants to stay in a hotel where there's somebody engaging in prostitution in the next room. However, the times we arrest somebody engaging in prostitution are slim to none. There's a better approach and this is it.

**(30:16) Amy Jacobson,** Youthworks Human Trafficking Navigator, testifies in favor of the bill (see attachment #3)

**(37:45) Senator Myrdal:** Do you have faith communities involved and if not, is your program open to it? Statistically individuals who come out of prison and/or out of that life need that spiritual support as well to overcome their victimization.

**Jacobson:** Yes, and Yes. We are willing to do that and we already do that. Faith communities throughout the state are more than willing to help as well. In fact, one of the challenges we have is to make sure that we have provided adequate training to them. Working directly with victims of human trafficking is a daunting task and you have to have really good boundaries. It's really important that we train them well so that nobody is harmed and everybody benefits from that.

**(39:50) Cynthia Wagner Goulet,** ND Protection and Advocacy Project attorney, testifies in favor of the bill (see attachment #4)

**(42:45) Senator Luick:** How would I be able to identify victims in need of help?

**Goulet:** Some of the manifestations that you can see are persons who probably don't have a means of supporting themselves. They may be independent of the occupation they've been forced into. Perhaps they have an obvious addiction or substance abuse problem. Perhaps they don't have a permanent address; they're very transitory.

**(45:12) Stacy L. Schaffer**, 31:8 Project Executive Director (see attachment #5)

**(47:06) Senator Myrdal:** You mention prevention several times and you've talked about educating schools. Prevention is also preventing these young women from getting trafficked to start with, teaching them streetwise per say. Do you work with DPI at all?

**Schaffer:** Yes, we do. Both Youthworks as well as 31:8 Project has worked with different schools throughout the state of North Dakota, and we hope to continue to expand that region to schools as well. I can't speak to if every school specifically has received education, but I know we have been able to reach quite a wide array of schools throughout the state as well as teachers and other faculty within that school system.

**Senator Myrdal:** There is nothing to your knowledge that requires schools to have you come in to educate students and staff?

**Shaffer:** Not that I am aware of. I think that would be a great goal to get in there and a hope that we have.

**Senator Luick:** 31:8, what does that stand for?

**Shaffer:** It comes from Proverbs 31:8- "speak up for who those who cannot speak for themselves".

**(49:08) Jessica Thomasson**, CEO of ND Lutheran Social Services, testifies in favor of the bill (see attachment #6)

**(54:15) Sambor:** To Senator Myrdal's question regarding prevention- in the last biennium Youthworks staff has been certified in 2 prevention curriculums, "My Life my Choice" and "Not a Number". Not a Number is different in that it can be delivered to any gender. My Life my Choice is specific to young women. We have worked between the 2 programs to do prevention with over 40 youth in the state in the last year. I talked with Megan Lundberg this morning who is one of our staff that does a lot of the prevention education and asked if I could give your perspective to this committee in a couple sentences, what would it be? She said "most of the youth that we get called to do prevention on have already been exploited". It's young women that are in the juvenile correction system. Most of them know pimps and have had some sort of abuse, neglect or trafficking gone on. We're really focusing on that. Part of the use we can do with some of these funds is increasing the availability of that prevention education and outreach. In terms of investment, we're much better off as a state getting involved early and supporting youth that have a lot of risk factors versus trying to rehabilitate people who have been involved in the life for years and years.

There was another question about mandated education. I believe Representative Buffalo just yesterday may have filed a bill that relates to that. At the educators' conference, Ms. Jacobson has actually presented that a couple of years running. There is legislation out there this session that looks at mandated education.

Our highest volume of victims is in the Fargo/Moorhead area. We have agency specific numbers because the funding has been distributed to different domestic violence and sexual assault programs. Rape and Abuse Crisis Center reported that in the last couple of years they've served 80 victims. The Abused Adult Resource Center in Bismarck has served just over 70. The agency in Minot has served 21. Williston has served 24. When we talk about that total number, it's coming from all different regions of the state. Some of those programs are serving the outlying rural areas.

**Senator Myrdal: Moved a Do Pass and Rerefer to Appropriations**  
**Senator Luick: Seconded.**

**Senator Bakke:** For the individuals in this room, you should be commended for the work you are doing in these horrific situations. I appreciate your efforts.

**Chair Larson:** Whoever is carrying this bill won't be able to come close to conveying to the rest of the Senate the emotion and importance that we've heard here today.

**A Roll Call Vote Was Taken: 6 yeas, 0 nays, 0 absent. Motion carries.**

**Senator Myrdal will carry the bill.**

**2019 SENATE STANDING COMMITTEE  
ROLL CALL VOTES  
BILL/RESOLUTION NO. 2159**

Senate Judiciary Committee

☐ Subcommittee

Amendment LC# or Description: \_\_\_\_\_

Recommendation: ☐ Adopt Amendment  
☒ Do Pass ☐ Do Not Pass ☐ Without Committee Recommendation  
☐ As Amended ☒ Rerefer to Appropriations  
☐ Place on Consent Calendar  
Other Actions: ☐ Reconsider ☐ \_\_\_\_\_

Motion Made By Senator Myrdal Seconded By Senator Luick

Senators	Yes	No	Senators	Yes	No
Chair Larson	X		Senator Bakke	X	
Vice Chair Dwyer	X				
Senator Luick	X				
Senator Myrdal	X				
Senator Osland	X				

Total (Yes) 6 No 0

Absent 0

Floor Assignment Senator Myrdal

If the vote is on an amendment, briefly indicate intent:



**REPORT OF STANDING COMMITTEE**

**SB 2159: Judiciary Committee (Sen. D. Larson, Chairman)** recommends **DO PASS** and **BE REREFERRED** to the **Appropriations Committee** (6 YEAS, 0 NAYS, 0 ABSENT AND NOT VOTING). SB 2159 was rereferred to the **Appropriations Committee**.

**2019 SENATE APPROPRIATIONS**

**SB 2159**

# 2019 SENATE STANDING COMMITTEE MINUTES

## Appropriations Committee Harvest Room, State Capitol

SB 2159  
1/21/2019  
Job # 31107

- ☐ Subcommittee  
☐ Conference Committee

Committee Clerk: Rose Laning
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### Explanation or reason for introduction of bill/resolution:

A BILL for an Act to provide an appropriation to the attorney general for human trafficking victims treatment and support services; and to provide for reports to the attorney general, legislative assembly, and legislative management.

### Minutes:

Testimony Attached # 1 – 5.
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Legislative Council: Levi Kinnischtzke  
OMB: Becky Deichert

**Chairman Holmberg:** Called to order the hearing on SB 2159. All members were present.

### Senator Dick Dever, District 32, Bill Sponsor:

No written testimony.

I want to provide a history of these grants and then step aside and let other people who are involved in the programs created with these grants to provide you with the details. In 2015, I introduced a bill that provided \$1M to the Dept. of Human Services to create programs dealing with the victims of human trafficking. We realize through the process that the director of DHS is not in a position to advocate for the bills that they bring, but the Attorney General office is. He is the correct person to run that program; to provide those grants; do the investigations. They know the evil of human trafficking. It was introduced at \$1M, the House added \$250,000 to the program. It is that important in Western ND.

Three, four or five years ago, I was at a CSG conference in St. Paul, Cindy McCain and Senator Amy Klobuchar, MN, were some panelists. Senator Klobuchar said human trafficking comes from the oil fields of ND and I wanted to jump up and say, it doesn't come from the oil fields of ND, it comes to the oilfields of ND, but as I reflected, I realized evil exists everywhere Human trafficking is a business. Some think willing seller - willing buyer, it's ok. The seller is not the lady; the seller is the people forcing her to do what she does.

Evil exists everywhere – and so does good so this program is about the response of good to evil. You'll hear some strong stories in support of this appropriation. One of the amendments that the AG asked for (on page 28 of his testimony) involving exemption of human trafficking grants for money that was appropriated previously and money going forward, from Section 54-44.1-11 says money should be turned back to the general fund on June 30<sup>th</sup> – at the end of the biennium. That allows those monies to continue to be used in support of those programs.

In the 2017 session, we provided a much smaller appropriation, but there was some carryover dollars and there was federal money that supported some of that. Most of that has gone it's course. Christina Sambor will be testifying and she will have all the numbers.

**Troy Seibel, Chief Deputy Attorney General, State of North Dakota:**

No written testimony. Supports SB 2159.

Wants to support the bill and the funding. The attorney general is passionate about this topic and believes that this is important funding. Our office administers these grants. We have folks that come in and apply for the grant funding, but unfortunately, we don't always have enough dollars. I will let the folks who have boots on the ground tell of their need. The AG stands in support of this funding.

**(6:50) Wayne Stenehjem, Attorney General, State of North Dakota**

No written testimony. Supports SB 2159.

This is critical funding. The amount of work that we're able to do through private organizations is fantastic. They do a remarkable job. Even last session, when times were tough, we've been able to scraped money together to keep this program going. Thankyou Senator Dever for all your work, and introducing the bill.

**(7:42) Senator Bekkedahl:** I see there is an appropriation for 2019-21 biennium is that because we're making enough headway that the issue can go away at some point? Or is it just because the numbers will change every biennium in the request to keep it going?

**Wayne Stenehjem:** This problem will not go away. We've made remarkable strides, but this is a recommendation that we have for the coming biennium. I wish I could say it will go away, but we CAN NOT cease giving the kinds of services that these victims – that we've been able to provide over the last 6-7 years.

**(9:37) Christina Sambor, Youthworks:** Testified in support of SB 2159.

**Testimony Attached # 1** – Human Trafficking Task Force

**Testimony Attached # 2** – Christina Sambor, Youthworks

She is with Youthworks, which is the statewide runaway and homeless youth provider in North Dakota. Since 2014, has been working on statewide collaborative efforts to build a collective human trafficking response in North Dakota. My role, as the program has developed, has changed, but I have been here since the beginning, since we've started advocating for funds and trying to raise awareness about the issue of human trafficking in North Dakota.

**(14:00) Amy Jacobson, Human Trafficking Navigator, Youthworks:**

Testified in support of SB 2159. **Testimony Attached # 3.**

**(21:01) Senator Mathern:** The women at the women's prison - Would they have relayed this information in their process of being prosecuted or does it come up later and maybe was never part of the trial/sentencing process?

**Amy Jacobson:** These women don't see themselves as victims, they feel they are criminals. That often doesn't come up in the process of the system. It is only when someone opens the

door for them that they are able to see themselves as such and are able to talk about it a little bit.

Read testimony for Sgt. Mike Bolme, Investigations section, Bismarck Police Department, Bismarck, ND. **Testimony Attached # 4.**

**(26:40) Christina Sambor:** Continuing on Attachment # 1 (page 3 - status of grant).

**(30:50) Senator Oehlke:** Do the feds support Reservations separately? And/or do you work cooperatively with Reservations and how is that going; are you happy with that relationship?

**Christina Sambor:** The First Nation's Women's Alliance which is the Tribal Coalition of Direct Service Programs, is one of the agencies that oversee the work of the task force, which is a blend of state and federal funding. Under those federal funds, we are required to serve any tribal communities in the state. One of the things that I want to note is that Youthworks added a Tribal Navigator on to our staff to help make sure we are working as effectively as possible with tribal communities. The First Nations Women's Alliance has also been doing focus groups and working on other legislation before the Senate and House this session on looking at collecting data on missing and murdered indigenous peoples. My agency is looking at being honest with ourselves and doing the work to connect/benefit all communities. The YWCA is a primary partner in Fargo. The people we serve are roughly 40% Native American. It's important to us that we do that work well. That is a focused partnership that we are hoping to improve in next three years.

**(32:55) Senator Dever:** The problem is bigger than the solution. Of those people who put themselves forward to participate in the program, are any denied services for lack of resources?

**Christina Sambor:** No. We try to help anyone who comes. These are survivors of torture. Those who experience this torture exhibits behaviors that are related to that torture. It takes 3-4 times as much of our case manager's time to work with these individuals. In the CPS system, the child-welfare system, there was an increase of roughly 1,200-1,700 child deprivation proceedings between 2016-2017 meaning there was a significant increase in youth being neglected or abused in the home. Most have experienced homelessness by the time they are 19 (41%), which is double the national average. Looking at other state's numbers, of homeless youth, 20% are recruited into trafficking. The numbers significantly increase. We're reaching out to youth in schools and in the juvenile justice system. The vast majority of the youth are 14- 15 year-old kids, have already encountered a trafficker or pimp, or know people who are engaged in that activity. It's more intervention based work. It's an increasing challenge which is part of the reason why we've asked for more appropriation because we're working with an impressive network of providers statewide to do this work. We have to stay committed because it will become even more challenging.

**(35:44) Senator Mathern:** The people who are in the prison now - Is it the case that the prosecutors didn't have proper training? Should those people be released and put into treatment somewhere versus in prison?

**Christina Sambor:** It's complicated. My mother just retired from being the Director of Women's Services at DOCR. I know DOCR staff understand the nature of the victimization with the women in prison. Many of them don't present like victims. It's not necessarily uncaring prosecutors or law enforcement. Part of it is the trauma, and part is being in survival mode. For a lot of them it's a "Do I take a misdemeanor conviction? Or do I turn on someone who could potentially kill me or harm me?" Once they build rapport with someone they can trust, they say what had happened to them.

**Senator Mathern:** I'm involved in psychiatric care services. It's the same issues. Even though someone says this is their mental health problem, there is a need to ascertain and see if maybe there is another issue like being trafficked. I'm wondering if we have proper training of the prosecutors and law enforcement to be able to separate that. Even if the person themselves, says they are a criminal. Why isn't it being separated?

**Christina Sambor:** We have 9 multi-disciplinary teams operating across the state all meeting together when they identify a case. At this point the program is too new for me to be able to hand you data on the outcomes of that. Anecdotally, we're having that success. Untreated trafficking victims are frequent flyers in ERs; they are frequent flyers with law enforcement. With human trafficking, we spend the money one way or another. It's a question of whether we're going to spend the money funding the program to all come together and look at these cases and try to provide services and interventions that are going to help that person live a healthier, less chaotic and less expensive lifestyle on the backs of the state. In 2014 we had 113,000 ads in North Dakota, selling commercial sex in a year. Are we going to get ahead of the problem or spend a lot of the money to provide emergency services on the back end? Our program has honed in on understanding the red flags and what we're looking at, to be able to change the conversation on the front end. We aren't waiting for someone to tell us it's happening; we are understanding what it looks like.

**Senator Hogue:** Are you seeing any of the large scale criminal enterprises involved? Or mostly 1 or 2 pimps with human traffickers? What are you seeing with large scale enterprises?

**Christina Sambor:** It's a mix. This is from MN, but there was a massive federal case prosecuted in MN that involved an international sex trafficking ring from Thailand that was bringing victims into CA, TX and MN. They indicted 20 some defendants in that. There was also a recent FBI sting that was a Chinese individual living in Canada who was trafficking Chinese women. One of the arrests was made here in Bismarck. The decision to traffic children in order to access controlled substances is something we're seeing more of. There is also a connection between sex trafficking and the trafficking of heroin in the state. It's a range of cases.

**(43:00) Jessica Thomasson, CEO, Lutheran Social Services of North Dakota:**  
**Testimony Attached # 5.**

**Chairman Holmberg:** Closed the hearing on SB 2159.

The sub-committee will be **Senators Sorvaag, Bekkedahl and Mathern.**

# 2019 SENATE STANDING COMMITTEE MINUTES

## Appropriations Committee Harvest Room, State Capitol

SB 2159  
2/13/2019  
Job # 32638

- ☐ Subcommittee  
☐ Conference Committee

Committee Clerk: Rose Laning
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### Explanation or reason for introduction of bill/resolution:

A BILL for an Act to provide an appropriation to the attorney general for human trafficking victims treatment and support services; and to provide for reports to the attorney general, legislative assembly, and legislative management.

### Minutes:

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Legislative Council: Adam Mathiak  
OMB: Larry Martin

**Chairman Holmberg:** called the committee to order on SB 2159.

**Senator Sorvaag:** Moved a Do Not Pass on SB 2159 and placed on the consent calendar.

**Senator Wanzek:** seconded the motion.

A Roll Call Vote was taken: Yes: 14 No: 0 Absent: 0.  
Motion carried.

**Senator Grabinger** will carry the bill.

**Chairman Holmberg:** Closed the hearing on SB 2159.

Date: 2-13-2019Roll Call Vote #: 1

**2019 SENATE STANDING COMMITTEE  
ROLL CALL VOTES  
BILL/RESOLUTION NO. 2159**

Senate Appropriations

Committee

☐ Subcommittee

Amendment LC# or Description: \_\_\_\_\_

Recommendation: ☐ Adopt Amendment  
☐ Do Pass ☒ Do Not Pass ☐ Without Committee Recommendation  
☐ As Amended ☐ Rerefer to Appropriations  
☒ Place on Consent Calendar

Other Actions: ☐ Reconsider ☐ \_\_\_\_\_Motion Made By Sorvaag Seconded By Wanzek

Senators	Yes	No	Senators	Yes	No
Senator Holmberg	✓		Senator Mathern	✓	
Senator Krebsbach	✓		Senator Grabinger	✓	
Senator Wanzek	✓		Senator Robinson	✓	
Senator Erbele	✓				
Senator Poolman	✓				
Senator Bekkedahl	✓				
Senator G. Lee	✓				
Senator Dever	✓				
Senator Sorvaag	✓				
Senator Oehlke	✓				
Senator Hogue	✓				

Total (Yes) 14 No 0Absent 0Floor Assignment Grabinger

If the vote is on an amendment, briefly indicate intent:



**REPORT OF STANDING COMMITTEE**

**SB 2159: Appropriations Committee (Sen. Holmberg, Chairman)** recommends **DO NOT PASS** and **BE PLACED ON THE CONSENT CALENDAR** (14 YEAS, 0 NAYS, 0 ABSENT AND NOT VOTING). SB 2159 was placed on the Tenth order on the calendar.

**2019 TESTIMONY**

**SB 2159**



## ABOUT THE NORTH DAKOTA HUMAN TRAFFICKING TASK FORCE

Since 2015, the Attorney General and the Human Trafficking Commission have been working closely with the North Dakota Human Trafficking Task Force (NDHTTF) to build a coordinated response to human trafficking in the state. The NDHTTF was founded in late 2015 through the North Dakota Bureau of Criminal Investigation (BCI), CAWS North Dakota, and the U.S. Attorney's Office in North Dakota. First Nations Women's Alliance joined in Executive Board leadership in early 2018. The NDHTTF functions as a supportive network to dozens of organizations and agencies across North Dakota, providing funding support, training and technical assistance, community coordination and data collection.

### NDHTTF BY THE NUMBERS

(January 1st, 2016 through September 30th, 2018)

#### Number of Human Trafficking Victims Served: 242

Youth: 59	Labor: 17
Adults: 183	Sex & Labor: 21
Sex: 179	Other: 25

#### Number of Investigations: 61

Sex: 47	Sex & Labor: 5
Labor: 9	
Number of Arrests: 52	

#### Number of Individuals Trained Statewide: 8,346

#### Number of Technical Assistance Calls to NDHTTF Operational Team: 1,333

\*Note: Technical Assistance calls reference the number of requests for support by MDTs and outbound communities regarding a suspected or confirmed trafficking victim from the NDHTTF Operational Team.

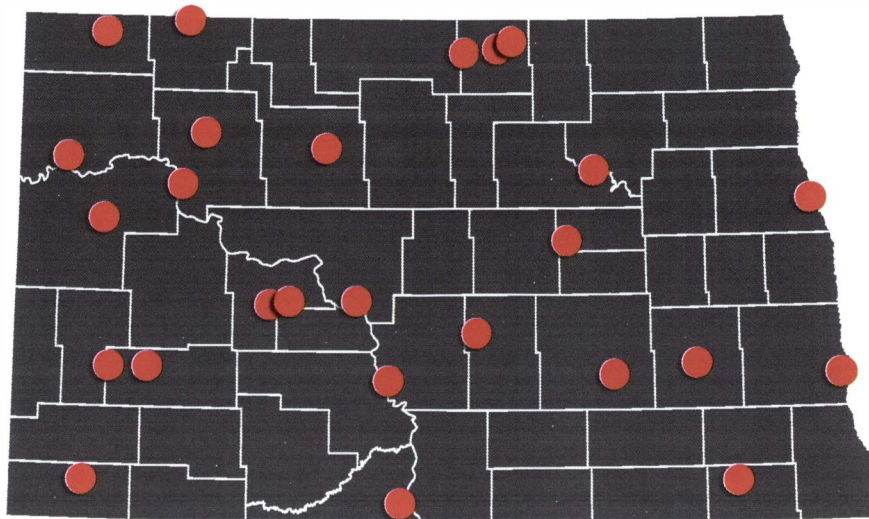
### RESULTS OF NDHTTF WORK

- The number of participating providers has grown significantly as the NDHTTF has outreached to communities to provide support.
- Victims engaging with service providers and law enforcement have built relationships with them. The NDHTTF partners are now being identified as resources in the communities they serve. Continued access to services is critical to survivors continuing to access services and victims who are now coming forward.
- Training has yielded better, more accurate identification of suspected and confirmed trafficking victims by law enforcement, community providers, and the public.
- The most requested services are for housing, behavioral health, medical/dental, legal assistance, basic needs and transportation.
- Four specialized host homes for trafficked youth have been developed. These four homes provide care for victims who benefit from in-home modeling of healthy relationships and parenting.

*read about success stories on backside...*



### *locations of human trafficking cases*



#1

SB 2159

1/15 page 2

### **SUCCESS STORIES**

- A Navigator received a call at 5:00 pm on a Friday; the call was from a local MDT partner Social Service agency. The Sheriff's office had located a 17-year-old female with two adult males with warrants, and \$35,000 in cash. The Navigator was able to coordinate services for the youth immediately: transportation, housing through a host home, basic needs, and case management. The Navigator collaborated with the local MDT to ensure interviews were completed with law enforcement and a case manager was present for interviews to support the victim. The youth was able to utilize mentorship from trafficking survivor and also had phone access to communicate with her family members.
- Jamestown police received a report regarding a suspected human trafficking situation when two men and a woman stopped at a gas station in Jamestown and one of the men asked a gas station customer if they would like the woman to perform a sexual act for \$100. The three individuals left for Bismarck and the Bismarck police were alerted to the suspected traffickers entering the area. The suspected trafficker was identified and tracked to a Bismarck hotel where a search warrant was executed on his hotel room and cell phone. The suspected trafficker was arrested and is facing charges of facilitating prostitution.
- An adult labor trafficking victim received an H2A visa to work on a farm in North Dakota. He was promised a fair wage and good living conditions. Upon arrival, his passport and documents were taken from him and he was forced to live in poor conditions and work 14-hour days. He was injured while working and unable to seek medical attention because of his trafficker. He has limited English language abilities and was hesitant to report his situation because of the risk of deportation. He was connected to a Navigator who helped him connect with legal service options, support from law enforcement, and medical assistance. He received immigration status, which allowed him to get a driver's license and find a job. He has been able to develop a support system, find a job which gives him a steady income, and is living independently in the community.

Testimony in support of SB 2159  
Christina Sambor, Youthworks  
January 15, 2019

# 1  
SB 2159  
1/15 page 3

Chairwoman Larson and Members of the Committee:

I come before you today, along with several of my colleagues, to highlight the work that has gone on in North Dakota to fight human trafficking in the last biennium, to provide a summary of how funds appropriated in the 2017 Legislative Session were utilized, and to urge this committee to recommend a “do pass” on SB 2159, which will continue funding for anti-trafficking work in North Dakota. Attached to this summary, you will find supporting budgetary information, statistics on victim services and investigations data, and map illustrating the communities in North Dakota where victims were located and/or where trafficking cases are known to have occurred. Notably, these communities include Garrison, Bowman, Gwinner, Bowdon, Hazen/Beulah and Crosby, in addition to larger communities like Bismarck and Fargo. The data we have collected over the last two biennia shows us that human trafficking continues to be a significant problem in North Dakota. The problem is statewide, and affects tribal, rural and urban areas. Given the success that organizations and law enforcement have had in building a coordinated, effective response and in collecting data to support our work, we ask that you recommend a do pass on SB 2159, allowing this important work to continue.

Some background information on the utilization of funds appropriated in the 2017 biennium follows:

- SB 2159 is the only appropriation in the state’s budget that specifically addresses victim services to human trafficking victims.
- Human Trafficking services were funded at \$825,000 in the 2017 session.
- The Attorney General’s Commission appointed a committee to distribute funds. The committee created an application and held hearings, granting money to 2 organizations.

- Youthworks submitted 2 applications, both collaborations with other organizations, one serving the eastern part of the state (RACC, YWCA and CVIC), the other the west (DVRCC and AARC).
- CAWS submitted an application that funded the Demand Reduction Program, staff positions and contracts that supported the work of the task force.
- 3 agencies that applied for funding in the 2015 funding round (DVCC, FCS and LSND) did not apply in the 2017 funding round. Both anticipate the need for funding for part-time staff in 2019-2021.
- The funding is only available on a reimbursement basis, so organizations provide documentation, receipts and activity logs for employees, and those costs are evaluated by BCI for allow ability, before they are reimbursed with state money.
- Grantees have all indicated that money is obligated and will be spent within allotted timeframe.
- State funds were utilized as match funding for federal grants. The NDHTTF was again awarded an Enhanced Collaborative Model task force grant through the Department of Justice one through the US Department of Justice. Youthworks was awarded a Specialized Services grant through the US Department of Justice that funds a host home program until September of 2020. The state's investment was matched with federal dollars at more than a 2:1 ratio.
  - State dollars are critical to getting federal funds as almost all programs have 25% match requirement
  - Significant delays in releasing the awarded funds occurred, compounded by the federal government shutdown. Without the state funds, employees would have had to be furloughed or laid off.



# HT-State 19 Final Summary

#1  
SB 2159  
1/15 page 5

	Youthworks - Bis	Youthworks - Far	CAWS ND	Total
Land Department Award	\$ 322,987.00	\$ 393,641.00	\$ 93,272.00	\$ 809,900.00
NDOAG Award		\$ 125,000.00		\$ 125,000.00
expenses		\$ 125,000.00		
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Combined Award	\$ 322,987.00	\$ 518,641.00	\$ 93,272.00	\$ 934,900.00
Expenses	\$ 124,500.80	\$ 227,264.99	\$ 14,903.36	\$ 366,669.15
Balance Remaining	\$ 198,486.20	\$ 291,376.01	\$ 78,368.64	\$ 568,230.85

## Expenses

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## Encumbered

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Total Requested	\$ 124,500.80	\$ 227,264.99	\$ 14,903.36	\$ 366,669.15
Total Encumbered	\$	\$	\$	\$

## This Award

### Special Conditions

### Disallowed Items

### Other Comments

Expenditures to Date	\$ 366,669.15
Previous Reimbursements	
Reimbursement Request	

SB 2159

Senate Judiciary Committee

Testimony of Sgt. Mike Bolme

January 15, 2019

Good morning Chairwoman Larson and Members of the Committee,

My name is Sgt. Mike Bolme and I work for the investigations section at the Bismarck Police Department. I have been a member of the Human Trafficking Task Force for about 1 1/2 years now.

Prior to my promotion I was a narcotics investigator for eight years. As lawmakers, many of you know the changes which have occurred in what is commonly called "The war on drugs". Those changes have involved taking a more holistic approach towards the problem. The criminal justice system has decided that we cannot arrest our way out of the war on drugs. We have to identify the root causes and address them.

The criminal justice system is seeing those same types of adjustments in dealing with human trafficking. It used to be that we, as law enforcement, would simply arrest an identified victim of human trafficking engaged in prostitution. Now we make every effort to get that victim the help he or she needs and get them out of that lifestyle. Our task force includes fantastic navigators and case managers who understand that only by working as a team can we achieve our goals of not only turning the victims lives around, but also keeping those victims on board with cooperation in order to target the traffickers. Our holistic approach gets help for the victims, changes the mindset of the purchasers, and targets the traffickers.

In my ten years as an investigator, I have sat across the table from all kinds of human beings. Thieves, drug dealers, child molesters, and even murderers. I can tell you with no hesitancy, that there is no worse class of human being than a pimp. Our task force is committed to bringing justice to those engaging in human trafficking. Our efforts against the traffickers have led to multiple federal indictments against those individuals. Some of those individuals never set foot in North Dakota.



The Demand Reduction Program is also part of that holistic approach to human trafficking. With your help, this program can change the mindset of the purchasers, commonly referred to as "Johns". As a participating instructor in the program, I can tell you it works. I've seen it change the mindset of the participants. Most of those participants engaged in those activities with the misconception that it was just a "business transaction" between two consenting adults. I can tell you that we have caught repeat offenders when we do our "John" stings. We cannot arrest our way out of this problem, we have to address the incorrect mindset that it is just a business transaction. By the completion of the Demand Reduction Program, those buyers are made to see the tremendous emotional and psychological damage they are causing the victims. They leave the program with new appreciation for the damage they have inflicted.

More than ever, we need continued engagement with our holistic approach to human trafficking. Many of you would be surprised to know that at any given time in western North Dakota, there are somewhere between two to three dozen women engaging in prostitution. The majority of those women have someone, behind the scenes, who are exploiting them and taking their money.

Part of our collective jobs, between law enforcement, judges, and you as lawmakers is to put a stop to recidivist criminal activity. Human Trafficking Task Forces around the state are doing that. I firmly believe in our all-encompassing, holistic approach. I know it works. Each of us is here today to find ways in which we might make a difference, to leave the state in a little better place than when we found it. There is an opportunity here, I think, for us to make that difference. I would ask that you continue funding for these critical programs.

Thank you for your time. I would be happy to answer any questions you may have.

SB 2159

North Dakota Senate Judiciary Committee

Testimony from Amy Jacobson, Human Trafficking Navigator, Youthworks

Chairwoman Larson, Members of the Committee:

My name is Amy Jacobson and I am the Human Trafficking Navigator for the Western region of North Dakota. I am employed by Youthworks; a private, non-profit agency that serves youth, ages twelve to twenty-two, although my role as Navigator gives me the ability to work with victims of all ages. I have come before you today in support of SB 2159.

In the past three years, as a Navigator, I have worked with several communities in the Western region of North Dakota in forming multi-disciplinary teams (MDT) to address the issue of Human Trafficking in their communities. Members of the MDTs include: prosecutors, law enforcement, medical providers, Division of Juvenile Services, Juvenile Court, county social service agencies, regional human service center representatives, domestic violence centers, and other local service providers. The MDTs create and implement local response protocol in human trafficking cases. Because of the partnerships developed within the MDTs, victims are being served in a much more comprehensive manner. The local MDT members meet to address individual victim's needs, and meet to review cases, identifying successes and areas where service provision could improve. The partnership between service providers and law enforcement in the MDTs has proven instrumental in both keeping the victim safe and in supporting their willingness to cooperate with an investigation.

I have also worked directly with survivors of sexual exploitation and Human Trafficking as a case manager and would like to tell you a little about them. Most of them were victimized when they were young. Most have been sexually abused, most have been physically abused, most struggle with feeling suicidal. Most of them have at some point either been given drugs or alcohol as a tool to manipulate them. Most of them have experienced food being withheld from them as a tool to control them. All of them have trauma, which affects their ability to make safe choices. All of them have a distorted view of their worth, seeing themselves only as an object of sexual pleasure. Because many of them have a history of abuse and neglect, they are especially vulnerable and they believe the trafficker when they tell them they are going to take care of them and that no one loves them like they do. We know that the trafficker selects them because of this vulnerability. The needs of these victims are numerous, and we are finally making headway in funding and coordinating services to address those needs. As a state, we still have a long way to go, as long term housing, mental health treatment and addiction services are all a part of long term success. But we know we have made a positive difference.

Our trauma-informed, coordinated, statewide approach has helped address the complexity of needs of those in "the life." Because of their trauma and the shame that they feel because of their sexual exploitation, they often have difficulties accessing services without significant advocacy.

I'd like to talk to you today about two groups that I've worked with; One group is youth victims and the other is a group of women at the women's prison in New England.

The youth that we've worked with see themselves as different from other youth their age because of their history of sexual abuse and experiences as objects of adult sexual pleasure. They need someone to be a support even when they have setbacks, they need housing, they need help accessing appropriate mental health services, help getting to school, applying for jobs and help gaining life skills in general. Many of our clients do not know how to take care of themselves. They need someone to advocate for them in the course of going through the investigation, which is invariably re-traumatizing to them. They need help getting copies of their identification, which has almost always taken away from them by their trafficker. I'd like to tell you their stories, because they deserve to be heard, they deserve to have you be proud of them for what they've accomplished. I can't because my job is to help protect them and their confidentiality, but you should know that for so many of them, they are finding their way. Enrolling in GED programs, finding and maintaining jobs, and learning how to have healthy relationships, with themselves and others.

The second group that I want to talk to you about are the women that we are working with at the Women's Prison. Last year, I was contacted by the Director of Women's Services for North Dakota Department Of Corrections and Rehabilitation to talk to a victim and to have an informative session for the inmates regarding Human Trafficking. Roughly 20% of the prison's population attended the session; By the time I left the prison that day, over 20 women had identified to me that they had been trafficked in North Dakota, most of them are North Dakota residents. For the past 6 months, we've been providing supportive services to these women,

including a support group and aftercare services for when they are released or paroled. What they all have in common is the mindset of "I'm getting out and I don't want this to be my future anymore". Many of them have children with their trafficker, who is in contact with the child and using them as leverage. For most of them, the trafficker is still attempting to control them from outside of the prison, either by telling them how much he loves them, putting money on their books so that they owe him or by sending third party intermediaries with messages to remind them of the consequences of leaving the life. They need tools to fight the pull that the trafficker holds on them. Providing those tools is what we have been able to do and are going to continue to do. They are determined that their children will not be part of the life, and we will do everything we can to help prevent that as well.

We are often the only positive, consistent presence in the life of many of our clients. It takes a lot of time to develop rapport with our clients. We are seeing the fruits of our dedication in this work, and to the well-being of trafficking survivors. Continued funding and support for the work we do is absolutely critical. We now have a coordinated system in place, with capable professionals who work together to prevent trafficking, support survivors, and assist Law Enforcement in bringing traffickers to justice. Thank you for your time today in listening to my perspective.

**SENATE JUDICIARY COMMITTEE**

**Sixty-sixth Legislative Assembly of North Dakota**

**S.B. 2159**

**January 15, 2019**

Good morning, Chair Larson and members of the Committee. I am Cynthia Wagner Goulet, an attorney with the North Dakota Protection and Advocacy Project (P&A). P&A is an independent state agency that acts to protect persons with disabilities from abuse, neglect and exploitation, and that advocates for the human, civil and legal rights of persons with disabilities.

P&A supports Senate Bill 2159. P&A has served persons with disabilities who were being sex trafficked. These cases came from both larger urban areas and smaller communities. The disabilities of the victims included mental illness, intellectual disability and acquired brain injury. It is indisputable that the number of persons who are victims of human trafficking is greater than the current data shows. Victims are often incapable or unwilling, due to fear, physical and emotional abuse, financial exploitation and other harm caused to them in their present circumstances, to come forward and seek assistance from law enforcement or service providers.

The work that was begun in 2015 with the legislative establishment of a Human Trafficking Commission within the Office of the Attorney General has proven to be critical to the efforts by that office, including BCI, local law enforcement, healthcare providers and the many organizations and agencies across North Dakota that provide support and training to professionals and services to the victims, to help the victims move out and stay out of these

harmful situations. Now, as P&A is experiencing, these victims include persons with disabilities, who are among the most vulnerable of our citizens. It's imperative that the Office of the Attorney General receive the necessary funding for the continuation of prevention, intervention, support and treatment programs and services for victims of human trafficking.

Thank you. I am glad to try to answer any questions you may have for me.



SPEAK UP FOR THOSE  
WHO CANNOT SPEAK  
FOR THEMSELVES.

#5  
SB 2159  
1/15

Good Morning,

Chairman Larson and members of the Judiciary Committee, I would like to thank you for the opportunity to speak before you today. My name is Stacy Schaffer and I am testifying in support of Senate Bill 2159. I am the Founder and Executive Director of 31:8 Project. 31:8 Project works to equip and challenge society to proactively address issues regarding human trafficking starting right here in North Dakota. We are honored to partner with and educate schools, faith-based groups, the medical community, law enforcement, and other organizations.

I also serve as the Program Coordinator for the Demand Reduction Program: an intermediate sentencing, diversion and education option for those charged with misdemeanor prostitution or human trafficking. The funds in this bill are critical to the ongoing work to prevent human trafficking and human suffering in our state. Over the past two legislative sessions this body has approved the creation of the Demand Reduction Program and provided funding to address the needs of human trafficking victims in this state. This problem is ongoing and impacts everyone from large cities to rural communities. Victims can be female or male, adults or children. Since January 1<sup>st</sup>, 2016, the North Dakota Human Trafficking Task Force has served 242 victims with 185 being adults and 57 minors. I believe it is critical that monies in this bill be available to help reduce the demand as part of prevention. Law enforcement needs to be able to access these funds to carry out stings with adult victims as many of the funds available through grants are for stings involving minor victims. It is critical that the intent of the bill's prevention language be clear and that the reduction of demand through projects like adult stings and the Demand Reduction Program be eligible to apply for these grants. Thank you for your time and consideration.

A handwritten signature in blue ink that reads "Stacy L. Schaffer".

Stacy L. Schaffer, Executive Director  
PO Box 174  
Bismarck, ND 58502  
Phone: 701-557-3750  
Email: [schaffer@318project.org](mailto:schaffer@318project.org)  
[www.318project.org](http://www.318project.org)





**SENATE JUDICIARY COMMITTEE**

**TESTIMONY IN SUPPORT OF SB2159  
“Human Trafficking Survivor Supports”**

**Senator Larson and Committee Members.** My name is Jessica Thomasson, and I serve as CEO for Lutheran Social Services of North Dakota. I am here to support the request for the appropriation for human trafficking survivor supports in the Attorney General’s budget, at the level of \$1.5 million as proposed.

We are one of several private organizations who works with survivors of human trafficking in North Dakota. Our particular area of expertise is related to labor trafficking. Labor trafficking typically involves immigrants who come to the country seeking employment opportunities. In our state, they are most often seeking employment in the agricultural sector but it can include other workplaces as well, like hotels and restaurants.

Victims of human trafficking are forced to work intentionally exhausting hours, live in their place of work, are often physically and sexually abused, and are put under constant surveillance. Most workers were not born in the United States and their immigration status, unfamiliarity with the law, and the language barrier are used to exploit them.

In a typical scenario, the trafficker will withhold the worker’s passport and other legal documents, citing an obligation the worker has to “earn the documents back” for some reason or other. Once the trafficker has the worker’s documents, the employer is then able to force the immigrant to work long hours, often without much if any pay. The immigrant will often go without medical care, even if they are injured while working. They can’t leave their “employer” because they no longer have their immigration paperwork, and they are afraid to report the

abuses because of the constant threat levied by the “employer” that they will “make sure they get deported”.

In carrying out this work, Lutheran Social Services works with Youthworks and the ND Council on Abused Women’s Services and is a member of the ND Human Trafficking Task Force. We know that it takes many organizations working together to help human trafficking survivors find their way back to safe, stable community life. Victims of labor trafficking in North Dakota have shown up in both the state’s cities, towns and rural areas. The State of North Dakota’s support for human trafficking survivor services is essential to the statewide network’s ability to serve people whenever and wherever the need arises.

Labor trafficking in North Dakota is rare but serious. It takes an integrated network of providers, working together with law enforcement and the faith community to effectively help victims who are trapped in situations that are the equivalent of modern-day slavery. The investment made in the network will ensure that we are able to provide effective, trauma-informed services, that can overcome language barriers, build support systems, and help people heal and find a way forward.

Thank you for the opportunity to speak to you today, and for your support for survivors of human trafficking. I would be happy to answer any questions you have for me.

*Jessica Thomasson, CEO  
Lutheran Social Services of North Dakota  
ND Lobbyist #234  
Email: [jthomasson@lssnd.org](mailto:jthomasson@lssnd.org)  
Phone: 701-271-3272*



## NORTH DAKOTA HUMAN TRAFFICKING TASK FORCE

### ABOUT THE NORTH DAKOTA HUMAN TRAFFICKING TASK FORCE

Since 2015, the Attorney General and the Human Trafficking Commission have been working closely with the North Dakota Human Trafficking Task Force (NDHTTF) to build a coordinated response to human trafficking in the state. The NDHTTF was founded in late 2015 through the North Dakota Bureau of Criminal Investigation (BCI), CAWS North Dakota, and the U.S. Attorney's Office in North Dakota. First Nations Women's Alliance joined in Executive Board leadership in early 2018. The NDHTTF functions as a supportive network to dozens of organizations and agencies across North Dakota, providing funding support, training and technical assistance, community coordination and data collection.

### NDHTTF BY THE NUMBERS

(January 1st, 2016 through September 30th, 2018)

#### Number of Human Trafficking Victims Served: 242

Youth: 59	Labor: 17
Adults: 183	Sex & Labor: 21
Sex: 179	Other: 25

#### Number of Investigations: 61

Sex: 47	Sex & Labor: 5
Labor: 9	
Number of Arrests: 52	

#### Number of Individuals Trained Statewide: 8,346

#### Number of Technical Assistance Calls to NDHTTF Operational Team: 1,333

Note: Technical Assistance calls reference the number requests for support by MDTs and outbound communities regarding a suspected or confirmed trafficking victim from the NDHTTF Operational Team.

### RESULTS OF NDHTTF WORK

- The number of participating providers has grown significantly as the NDHTTF has outreached to communities to provide support.
- Victims engaging with service providers and law enforcement have built relationships with them. The NDHTTF partners are now being identified as resources in the communities they serve. Continued access to services is critical to survivors continuing to access services and victims who are now coming forward.
- Training has yielded better, more accurate identification of suspected and confirmed trafficking victims by law enforcement, community providers, and the public.
- The most requested services are for housing, behavioral health, medical/dental, legal assistance, basic needs and transportation.
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## *locations of human trafficking cases*



## **SUCCESS STORIES**

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#1 SB 2159  
1-21-2019 pg 3

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#### This Award

##### Special Conditions

##### Disallowed Items

##### Other Comments

Expenditures to Date	\$ 366,669.15
Previous Reimbursements	
Reimbursement Request	

#2 SB 2159  
1-21-2019  
pg 1

Testimony in support of SB 2159  
Senate Appropriations Committee  
Christina Sambor, Youthworks  
January 21, 2019

Chairman Holmberg and Members of the Committee:

I come before you today, along with several of my colleagues, to highlight the work that has gone on in North Dakota to fight human trafficking in the last biennium, to provide a summary of how funds appropriated in the 2017 Legislative Session were utilized, and to urge this committee to recommend a “do pass” on SB 2159, which will continue funding for anti-trafficking work in North Dakota. Attached to this summary, you will find supporting budgetary information, statistics on victim services and investigations data, and a map illustrating the communities in North Dakota where victims were located and/or where trafficking cases are known to have occurred. Notably, these communities include Garrison, Bowman, Gwinner, Bowdon, Hazen/Beulah and Crosby, in addition to larger communities like Bismarck and Fargo. The data we have collected over the last two biennia shows us that human trafficking continues to be a significant problem in North Dakota. The problem is statewide, and affects tribal, rural and urban areas. The State’s financial support has been absolutely critical to the success that organizations and law enforcement have had in building a coordinated, effective response and in collecting data to support our work. We therefore ask that you recommend a do pass on SB 2159, allowing this important work to continue.

Some background information on the utilization of funds appropriated in the 2017 biennium follows:



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  - Youthworks submitted 2 applications, both collaborations with other organizations, one serving the eastern part of the state (RACC, YWCA and CVIC), the other the west (DVRCC and AARC).
  - CAWS submitted an application that funded the Demand Reduction Program, staff positions and contracts that supported the work of the task force.
  - 3 agencies that applied for funding in the 2015 funding round (DVCC, FCS and LSND) did not apply in the 2017 funding round. Both anticipate the need for funding for part-time staff in 2019-2021.
- The funding is only available on a reimbursement basis, so organizations provide documentation, receipts and activity logs for employees, and those costs are evaluated by BCI for allow ability, before they are reimbursed with state money.
- Grantees have all indicated that money is obligated and will be spent within allotted timeframe. The current reimbursements are attached. There are remaining outstanding reimbursements back to Q3 of 2018.
- State funds were utilized as match funding for federal grants. The NDHTTF was again awarded an Enhanced Collaborative Model task force grant through the Department of Justice one through the US Department of Justice. Youthworks was awarded an

Specialized Services grant through the US Department of Justice that funds a host home program until September of 2020. The state's investment was matched with federal dollars at more than a 2:1 ratio.

- State dollars are critical to getting federal funds as almost all programs have 25% match requirement
- Significant delays in releasing the awarded federal funds have occurred, compounded by the federal government shutdown. Without the state funds, employees would have had to be furloughed or laid off.
- Agencies awarded with state funding have been serving victims across the state. Number of clients served by the following agencies between 2016-2018.
  - AARC: 73 victims
  - RACC: 80 victims
  - FCS: 24 victims
  - DVCC: 26 victims
  - YW: 140 victims



#3 SB 2159  
1-21-2019  
BJ

January 21, 2019

SB 2159

North Dakota Senate Appropriations Committee

Testimony from Amy Jacobson, Human Trafficking Navigator, Youthworks

Chairman Holmberg and Members of the Committee:

My name is Amy Jacobson and I am the Human Trafficking Navigator for the Western region of North Dakota. I am employed by Youthworks; a private, non-profit agency that serves youth, ages twelve to twenty-two, although my role as Navigator gives me the ability to work with victims of all ages. I have come before you today in support of SB 2159.

In the past three years, as a Navigator, I have worked with several communities in the Western region of North Dakota in forming multi-disciplinary teams (MDT) to address the issue of Human Trafficking in their communities. Members of the MDTs include: prosecutors, law enforcement, medical providers, Division of Juvenile Services, Juvenile Court, county social service agencies, regional human service center representatives, domestic violence centers, and other local service providers. The MDTs create and implement local response protocol in human trafficking cases. Because of the partnerships developed within the MDTs, victims are being served in a much more comprehensive manner. The local MDT members meet to address individual victim's needs, and meet to review cases, identifying successes and areas where service provision could improve. The partnership between service providers and law enforcement in the MDTs has

# 3 SB 2159  
1-21-2019  
pg 2

proven instrumental in both keeping the victim safe and in supporting their willingness to cooperate with an investigation.

I have also worked directly with survivors of sexual exploitation and Human Trafficking as a case manager and would like to tell you a little about them. Most of them were victimized when they were young. Most have been sexually abused, most have been physically abused, most struggle with feeling suicidal. Most of them have at some point either been given drugs or alcohol as a tool to manipulate them. Most of them have experienced food being withheld from them as a tool to control them. All of them have trauma, which affects their ability to make safe choices. All of them have a distorted view of their worth, seeing themselves only as an object of sexual pleasure. Because many of them have a history of abuse and neglect, they are especially vulnerable and they believe the trafficker when they tell them they are going to take care of them and that no one loves them like they do. We know that the trafficker selects them because of this vulnerability. The needs of these victims are numerous, and we are finally making headway in funding and coordinating services to address those needs. As a state, we still have a long way to go, as long term housing, mental health treatment and addiction services are all a part of long term success. But we know we have made a positive difference.

Our trauma-informed, coordinated, statewide approach has helped address the complexity of needs of those in "the life." Because of their trauma and the shame that they feel because of their sexual exploitation, they often have difficulties accessing services without significant advocacy.

# 3

SB 2159  
1-21-2019

pg 3

I'd like to talk to you today about two groups that I've worked with; One group is youth victims and the other is a group of women at the women's prison in New England.

The youth that we've worked with see themselves as different from other youth their age because of their history of sexual abuse and experiences as objects of adult sexual pleasure. They need someone to be a support even when they have setbacks, they need housing, they need help accessing appropriate mental health services, help getting to school, applying for jobs and help gaining life skills in general. Many of our clients do not know how to take care of themselves. They need someone to advocate for them in the course of going through the investigation, which is invariably re-traumatizing to them. They need help getting copies of their identification, which has almost always taken away from them by their trafficker. I'd like to tell you their stories, because they deserve to be heard, they deserve to have you be proud of them for what they've accomplished. I can't because my job is to help protect them and their confidentiality, but you should know that for so many of them, they are finding their way. Enrolling in GED programs, finding and maintaining jobs, and learning how to have healthy relationships, with themselves and others.

The second group that I want to talk to you about are the women that we are working with at the Women's Prison. Last year, I was contacted by the Director of Women's Services for North Dakota Department Of Corrections and Rehabilitation to talk to a victim and to have an informative session for the inmates regarding Human T. Roughly 15% of the prison's population attended the session; By the time

# 3

SB 2159

1-21-2019

194

I left the prison that day, over 20 women had identified to me that they had been trafficked in North Dakota, most of them are North Dakota residents. For the past 6 months, we've been providing supportive services to these women, including a support group and aftercare services for when they are released or paroled. What they all have in common is the mindset of "I'm getting out and I don't want this to be my future anymore". Many of them have children with their trafficker, who is in contact with the child and using them as leverage. For most of them, the trafficker is still attempting to control them from outside of the prison. They need tools to fight the pull that the trafficker holds on them. Providing those tools is what we have been able to do and are going to continue to do. They are determined that their children will not be part of the life, and we will do everything we can to help prevent that as well.

We are often the only positive, consistent presence in the life of many of our clients. It takes a lot of time to develop rapport with our clients. We are seeing the fruits of our dedication this work, and to the well-being of trafficking survivors. Continued funding and support for the work we do is absolutely critical. We now have a coordinated system in place, with capable professionals who work together to prevent trafficking, support survivors, and assist Law Enforcement in bringing traffickers to justice. I ask today that you recommend a "do pass" on SB2159 so we can continue the important work we're doing on behalf of extraordinarily vulnerable North Dakotans.

#4 SB 2159  
1-21-2019  
AG1

SB 2159

Senate Appropriations Committee

Testimony of Sgt. Mike Bolme

January 21, 2019

Good morning Chairman Holmberg and Members of the Committee,

My name is Sgt. Mike Bolme and I work for the investigations section at the Bismarck Police Department. I have been a member of the Human Trafficking Task Force for about 1 1/2 years now.

Prior to my promotion I was a narcotics investigator for eight years. As lawmakers, many of you know the changes which have occurred in what is commonly called "The war on drugs". Those changes have involved taking a more holistic approach towards the problem. The criminal justice system has decided that we cannot arrest our way out of the war on drugs. We have to identify the root causes and address them.

The criminal justice system is seeing those same types of adjustments in dealing with human trafficking. It used to be that we, as law enforcement, would simply arrest an identified victim of human trafficking engaged in prostitution. Now we make every effort to get that victim the help he or she needs and get them out of that lifestyle. Our task force includes fantastic navigators and case managers who understand that only by working as a team can we achieve our goals of not only turning the victims lives around, but also keeping those victims on board with cooperation in order to target the traffickers. Our holistic approach gets help for the victims, changes the mindset of the purchasers, and targets the traffickers.

In my ten years as an investigator, I have sat across the table from all kinds of human beings. Thieves, drug dealers, child molesters, and even murderers. I can tell you with no hesitancy, that there is no worse class of human being than a pimp. Our task force is committed to bringing justice to those engaging in human trafficking. Our efforts against the traffickers have led to multiple federal indictments against those individuals. Some of those individuals never set foot in North Dakota.

#4

SB 2159  
1-21-2019

Ag 2

The Demand Reduction Program is also part of that holistic approach to human trafficking. With your help, this program can change the mindset of the purchasers, commonly referred to as "Johns". As a participating instructor in the program, I can tell you it works. I've seen it change the mindset of the participants. Most of those participants engaged in those activities with the misconception that it was just a "business transaction" between two consenting adults. I can tell you that we have caught repeat offenders when we do our "John" stings. We cannot arrest our way out of this problem, we have to address the incorrect mindset that it is just a business transaction. By the completion of the Demand Reduction Program, those buyers are made to see the tremendous emotional and psychological damage they are causing the victims. They leave the program with new appreciation for the damage they have inflicted.

More than ever, we need continued engagement with our holistic approach to human trafficking. Many of you would be surprised to know that at any given time in western North Dakota, there are somewhere between two to three dozen women engaging in prostitution. The majority of those women have someone, behind the scenes, who are exploiting them and taking their money.

Part of our collective jobs, between law enforcement, judges, and you as lawmakers is to put a stop to recidivist criminal activity. Human Trafficking Task Forces around the state are doing that. I firmly believe in our all-encompassing, holistic approach. I know it works. Each of us is here today to find ways in which we might make a difference, to leave the state in a little better place than when we found it. There is an opportunity here, I think, for us to make that difference. I would ask that you continue funding for these critical programs.

Thank you for your time. I would be happy to answer any questions you may have.

#5 SB 2159  
1-21-2019  
Pg 1

SENATE APPROPRIATIONS COMMITTEE

TESTIMONY IN SUPPORT OF SB2159  
"Human Trafficking Survivor Supports"

January 21, 2019

**Senator Holmberg and Committee Members.** My name is Jessica Thomasson, and I serve as CEO for Lutheran Social Services of North Dakota. I am here to support the request for the appropriation for human trafficking survivor supports in the Attorney General's budget.

I want to offer testimony today from a couple of different perspectives. Both as an organization that has benefitted from the presence of the human trafficking survivor support network, and one that is also a member of it.

Lutheran Social Services owns and manages more than 900 apartments in rural communities across North Dakota. Starting in around 2013, we begin encountering, in some of our western North Dakota properties, victims of human trafficking. These women were tenants in our apartment buildings and at first, came to our attention because the behaviors we were seeing looked a lot like "problem tenant" behaviors. One of our field staff had heard about some of the work being done to support victims of human trafficking and reached out to the network. From them we learned more about how we could try to help these women who are in very complex and dangerous situations.

A few years later, we also became a small part of this very same network. We are one of several private organizations who works with survivors of human trafficking in North Dakota. Our particular area of expertise is related to labor trafficking. Labor trafficking typically involves immigrants who come to the country seeking employment opportunities. In our state, they are most often seeking employment in the agricultural sector but it can include other workplaces as well, like hotels and restaurants.

# 5

SB 2159  
1-21-2019

Ag 2

Victims of human trafficking are forced to work intentionally exhausting hours, live in their place of work, are often physically and sexually abused, and are put under constant surveillance. Most workers were not born in the United States and their immigration status, unfamiliarity with the law, and the language barrier are used to exploit them.

In a typical scenario, the trafficker will withhold the worker's passport and other legal documents, citing an obligation the worker has to "earn the documents back" for some reason or other. Once the trafficker has the worker's documents, the employer is then able to force the immigrant to work long hours, often without much if any pay. The immigrant will often go without medical care, even if they are injured while working. They can't leave their "employer" because they no longer have their immigration paperwork, and they are afraid to report the abuses because of the constant threat levied by the "employer" that they will "make sure they get deported".

In carrying out this work, Lutheran Social Services works with Youthworks and the ND Council on Abused Women's Services and is a member of the ND Human Trafficking Task Force. We know that it takes many organizations working together to help human trafficking survivors find their way back to safe, stable community life. Victims of labor trafficking in North Dakota have shown up in both the state's cities, towns and rural areas. The State of North Dakota's support for human trafficking survivor services is essential to the statewide network's ability to serve people whenever and wherever the need arises.

Labor trafficking in North Dakota is rare but serious. It takes an integrated network of providers, working together with law enforcement and the faith community to effectively help victims who are trapped in situations that are the equivalent of modern-day slavery. The investment made in the network will ensure that we are able to provide effective, trauma-



#5 SB 2159  
1-21-2019 193

informed services, that can overcome language barriers, build support systems, and help people heal and find a way forward.

Thank you for the opportunity to speak to you today, and for your support for survivors of human trafficking. I would be happy to answer any questions you have for me.

*Jessica Thomasson, CEO  
Lutheran Social Services of North Dakota  
ND Lobbyist #234  
Email: [jthomasson@lssnd.org](mailto:jthomasson@lssnd.org)  
Phone: 701-271-3272*