

Building a Multi-Disciplinary Response to Human Trafficking in North Dakota

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The Buffalo Commons

- 1987 – Deborah and Frank Popper
- Chronicled history of the Great Plains
- Believed homestead and railroad settlement polices promoted too much settlement
- Argued that maintenance of current populations would require depletion of natural resources and subsidization of agriculture

The Buffalo Commons

- Reinforced image of the area west of the Missouri River as an “Empty Quarter”
 - Lack of population
 - Marginal economy
 - Vast, dry, treeless distances







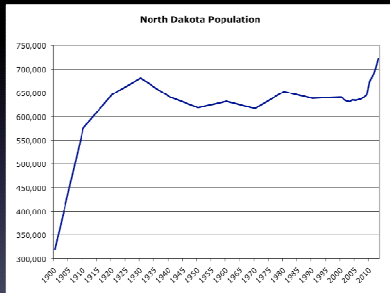
2010 Census data

- 672,591 residents
 - 8,248 African American
 - 36,948 American Indian and Alaska Native
 - 7032 Asian
 - 334 Native Hawaiian and Pacific Islander
 - 10,893 Two or more races

ND Population

- 36 of 53 counties are designated as "frontier"
 - Less than 6 people per square mile
 - Williston is located in the most remote area of the state, less than an hour from MT

History of ND population



2014 Census Estimates

- 739,482 residents
 - 89.6% white
 - 1.8% African American
 - 5.4% American Indian or Alaska Native
 - 1.2% Asian
 - .1% Hawaiian or Pacific Islander
 - 1.9 % Two or more races
- 9.7 persons per square mile

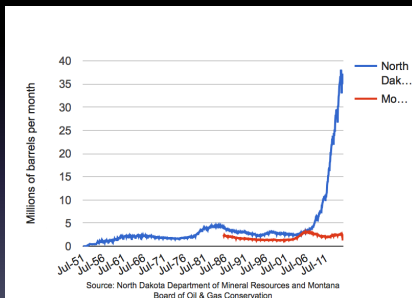
“Man rush”

- Added 100,000 workers since 2009
- Unemployment rate of 2.6% in 2014
- 12% population growth over the past 5 years
 - Highest in US
 - Men account for 2/3 of the growth
- Williston and Watford City have officially doubled
 - Williston locals say they think the population was closer to 60,000 at the end of last year.
- Others estimate there will be 200,000 people in the region

Historical “Man rushes”

- Colorado silver rush
 - 1870 to 1880
 - Population quintupled
 - 448% increase in number of men
- Alaskan oil rush
 - 1970 to 1980
 - 46% increase in female population
 - 31% increase in male population

The North Dakota “Boom”



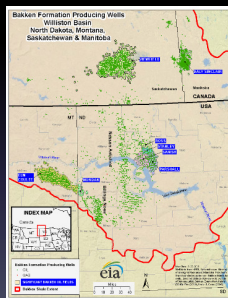
The Bakken

- Bakken Formation
 - Occupies 200,000 square miles of the Williston Basin
 - 2008 – USGS estimated the amount of recoverable oil using existing technology at 3.0 to 4.3 million barrels
 - Updated estimate in 2013 to 7.4 billion barrels

The Bakken

- Use of hydraulic fracturing, or “fracking” caused a production boom going back to early 2000’s
- “break even” price of oil estimated at \$40/barrel
- Majority of the Bakken oil production has occurred in ND, but also extends into Montana, Saskatchewan and Manitoba

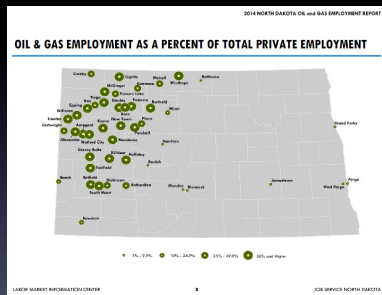
The Bakken



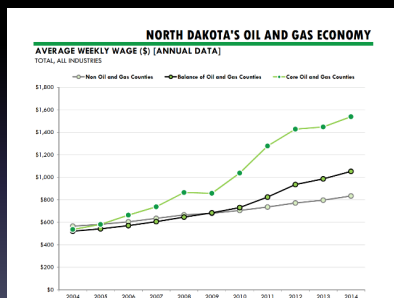
Economic Impact

- North Dakota ranked 38th in per capita GDP in 2001, by 2015, had a per capita GDP that was 29% higher than national average
- By 2012, income from oil royalties was reportedly paying local landowners income ranging from \$50,000 to \$100,000 per month
- UND Center for Innovation estimated that the boom was creating 2,000 millionaires per year
- Average income in Mountrail County more than doubled since start of boom.
- ND government acquired a billion dollar budget surplus
- This boom was followed by a “bust” cycle beginning in 2014

Economic Impact



Economic Impact



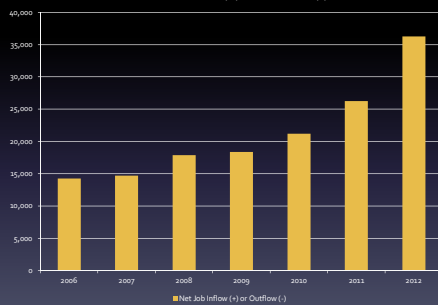
Economic Impact

- North Dakota's June 2015 unemployment rate was 3.2 percent. The unemployment rate for the four core oil and gas producing counties was 2.4 percent while the unemployment rate for the thirteen balance oil and gas producing counties was 3.5 percent.

Economic Impact

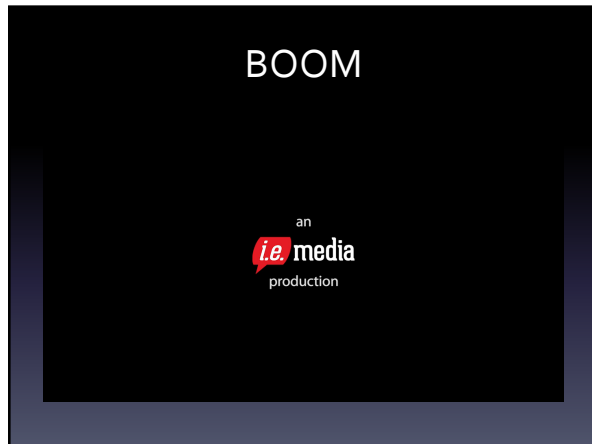
- There were 19,173 online job openings in North Dakota in July 2015.
- The rate of active resumé per job opening ranged from 0.4 in non oil and gas producing counties to 0.7 in the balance of oil and gas producing counties.
 - A rate less than 1 indicates more job openings than local active resumé.
- US Dep't of Commerce estimate per-capita personal income in Williston over \$115,000

U. S. Census Bureau Commuter Data
Net Job Inflow (+) or Outflow (-)



Experiencing the Bakken

- BOOM
 - iEmpathize
 - Came to ND in summer of 2013, embedded as a truck driver



“Oilfield Trash”

- Prof. Tim Pippert conducted interviews with over 80 Bakken resident between 2012 and 2014
- Counted 47 different license plates during research in remote Bakken region
- Respondents identified three main impacts of boom:
 - Felt less safe
 - Created a housing crisis (highest rent in the nation)
 - 700 sq. ft. apartment = \$2300/month
 - Residents knew “who to blame” for the problems

“Have you been to Walmart?”

- Walmart was continually referenced as characteristic of what had “gone wrong” with Williston
- Sherri Arnold abduction and murder solidified a sense of fear among long term residents

Who is to blame?

- Residents in the study consistently placed blame on the oilfield workers
- Not directed at economic and policy leaders who had set tone for breakneck pace of development
- Pervasive perception that newcomers do not respect the land or the long time residents

Crime

- Overall, violent crime (murder, aggravated assault, forcible rape, and robbery) increased by 125% between 2005 and 2013, according to the state's Uniform Crime Reports.
- In Williston, calls to the police went from 4,163 in 2006 to 15,954 in 2011.
- In nearby Watford City, from 41 to 3,938 in that same time frame.
- FBI announced it would open a new permanent office in Williston.
- Personal, property and society offenses, increases statewide:
 - 9.6% from 2010 to 2011
 - 10.8% from 2011 to 2012
 - 3.1% from 2012 to 2013
 - 6.8 % from 2013 to 2014

Crimes Against Society

- Drug/narcotics, prostitution, weapons, gambling, pornography/obscenity, increases:
 - 2010 to 2011: 26.2%
 - 2011 to 2012: 16.9%
 - 2012 to 2013: 9.8%
 - 2013 to 2014: 23.1%

Impact on law enforcement

North Dakota's oil boom no boon to cops struggling to keep up

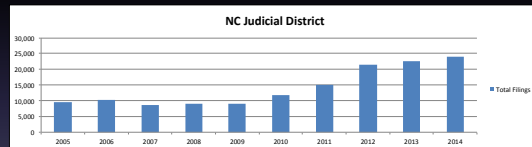
"It's not Mayberry anymore," U.S. Attorney Tim Purdon says of the Wild West mentality taking over the Bakken oil fields. The region is overrun with organized drug operations, sex trafficking and scammers. WATFORD CITY, N.D. — Police chief Art Waigren knew how much the oil boom had changed this once-sleepy town when he spotted something that would have been unheard of not long ago: license plates from Sinaloa, Mexico, home to one of the world's most violent drug cartels.

The hectic pace tends to burn out officers and it's hard to recruit and retain new ones, he adds. Among the reasons: the high cost of living (\$80,000 homes before the boom can now sell for \$200,000), the remoteness of the city and a perception of North Dakota as a barren place.

Other towns say their officers are sometimes in Dickinson, nearly 70 miles southeast, a highly visible four-person team patrols the bars on random Friday and Saturday nights to head off brawls that have become increasingly common. Police reported calls were up nearly 45 percent from 2009 to 2014, when there were more than 27,000.

Here in Watford City, the police force has multiplied from just four, including the chief, in 2010 to 19 sworn officers serving a population that could grow to 15,000 by 2017, a nearly tenfold increase since the last census. Even more dramatic: In 2006, there were just 41 calls for service, according to the university study. Last year, there were 7,414.

Volume of Court filings



North Central Judicial District

Clerk of District Court North Central Judicial District 2005 Through 2014 Comparison of Case Filings												
	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2014/13	Change %
Civil												
Divorce	354	333	337	320	326	413	369	386	380	359	-5.5%	
Child Support	365	326	329	370	460	436	290	329	342	334	-2.3%	
Domestic - other	250	342	388	388	358	337	342	377	376	359	-4.5%	
Small Claims	546	494	499	424	406	403	330	306	456	389	-14.7%	
Probate and Trust	329	309	377	647	712	782	748	732	678	594	-12.4%	
Mental Health	366	221	228	260	231	277	233	246	227	180	-21.9%	
Administrative Appeal	11	15	16	13	39	25	30	31	25	30	45.0%	
Other Civil	1,480	1,383	1,733	1,744	1,411	1,606	1,530	1,463	1,460	1,560	1.0%	
Juvenile	187	201	182	150	170	216	199	176	157	203	29.3%	
Total Civil Cases	3,743	3,623	4,129	4,207	4,297	4,437	4,098	4,045	4,136	4,088	-1.2%	
Criminal												
Felony	464	376	375	333	366	389	462	568	791	1,001	26.5%	
Misdemeanor	2,529	2,649	2,638	2,532	2,598	2,724	3,194	3,187	2,776	2,497	-11.5%	
Infraction	379	235	237	190	133	119	109	112	140	121	-13.6%	
Total Criminal Cases	3,372	3,260	3,250	3,055	3,097	3,232	3,765	3,867	3,706	3,619	-4.7%	
Traffic												
Total Traffic Cases	7,671	6,467	7,352	6,367	5,221	11,386	10,586	12,083	13,281	14,510	9.8%	
Total Filings												
Total Northwest	14,588	14,550	14,711	15,429	16,815	18,053	18,444	20,895	21,879	22,178	1.4%	

Northwest Judicial District

Clerk of District Court Northwest Judicial District 2005 Through 2014 Comparison of Case Filings												
	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2014/13	Change %
Civil												
Divorce	129	98	100	82	102	130	137	121	151	168	4.7%	
Child Support	213	178	248	193	240	298	187	236	305	270	-11.5%	
Domestic - other	160	111	177	200	210	126	225	204	297	170	-41.6%	
Small Claims	155	167	128	111	195	203	173	187	232	247	6.5%	
Probate and Trust	298	318	328	405	484	749	918	1,347	1,557	1,567	0.6%	
Mental Health	72	93	62	65	68	63	79	93	109	132	21.1%	
Administrative Appeal	13	10	0	11	7	21	35	43	31	31	0.0%	
Other Civil	120	164	962	682	586	1,290	1,137	1,160	1,605	1,658	3.8%	
Juvenile	109	108	123	165	157	175	153	169	199	144	-27.6%	
Total Civil Cases	1,859	1,827	2,119	2,214	2,418	2,969	3,080	3,686	4,496	4,627	2.8%	
Criminal												
Felony	218	223	221	254	217	288	454	703	867	1,163	34.1%	
Misdemeanor	1,111	1,708	1,381	1,369	1,114	1,010	2,061	4,050	3,586	3,555	-0.9%	
Infraction	94	127	152	106	98	145	115	133	198	162	-17.2%	
Total Criminal Cases	1,423	2,058	1,754	1,729	1,429	2,343	3,630	4,886	4,791	4,830	0.8%	
Traffic												
Total Traffic Cases	5,981	6,387	4,688	5,318	5,126	6,420	6,391	12,874	13,173	14,181	8.8%	
Total Filings												
Total Northwest	9,463	10,272	8,941	9,181	9,178	11,798	11,981	21,426	22,660	24,638	8.1%	

McKenzie County

Clerk of District Court McKenzie County 2005 Through 2014 Comparison of Case Filings												
	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2014/13	Change %
Civil												
Divorce	22	16	17	8	8	16	14	17	25	23	-8.0%	
Child Support	43	38	40	33	33	30	31	41	46	43	-7.0%	
Domestic - other	17	21	40	23	18	25	28	28	54	84	55.6%	
Small Claims	38	25	16	20	25	28	43	37	43	69	60.5%	
Probate and Trust	85	64	93	113	132	112	282	483	498	584	17.8%	
Mental Health	8	5	1	4	7	11	6	11	23	25	8.7%	
Administrative Appeal	2	1	0	1	0	0	5	15	8	7	-13.3%	
Other Civil	96	111	117	145	143	126	171	200	258	262	1.5%	
Juvenile	10	14	6	18	13	24	22	28	45	27	-38.1%	
Total Civil Cases	351	295	335	365	387	401	602	860	997	1,064	6.8%	
Criminal												
Felony	30	27	29	30	13	17	73	127	215	340	58.1%	
Misdemeanor	299	375	318	351	302	565	911	1,667	1,471	1,098	-15.4%	
Infraction	30	35	40	25	38	83	37	59	102	58	-43.1%	
Total Criminal Cases	359	437	387	406	353	665	1,021	1,853	1,788	1,496	-16.2%	
Traffic												
Total Traffic Cases	1,938	1,984	1,559	2,167	1,730	2,715	3,690	6,486	6,167	6,686	8.4%	
Total Filings												
Total McKenzie County	2,608	2,716	2,281	2,938	2,472	3,911	5,383	9,179	8,951	9,846	10.8%	

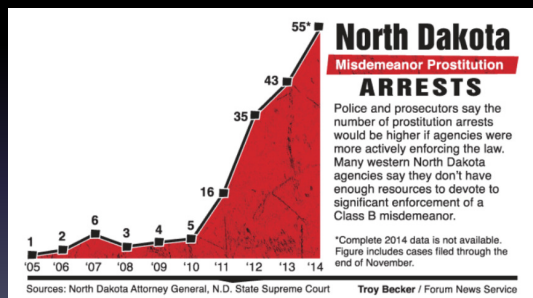
Williams County

Clerk of District Court Williams County 2005 Through 2014 Comparison of Case Filings												
	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2014/13	Change %
Civil												
Divorce	79	78	82	72	81	114	121	98	130	130	0.0%	
Child Support	157	137	196	158	209	248	150	182	234	203	-13.2%	
Domestic - other	147	127	128	168	186	264	188	256	230	274	19.1%	
Small Claims	106	128	102	88	157	165	123	136	181	172	-5.0%	
Probate and Trust	182	200	180	228	264	438	493	674	821	795	-3.2%	
Mental Health	62	47	56	60	58	52	64	75	85	103	21.2%	
Administrative Appeal	10	9	9	10	7	19	30	27	23	22	-4.3%	
Other Civil	180	160	777	781	789	948	905	913	1,212	1,347	11.1%	
Juvenile	94	87	115	143	128	134	125	118	141	107	-24.1%	
Total Civil Cases	1,422	1,399	1,645	1,708	1,889	2,772	2,200	2,479	3,117	3,182	2.1%	
Criminal												
Felony	192	192	180	214	192	215	367	554	617	790	28.0%	
Misdemeanor	648	1,274	994	963	894	1,193	1,858	2,116	1,871	1,461	-21.4%	
Infraction	59	61	105	77	52	59	67	88	228	99	-56.6%	
Total Criminal Cases	1,199	1,551	1,288	1,254	1,138	1,467	2,290	2,758	2,716	2,490	-8.3%	
Traffic												
Total Traffic Cases	3,881	4,238	2,931	3,909	3,082	3,232	4,029	5,398	6,066	6,818	12.4%	
Total Filings												
Total Williams County	6,502	7,186	5,864	5,871	6,089	6,911	8,129	10,633	11,899	12,468	4.8%	

Prostitution-related offenses

- Prostitution:
 - 2010: 0
 - 2011: 15
 - 2012: 30
 - 2013: 33
- Assisting/Promoting
 - 2010: 9
 - 2011: 16
 - 2012: 19
 - 2013: 38

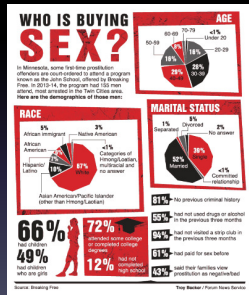
Demand



DEMAND



Demand



BOOM



Turning the corner

Watford City prostitution arrests continue

July 09, 2012 11:17 am

Watford City Police Chief Slade Herfindahl said this is the eighth prostitution arrest so far this year in the community, a growing problem in the oil patch. He said his department is planning a reverse operation in an attempt to arrest prostitution customers.

Watford City arrests men in prostitution case

November 05, 2012 9:56 pm

The Watford City police have arrested nearly a dozen women for prostitution in the past year.

"We've been arresting a lot of prostitutes, but we wanted to get to the other side of the coin. The men are also engaged in a crime," Herfindahl said.

He said people may think the women are "college girls," but, "These aren't that. They have a criminal history and there's drugs."

USAOND

Operation Vigilant Guardian

Fall/Winter 2013-14

Demand

Detectives posed as someone selling a 14-year-old girl on classified websites and arrested interested buyers. One weekend in Williston, police arrested three men; two weeks later, they arrested 11 in Dickinson, a town of roughly 25,000 located about two hours away.

North Dakota Demand

- John's stings taking place in ND
- Statewide
 - Minot
 - Bismarck
 - Grand Forks
 - Dickinson
 - Williston
- Demand is thriving in ND communities
- Operations terminate early –
 - Why?

Morsette Case – summer 2012



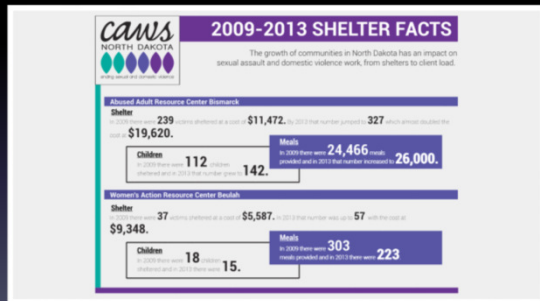
Response

- USAO cites uncovering amount of demand as inciting an office-wide focus on human trafficking
- Brings in Ramsey Co attorney and advocates from MN

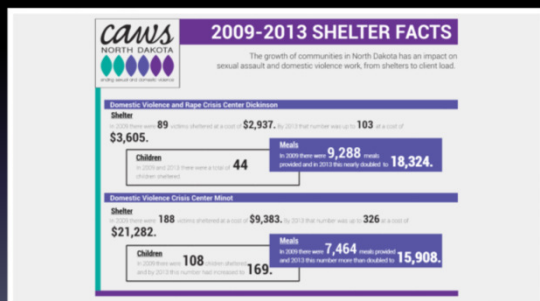
Service providers

- Began reporting to state coalition that they are seeing increasing numbers of commercially exploited women turning up at their programs
- Consistently at or near capacity
- Williston's battered-women shelter reported a 300 percent increase in victims between 2009 and 2011.
- Seeing increased levels of violence, indicative of new drug shipments arriving in town
- Pervasive drug use – predominantly meth and heroin

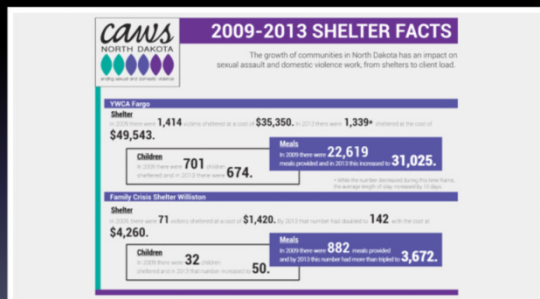
Service Providers



Service Providers



Service Providers



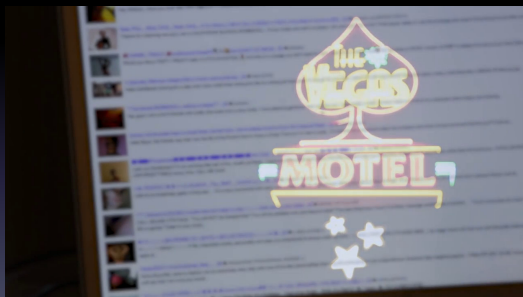
Indicators

- Domestic Violence/Sexual Assault advocates reported:
 - a 16-year-old sold by her mother for drug money,
 - a young woman with "property of" and a man's name tattooed across her chest.
 - Women using the shelters to recruit others to work for their pimps.
- A Sergeant from Minneapolis began monitoring Backpage ads, finding that 70% of the ads had been placed in a different state within the last week

Native populations

- Reports in 2010 and 2011 of a boyfriend or friend telling women and girls, "Let's go to North Dakota over the weekend and make some money."
 - Suzann Koeppinger, former Director, MIWRC
- "Because of poverty and high rates of mobility with Native people, it's not unusual for them to go up to White Earth for a party and then say, 'Let's just buzz over to North Dakota and see a friend of mine,' and then she's gang-raped over there,"
- Since 2010, Indian girls in Minnesota have reported to service providers that family members or friends have tried to talk them into going to North Dakota
- Girls go missing and then show up in the North Dakota child protection system, or are picked up by law enforcement in Williston, Minot

BOOM



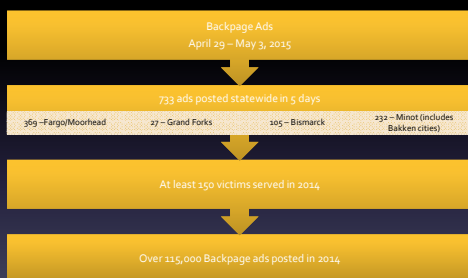
Need for a Coordinated Response

- Scattered response, happening across large, rural area
- Lack of capacity
- Concern identified first within non-profit sector, began laying ground work for coordinated response.

State Coalition formed

- Formed in summer 2014
- FUSE – a Force to End Human Sexual Exploitation – is the statewide anti-trafficking coalition in North Dakota. FUSE is a space for advocates, direct service providers, law enforcement, and allied partners who are seeking to develop and implement a coordinated, comprehensive response to the sex trafficking crisis in North Dakota.

Initial Data



Public Policy work - 2015

- Safe Harbor – decriminalization for minor victims
- Expungement – can file suit to get prostitution convictions removed from record
- Sentencing enhancements –
 - increased penalty for pimping - "A" Misdemeanor to "C" Felony
- Victim ID protection – cannot share beyond criminal case and service providers, limited admissibility of past convictions for prostitution
- Mandated Law Enforcement assistance for international victims
- \$1.25M in funding for services
- Formation of Attorney General's commission
- Offender Program/"John's School"

ND Human Trafficking Task Force

- USDOJ funded task force lead by North Dakota Bureau of Criminal Investigation, the US Attorney's Office for North Dakota, and CAWS – the statewide domestic violence/sexual assault coalition
- Tasked with proactive law enforcement investigations and provision of comprehensive services to victims of labor and sex trafficking
- Direct Services staff

North Dakota Human Trafficking Task Force

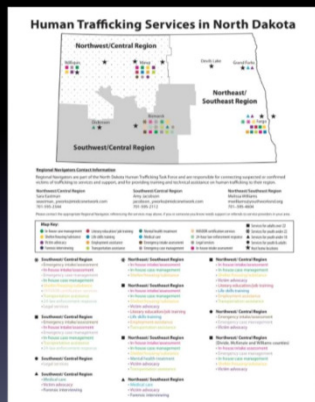
- \$1.5M Federal Funds, \$500K match funds
- 3 year grant period
- Director, 3 "navigators", 1 BCI tech
- Work with local LE affiliates and service providers in ND
- Grant funds to local service providers to provide comprehensive services
- Statewide 24/7 crisis response
- Data collection
- Training/TA

ND Human Trafficking Task Force

- 3 Navigators – Cover entire all of ND
- Are available as a supportive resource if/when trafficking or suspected trafficking victims are identified; will provide supportive case management (some direct case management) and help connect with services
 - Navigator will provide referral and supportive case management services, education and community outreach, and development of, or training and technical assistance for, local multi-disciplinary teams in their region
- Develop and coordinate MDT meetings
 - MDT's meeting in 9 communities
 - Developing 2 additional communities
- Encouraging emergency protocol, case debriefing

State funding

- Distributed \$1.25 M in funds for victim services
 - Grants were made to different NGO's across the state to provide comprehensive services and support advocacy position



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Youthworks Host Home Program

- 2 year demonstration grant – HHS/ACF/FYBS
- Recruitment, licensing, training and support of human trafficking specific host homes across North Dakota
- Provide a stable and supportive environment for youth at high risk of human trafficking
- Placement lengths vary from a few days to several weeks
- Dedicated intensive case management and community organizing around victim centered services

Youthworks host home locations

- Licensed:
 - Stanley
 - Minot
 - Devils Lake
 - West Fargo
 - Moorhead
 - Grand Forks
 - Williston

Lurking in the background... the bust.

- Oil prices began falling
- 2014
 - Decreased from \$100+/barrel to \$45/barrel
- 2015-2016
 - Decreased to less than \$30/barrel
 - Below “break even prices” in most places

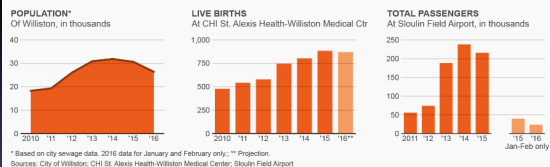
The Bust

- In 2016
 - Williston's Walmart cut hourly pay 15 percent.
 - The Salvation Army, facing slipping donations, reduced gasoline and food assistance by a third.
 - Statewide, oil tax revenue was down nearly 70 percent from 2015.

The Bust

Trickle down

Plunging oil prices have reversed the flow of human traffic into North Dakota's oil patch.



The Bust

- In 2016, 27 active oil rigs
 - Down from approximately 180 in 2014
- Approximately 120 people are laid off each time a rig is idled
- Hotels at less than 30% occupancy

Data during the Bust

- 2016 was the first year with coordinated data collection
- The NDHTTF directly served 79 victims of human trafficking.
 - 75 U.S. Citizens or legal permanent residents, 4 were foreign national victims.
 - 66 sex trafficking cases, 3 labor trafficking, and 9 involving both.
 - 26 victims were minors.
- Clients were trafficked primarily in hotel and private residences, but also in the street, in parking lots, on construction sites, at bars and in bus stations.
- Through the NDHTTF and its partner agencies, the clients were provided with housing, personal items, financial assistance, medical services, mental health services, advocacy and case managements, emotional and moral support, legal services, protection and safety planning and other services.
- Highest volume of cases coming out of eastern ND

Data During the Bust

- The NDHTTF also served clients through technical assistance.
- Technical assistance is provided when the NDHTTF staff are not working directly with a client, but rather are aiding a non-task force agency that is working with a suspected trafficked person.
- Technical assistance was provided to other requesting agencies on 277 occasions in 2016.
- Technical assistance was provided primarily to law enforcement, state or local agencies, and victim service providers, including mental health/substance abuse providers and housing/shelter providers. This resulted in approximately 409 hours of technical assistance provided by the NDHTTF.

Data During the Bust

- In addition to direct services, the NDHTTF, primarily through the Navigators, provided training on human trafficking to over 2,500 professionals across the state.
- Those trained were primarily mental health/substance abuse providers, educators, state and local law enforcement, victim services providers, foster parents and at risk youth.

What do we know today?

- The Boom was a catalyst to respond
- The Bust did NOT resolve the problem
- Integrating into community-based teams is the strongest point of our response
- Labor trafficking cases are being identified
 - Require a different response

What do we know today?

- At-risk cases present unique issues
- Pool of victim services funds provides important support and incentive to collaborate
- Response teams and case review meetings make a huge difference in a case's trajectory
- CAC and SART models
- Integrating survivor leadership is difficult but crucial

What do we know today?

- Partnership with State Officials
- Learn from national experts, spend time examining how to adapt for rural context
- Invest in leadership training if possible
- Core leadership structure

Questions?
