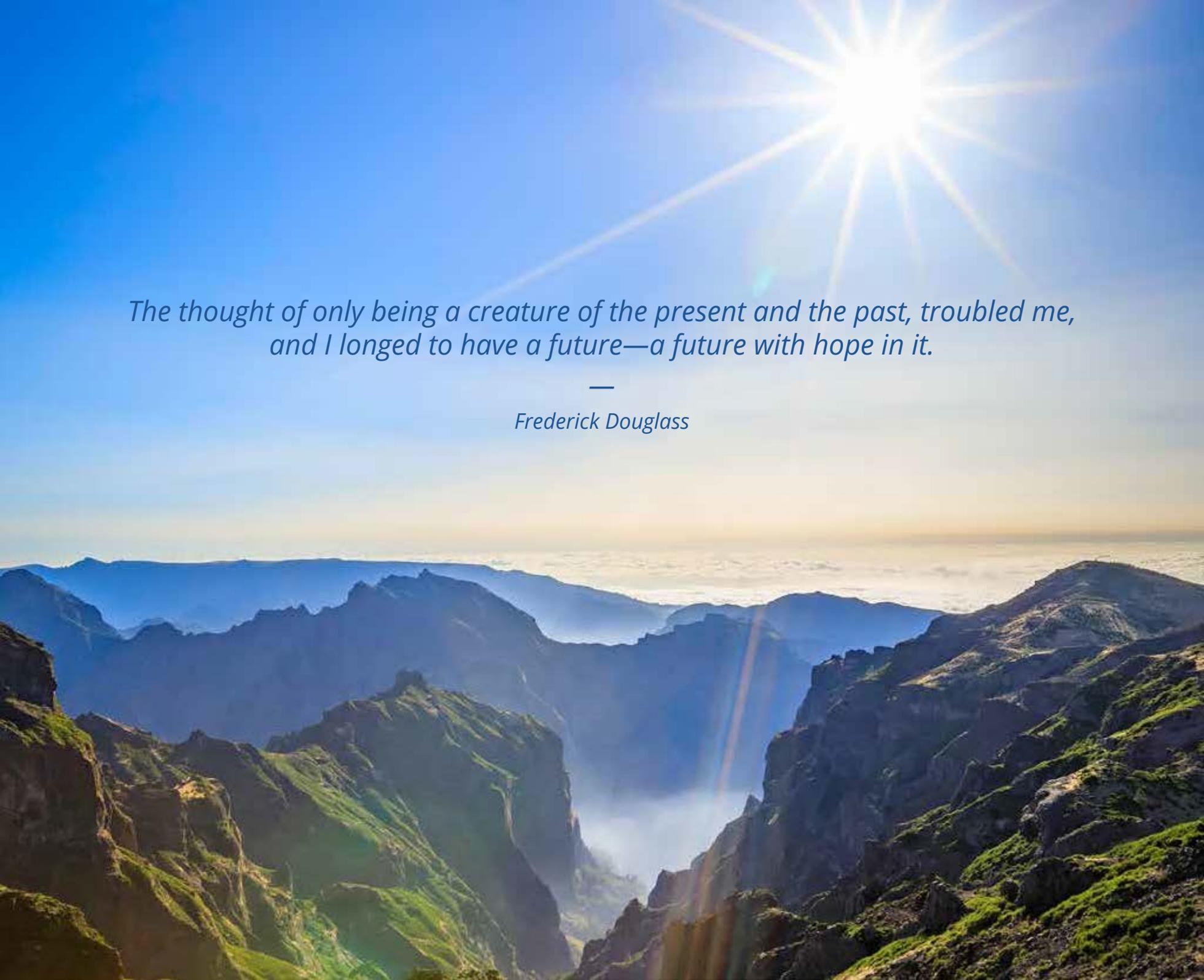




FREEDOM FIRST
CELEBRATING 20 YEARS OF PROGRESS
TO COMBAT HUMAN TRAFFICKING



*The thought of only being a creature of the present and the past, troubled me,
and I longed to have a future—a future with hope in it.*

—
Frederick Douglass



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CELEBRATING 20 YEARS OF PROGRESS
TO COMBAT HUMAN TRAFFICKING



Photo by: Preston Keres.



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MESSAGE FROM THE AMBASSADOR

John Cotton Richmond

Dear Reader,

In the year 2020, the United States commits to intensify our efforts to stop human traffickers, protect victims, and work to prevent this crime. The United States declares 2020 as the year of “Freedom First,” in recognition that human dignity, autonomy, and freedom are essential to the exercise of our rights and liberties, and that delivering on unfulfilled promises of freedom for the millions of people whom traffickers are exploiting must remain one of our first priorities. The year 2020 is noteworthy for the anti-trafficking movement, as it marks the 20th anniversary of the passage of the Trafficking Victims Protection Act (TVPA) of 2000 and the adoption of the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, commonly regarded as the “Palermo Protocol.”

The passage of the TVPA is monumental because it is the first comprehensive federal law to address trafficking in persons. The law provides the United States government with the tools necessary to combat the wide range of tactics by which modern traffickers operate. The TVPA works to combat all forms of trafficking (sex and labor trafficking), and it established the Department of State’s Office to Monitor and Combat Trafficking in Persons (TIP Office).

I am grateful for the framework of freedom within the United Nations that urges all countries, including our own, to accelerate efforts to eradicate the crime of human trafficking. Around the world, there are 175 Parties to the Palermo Protocol and 168 governments have enacted legislation criminalizing all forms of human trafficking and providing services to care for survivors.

I am grateful for all those who led the fight for freedom. This movement was built upon the efforts of early advocates who cut through bureaucracy and stigma to assert the need for action and urgency. This movement is indebted to the Members of Congress and their staff who fought determinedly for this issue, as well as the public servants, civil society leaders, academics, journalists, and many others who helped create the political will for enactment of the TVPA. The movement is especially indebted to courageous survivors who have spoken out over the years, both as

crucial witnesses in early cases that brought traffickers to justice under narrower pre-TVPA statutes, and as tireless advocates at the forefront of the anti-trafficking movement from its earliest days through the present. Passionate, vigorous debates were instrumental as they helped achieve broad consensus behind this legislation.

Since its inception, the TIP Office has been directed by distinguished leaders in this field and staffed by some remarkable champions. I am grateful for the leadership of previous heads of this office: Nancy Ely-Raphel, John R. Miller, Mark P. Lagon, Luis CdeBaca, and Susan Coppedge. They built a firm foundation upon which our work still progresses. We can all be proud of the continuity of leadership over the last 20 years. I would also like to

recognize two distinguished members of the TIP Office, Amy O'Neill Richard and Carla Menares Bury, who were present when our doors first opened and who are vital members of the office to this day.

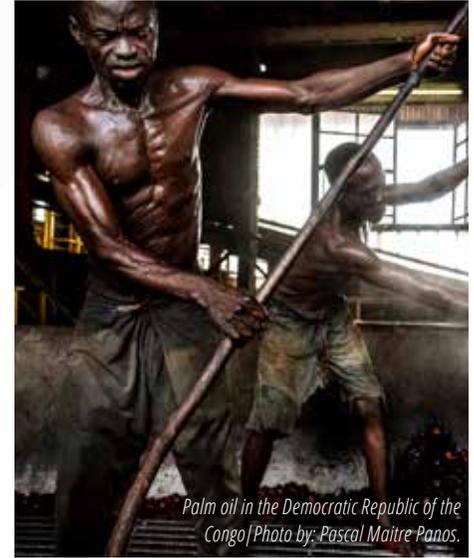


2019 TIP Report rollout with (left to right) Carla Menares Bury; Ambassadors Luis CdeBaca, Susan Coppedge, John Richmond, Nancy Ely-Raphel, Mark Lagon; and Amy O'Neill Richard.

Since the passage of the TVPA, all 50 states have passed additional laws to combat trafficking. The movement has evolved to become more victim-centered and trauma-informed in our approaches, and has gained invaluable input from survivors who provide wise counsel and leadership. In this relatively new century, we have been given the task of delivering on the promise of laws and building on the efforts of those who came before us. While laws are foundationally important for this work, we must also ensure that governments implement those laws. Parchment promises alone are of little benefit to victims around the world. Governments must turn words into deeds and ink into action by investing in effective delivery systems of justice and protection. Indeed, the effective implementation of the TVPA and Palermo Protocol remain the current challenge before us. We must stop trafficking at its source and hold traffickers accountable; we must urge governments to implement their laws by building effective delivery systems of justice and protection; and we must proactively identify and provide needed services to survivors. If we are to accomplish all of these things, we must continue to refine our efforts and focus on impact.

Thank you for your role in this movement as we continue to pursue the pressing need for "Freedom First," knowing that individuals must first be free from traffickers in order to exercise all of their inalienable rights. I am glad we are in this fight for freedom together.

Ambassador-at-Large
Office to Monitor and Combat Trafficking in Persons
U.S. Department of State



INTRODUCTION

Twenty years ago, the United States Congress passed a monumental piece of legislation—the Trafficking Victims Protection Act of 2000 (TVPA)—a bipartisan effort to codify the protection of some of the most vulnerable people in our society, victims of human trafficking, and hold human traffickers accountable for their egregious abuses of individual rights.

The TVPA's decisive condemnation of modern slavery reflects our society's recognition that human trafficking is fundamentally incompatible with the values of a nation that aspires toward ideals of freedom, individual rights, and the rule of law. The passage of the law marked a significant inflection point that sparked two decades of rapid expansion in United States' efforts to eradicate human trafficking and vindicate the rights of victims and survivors.



“

*Human trafficking
destroys precious lives and
threatens our Nation's security,
public health, and the
rule of law.”*

—
*President Donald J. Trump
Presidential Proclamation on National
Slavery and Human Trafficking Prevention
Month, 2019*

This landmark anti-trafficking legislation, which provided a comprehensive combination of victim protections, prevention and detection programs, and expanded criminal prohibitions, did not materialize abruptly in the months preceding its enactment. Rather, it reflected the culmination of extensive international efforts to protect the rights and dignity of vulnerable individuals from myriad forms of exploitation and abuse, and the confluence of these global aspirations with decades of domestic efforts to eradicate the badges and incidents of historic chattel slavery and fulfill the 13th Amendment’s promise of freedom from involuntary servitude.

Congress battled through defining what would constitute human trafficking as stakeholders weighed in and vigorously advocated for provisions that would most effectively address this complex crime. Ultimately, the law was based on the fundamental principle that trafficking in persons is an affront to human dignity and all trafficking victims—whether U.S. citizens or foreign nationals, in the United States or abroad, adults or children, exploited for sex or labor trafficking—need protection. To this day, the achievements of all those who came together to resolve the many complicated strategic, philosophical, practical, and political issues this effort entailed, and of those who rose to the challenge of implementing and enforcing these landmark provisions, provide a testament to our nation’s dedication to freedom.

This retrospective report provides a historical perspective on the context in which the TVPA was crafted, celebrates the major accomplishments of the United States government, and provides a view of the major areas in which the next generation should focus to combat trafficking in persons, both here at home and around the world. It is not wholly comprehensive of all the efforts of the anti-trafficking movement—which are too many to capture here—but highlights notable developments. The report is based on interviews with Members of Congress, drafters of legislation

Since the late 1990s, those that have served our country as Secretary of State have been champions in the fight against human trafficking. Their efforts, determination, and commitment to ending this horrific crime and human rights abuse has helped integrate the issue into American foreign policy. Human trafficking continues to be a true priority for the United States and our country remains a global leader in combating the issue.

Madeleine K. Albright
(1997–2001)

Colin L. Powell
(2001–2005)

Condoleezza Rice
(2005–2009)

Hillary Rodham Clinton
(2009–2013)

John F. Kerry
(2013–2017)

Rex W. Tillerson
(2017–2018)

Michael R. Pompeo
(2018–current)

and negotiators of the “Palermo Protocol;” Congressional conference reports and hearing transcripts; the annual Attorney General’s Report to Congress on U.S. Government Activities to Combat Trafficking in Persons; the annual President’s Interagency Task Force to Monitor and Combat Trafficking in Persons (PITF) reports; the annual Department of State (DOS) Trafficking in Persons Reports (TIP Reports); and the perspectives of dozens of individuals who have been extensively involved in U.S. government anti-trafficking efforts over the span of two decades since the TVPA’s enactment. The collective effort of both government and nongovernmental actors has provided our nation the legislative framework necessary to combat human trafficking in all its forms; has restored the rights, freedom, and dignity of thousands of individual victims and survivors; has systematically dismantled extensive trafficking enterprises and held perpetrators criminally accountable for their trafficking crimes; and has awakened our national conscience to the moral imperative of fighting against the evils of modern slavery, continually bringing an ever-broader coalition of diverse anti-trafficking partners into our fight to end human trafficking.

While this report provides an overview of the vast scope of these expanding anti-trafficking efforts, and celebrates the significant strides we have made as a nation, it also solemnly recognizes that untold millions of human beings are still held in servitude and conditions of modern slavery around the world.

As we reflect on the progress we have made, we are keenly aware that the fight for freedom is not finished, and we are steadfast in our determination to intensify this fight on behalf of those for whom freedom remains elusive.

Courageous victims and survivors inspire us as a nation and guide us as we collectively commit to Freedom First.



Life for vulnerable children in Barrio de Belén, Iquitos in Peru. Photo by: Andrea Balint.

SCENE SETTER PRELUDE TO THE TVPA

1990s

Although a number of conventions and other instruments related to slavery had been adopted by the international community, including the Universal Declaration of Human Rights in December 1948, modern efforts to address what we now call trafficking in persons gained traction in the 1990s. Leaders in civil society and government witnessed and heard about troubling situations in which people were abused and exploited for others' financial gain. Some people had personal encounters with victims of what seemed akin to a modern form of slavery; others sensed a need for legal reform to address labor abuses; and yet others were moved by the stories uncovered and told by academics and the media.

Coincident with the German reunification in 1990 and the dissolution of the Soviet Union in 1991, there were growing concerns over transnational organized crime and heightened vulnerabilities of certain populations. Intelligence analysis suggested that criminal organizations were running trafficking and prostitution operations, capitalizing on poverty, rising unemployment, and disintegration of social networks in the region. There were reports of the transnational movement and exploitation of women throughout Europe.

Other parts of the world were also experiencing chaotic and unstable conditions leading to large numbers of at-risk populations. In Sudan, civil strife led to famine, allowing traffickers to enslave women and children. There were reports of traffickers kidnapping Albanian women from Kosovo refugee camps and forcing them into Turkish brothels.

PROTECTION OF WOMEN

In the United States, interest was growing in how to protect women from various abuses. Congress passed the Violence Against Women Act in 1994. This landmark legislation was the first comprehensive law in the United States to address sexual assault and domestic violence against women. It created federal crimes of interstate domestic violence and

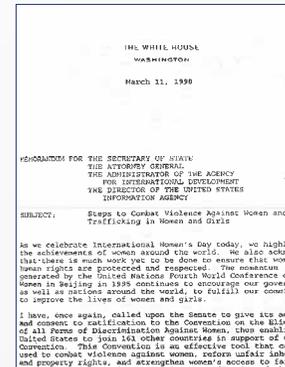
stalking and authorized federal grant programs that supported community coordinated efforts to provide services for victims of domestic violence, dating violence, sexual assault, and stalking and to hold offenders accountable.

The following year, China hosted the United Nations (UN) Fourth World Conference on Women in Beijing. A bipartisan delegation from the United States attended the conference—along with 17,000 participants and 30,000 activists from around the world—to focus on the empowerment of women and gender equality. The delegation negotiated the Platform for Action, signed by 189 UN Member States, which became a global policy framework and roadmap for government implementation. This platform included language “to eliminate trafficking in women and assist victims of violence.” As part of the preparation for the World Conference on Women in 1995, the United States established the President’s Interagency Council on Women (PICW) to implement the outcomes of the UN conference. The Council expanded to include an Interagency Working Group to focus on trafficking of women and girls.

1998 EXECUTIVE ORDER

On International Women’s Day, March 11, 1998, President William J. Clinton issued an Executive Order on *Steps to Combat Violence Against Women and Trafficking in Women and Girls*. It directed the U.S. government to increase its efforts within the United States and in partnership with other countries to match the increased sophistication and scope of worldwide trafficking as a crime and human rights abuse and to improve protections for its victims. The directive centered on a three-part anti-trafficking strategy consisting of prevention, victim assistance and protection, and enforcement.

The President directed his Interagency Council on Women to coordinate the U.S. government response on trafficking in women and girls in consultation with nongovernmental organizations (NGOs). He directed the Attorney General to enhance protections for victims; analyze existing U.S. criminal laws and their current use to determine if legal changes were needed; and review current prosecution efforts against traffickers. He directed the Secretary of State to work with countries around the world to develop anti-trafficking strategies. The Attorney General and Secretary of State were tasked to work together to strengthen assistance to the international community to develop and enact anti-trafficking legislation, provide aid to trafficking victims, and train legal and law enforcement personnel. The Secretary of State and the U.S. Agency for International Development (USAID) Director were to expand public awareness campaigns to warn potential victims of the methods used by traffickers. Finally, the Council was to convene a gathering of governmental, intergovernmental, and nongovernmental representatives from source, transit, and destination countries to elevate awareness and develop strategies to combat trafficking.



DOMESTIC EFFORTS TO ERADICATE BADGES AND INCIDENTS OF SLAVERY AND INVOLUNTARY SERVITUDE

As international outcry against exploitation and abuse of vulnerable individuals worldwide continued to surge, the United States continued to advance its longstanding struggle to eradicate the badges and incidents of historic forms of

slavery, and its ongoing efforts to enforce the 13th Amendment’s guarantees of freedom from involuntary servitude. For decades before the TVPA’s enactment, the Department of Justice (DOJ) Civil Rights Division brought criminal cases against defendants who used prohibited means of coercion to compel victims into servitude and exploit them for farm labor, street peddling, domestic service, or commercial sex, in violation of post-Civil War involuntary servitude statutes.

While these pre-TVPA involuntary servitude prosecutions helped restore the lives of the individual victims involved and hold individual perpetrators accountable, they also highlighted substantial gaps in our nation’s ability to respond decisively to these crimes. As detailed below, these prosecutions demonstrated the difficulty of detecting these hidden crimes, which often involved invisible chains of coercion and victims too fearful to come forward. In the small number of pre-TVPA prosecutions, law enforcement struggled to stabilize and protect victims so they could safely cooperate as witnesses, and prosecutions were limited by the narrower involuntary servitude statutes, which did not criminalize non-violent psychological coercion schemes that were every bit as powerful in holding victims in servitude against their will.

NEED FOR A LEGISLATIVE FIX

These pre-TVPA cases also demonstrated the need for coordination structures to strengthen the extensive collaboration among multiple governmental and nongovernmental partners that consistently proved vital. While many important cases contributed to our increasing awareness of the need for comprehensive anti-trafficking legislation to address these issues, the three cases selected below provide examples that were frequently referenced in the public debate that culminated in the framing of the TVPA.



Detroit Free Press/ZUMA Press.

Kozminski

In 1983, authorities discovered that two men with intellectual disabilities were working against their will on a farm. The owners of the farm, Ike and Margarete Kozminski, and their son John abducted both men and subjected them to 17-hour workdays. The Kozminskis verbally and physically abused the two men and threatened them with institutionalization and periods of starvation if they tried to leave the farm or refused to do work. The Kozminskis were ultimately charged with conspiracy to commit involuntary servitude, which requires the use of force or restraints to commit the offense. After hearing evidence about both violent and non-violent coercion, the court convicted Ike and Margarete of both charges.

The Kozminskis appealed, and a Sixth Circuit Court affirmed the conviction, but an *en banc* court reversed the decision and remanded it on the basis that the District had defined involuntary servitude too broadly to include non-violent coercion in addition to force and restraints. The U.S. government appealed to the Supreme Court which affirmed the *en banc* court’s decision on the basis that the District Court only found psychological coercion was used and that “the Government cannot prove a conspiracy to violate rights secured by the 13th Amendment without proving that the conspiracy involved the use or threatened

use of physical or legal coercion.” Supreme Court Justice Sandra Day O’Connor delivered the opinion of the Court, stating “Absent change by Congress, we hold that . . .the term ‘involuntary servitude’ necessarily means a condition of servitude in which the victim is forced to work for the defendant by use or threat of physical restraint or physical injury, or by the use or threat of coercion through law or the legal process.” Kozminski’s strongly-worded dissent, which elaborated on the intense pressure that non-violent forms of coercion could exert upon vulnerable individuals, would later inform the TVPA’s legislative history as lawmakers debated the need to extend criminal laws to prohibit psychological as well as physical coercion.

Cadena

From January 1996 to November 1997, Abel Cadena-Sosa and his brothers Rafael Alberto, Juan Luis, and Rogerio Cadena-Sosa organized a sex trafficking ring involving the exploitation of women and girls. Several Cadena family members approached girls as young as 14 years old in Mexico and convinced them to come to the United States by promising them legitimate jobs. The Cadena organization smuggled the women into the United States through Texas and, from there, took the women to Florida and forced them to engage in commercial sex. The Cadena organization told the women that they were financially indebted to the Cadena organization for bringing them to the United States and they had no choice but to participate in the scheme to pay off their debts. Members of the Cadena organization threatened their victims with harm to their families and violence to ensure they engaged in prostitution.

The revealing accounts shared by the victims made it clear that they did not believe they had a choice in whether to participate in the scheme; rather they were coerced and threatened to do so. Prior investigations had encountered significant difficulty proving that victims of commercial sexual exploitation had been compelled to participate against their will. Cadena helped illustrate that the victims literally feared for their lives, and that the scheme of intimidation and fear that had been used to control and coerce them could be exposed only by protecting these terrified, reluctant victims so they could safely confide in authorities. In the deliberations that culminated in the TVPA, the Senators focused on ensuring that protection measures would be available for victims in these cases, so that especially fearful, vulnerable victims could come forward and report these otherwise invisible chains holding them in sexual servitude. An entire section of the TVPA (22 U.S.C. § 7105(b)) provides for the assistance and protection of victims.

El Monte

In 1995, when authorities raided a garment factory in El Monte, California, they encountered scores of garment workers from Thailand who were compelled into servitude, working long hours for little or no pay, in highly restrictive, substandard conditions. The factory owners forced these individuals to work 18-hour days in deplorable conditions, censored their mail, and forbade them from contacting the outside world. Moreover, the factory owners used additional forms of coercive tactics including physical, economic, and psychological intimidation to make them work. The victims received below minimum wage and even no pay in many cases.



*Sewing room in El Monte, California
Photo by California Department of
Industrial Relations, 1995.*

This case exposed the restrictive conditions of the workers' servitude and came as a shock to much of the nation, who thought it unfathomable that conditions approximating slavery were still occurring on U.S. soil, over a century after the 13th Amendment had abolished legally sanctioned slavery. The horrendous conditions and extensive abuse that the victims experienced put further momentum behind increasingly urgent demands for "a comprehensive anti-trafficking bill that would provide protection to trafficked persons, strategies for prevention of trafficking and more effective prosecution of traffickers." The legislation enacted as a result of this growing national outcry, the TVPA, established an infrastructure to prevent trafficking, protect victims, and hold traffickers accountable through myriad policies, programs, and structures to coordinate government-wide anti-trafficking efforts. By establishing a comprehensive, whole-of-government anti-trafficking program, the TVPA set out to prevent future cases like El Monte.

These high-profile prosecutions throughout the 1990s demonstrated that egregious forms of modern slavery persisted, hidden in plain sight, in communities across the United States. They also illustrated the necessity of strong, interdisciplinary partnerships among multiple law enforcement agencies and victim assistance NGOs that had proven essential to detecting these trafficking crimes, alerting authorities, and helping enable the victims to come forward. Furthermore, these highly visible prosecutions highlighted the insufficiency of existing criminal statutes to address the full scope of the perpetrators' criminal conduct, which often involved psychological as well as physical coercion.

CIVIL SOCIETY

During the 1990s, as these high-profile servitude prosecutions continued to increase public concerns about such crimes, concerned members of civil society began to form nongovernmental anti-trafficking groups such as the Coalition of Immokalee Workers (1993), International Justice Mission (1997), Shared Hope (1997), and the Coalition to Abolish Slavery and Trafficking (1998). They began to build the grassroots movement to advocate for, provide services for, and support victims and survivors of human trafficking.

In addition, a coalition of human rights activists and evangelical Christians, who had coalesced around the issue of religious freedom, also pressed Congress to address human trafficking. Faith-based groups were exposed to victims of human trafficking, while hearing about or witnessing situations of religious persecution globally, and were horrified by these grave violations. They pushed for what became the International Religious Freedom Act of 1998. On the heels of their success, they leveraged their momentum to advocate for anti-trafficking measures.

The early groups, among many others formed since the 2000s, have remained a driving force in U.S. and global anti-trafficking movements, providing critical services for victims, assisting government agencies in detecting hidden trafficking crimes, and exerting sustained pressure on governmental leaders to continue strengthening victim-centered anti-trafficking strategies.

AWARENESS THROUGH MEDIA AND ACADEMIA

Journalists and academics wrote about the issue of human trafficking, catching the attention of federal government officials and Congressional staffers, who began to ask if what they were reading was true. While there have been many articles and media stories over the years, a few below capture the early warnings about this crime and the human story behind it.

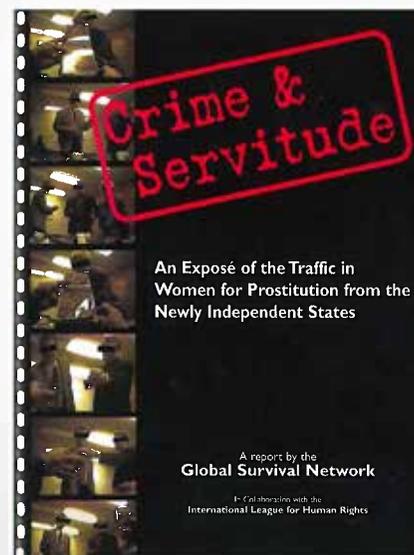
Legacy of Shame

In 1995, Columbia Broadcasting System (CBS) news anchor Dan Rather produced a show called “Legacy of Shame” on the 35th anniversary of a television documentary “Harvest of Shame.” Harvest of Shame originally aired the day after Thanksgiving in 1960 to draw attention to farm workers who did not have health and safety protections, yet were harvesting the food that Americans enjoyed over their Thanksgiving meals. Rather revisited some of the spots that had been previously investigated and found that migrant agricultural workers continued to face many of the same challenges, even though labor laws had been strengthened. He reported that while there were some improvements, conditions were still awful.

Crime & Servitude: An Exposé of the Traffic in Women for Prostitution from the Newly Independent States

In 1997, the Global Survival Network published its findings from a two-year investigation into the trafficking of women from Russia and the Newly Independent States. The study suggested that, at the end of the Cold War, many Russian women and girls went to Germany, Switzerland, Japan, Macau, and the United States. In Germany, there were an estimated 15,000 Russian and Eastern European women working in red light districts. The study found that brothels and sex clubs owned and operated by Germans were often under the control of organized crime groups from Russia, Turkey, and the former Yugoslavia.

Although there were international human rights documents that condemned sex trafficking, international networks that marketed women and children for prostitution were thriving—from the profitability of the business, the declining socioeconomic status of women, and other global economic trends. The report also suggested that governments were inactive and at times complicit. It recommended strengthening international and national laws to treat women and children as victims of trafficking and not allow criminals to operate with impunity. This report was one of the first on this topic.





Maya, a Russian prostitute at the Tropicana club in Tel Aviv. The sign on the door reads, "No Smoking."

Traffickers' New Cargo: Naïve Slavic Women

By MICHAEL SPECTER

RAMLE, Israel — Irina always assumed that her beauty would somehow rescue her from the poverty and hopelessness of village life. A few months ago, after answering a vague ad in a small Ukrainian newspaper, she slipped off a tour boat when it put in at Haifa, hoping to make a bundle dancing naked on the tops of tables.

She was 21, self-assured and glad to be out of Ukraine. Israel offered a new world, and for a week or two everything seemed possible. Then, one morning, she was driven to a brothel, where her boss burned her

CONTRABAND WOMEN

A special report.

passport before her eyes.

"I own you," she recalled his saying. "You are my property and you will work until you earn your way out. Don't try to leave. You have no papers and you don't speak Hebrew. You will be arrested and deported. Then we will get you and bring you back."

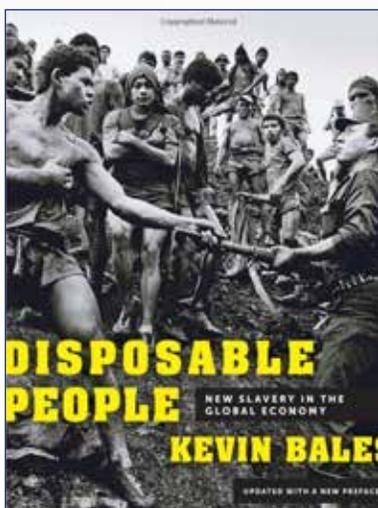
It happens every single day. Not just in Israel, which has deported nearly 1,500 Russian and Ukrainian women like Irina in the past three years. But throughout the world,

where selling naïve and desperate young women into sexual bondage has become one of the fastest-growing criminal enterprises in the robust global economy.

The international bazaar for women is hardly new, of course. Asians have been its basic commodity for decades. But economic hopelessness in the Slavic world has opened what experts call the most lucrative market of all to criminal gangs that have flourished since the fall of Communism: white women with little to sustain them but their dreams. Pimps, law enforcement officials and relief groups all agree that

Continued on Page 6

From the New York Times © [1998] The New York Times Company. All rights reserved. Used under license.



New York Times: Traffickers' New Cargo: Naïve Slavic Women

Many U.S. government leaders were distraught by what they read in a New York Times article from January 1998 about a Ukrainian woman exploited in human trafficking in Israel. This 21-year-old woman responded to an advertisement in her local newspaper with hopes of an escape from poverty and hopelessness. The opportunity to become a dancer in Israel promised to be lucrative. Irina arrived in Israel by boat and the person she thought would be her employer took her to a brothel and burned her treasured passport.

Irina said, "I don't think the man who ruined my life will even be fined. You can call me a fool for coming here. That's my crime. I am stupid. A stupid girl from a little village. But can people really buy and sell women and get away with it? Sometimes I sit here and ask myself if that really happened to me, if it can really happen at all. I'm not the only one, you know. They have ruined us all."

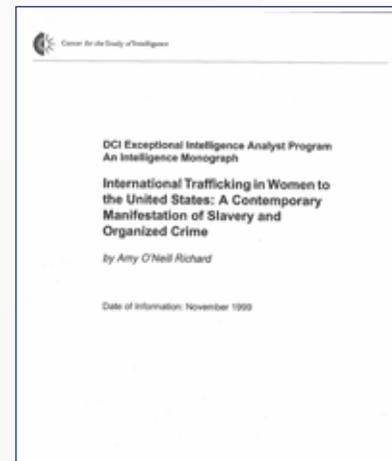
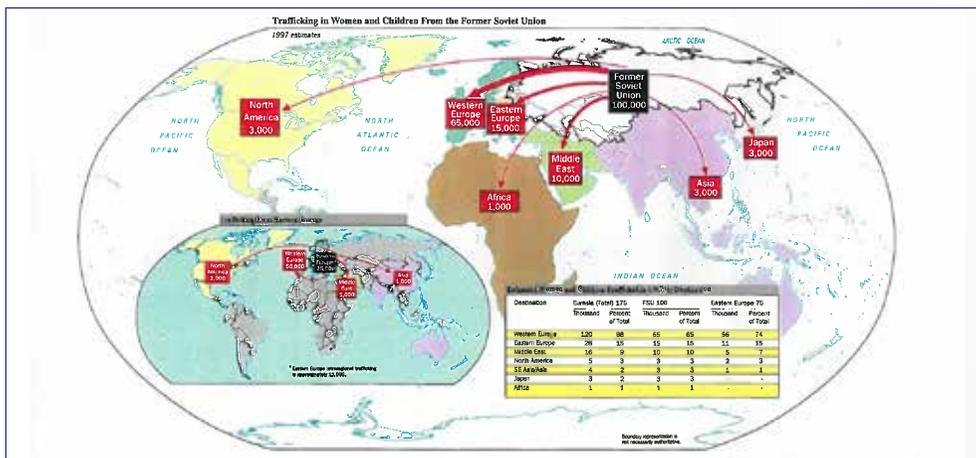
Disposable People

In 1999, Dr. Kevin Bales, who was working at the University of Surrey, published his groundbreaking book, *Disposable People*, in which he offered a global estimate of 27 million people enslaved around the world. Based up on his research in Mauritania, Brazil, Thailand, Pakistan, and India, he argued that a new form of slavery had emerged. Those enslaved in the global economy were regarded as cheap and disposable. He testified before the Senate Foreign Relations Committee that this new form of slavery looked different from chattel slavery, but it was a form of exploitation, nonetheless.

INTELLIGENCE REPORTS

International Trafficking in Women to the United States: A Manifestation of Slavery and Organized Crime

Following the UN Fourth World Conference on Women in Beijing, there was increased global focus on protecting the rights of women and children. At the time, Amy O'Neill Richard was working at the



Amy O'Neill Richard's monograph represented the first major U.S. government intelligence report on trafficking in women.

DOS's Bureau of Intelligence and Research (INR) as a Transnational Organized Crime Intelligence Analyst. She had read U.S. Ambassador to Austria Swanee Hunt's Foreign Affairs article on "Women's Vital Voices" in August 1997, which expressed concerns about women and children in central Europe and the former Soviet Union. She began to explore what the intelligence community was doing on the issue of trafficking in persons. While a lot of intelligence analysis focused on drug trafficking and migrant smuggling, it did not examine the issue of trafficking in persons. O'Neill Richard developed an analysis of trafficking, its elusiveness from detection, its definitions, statistics, trafficking trends, traffickers' modus operandi, links to organized crime, and concerns over the widespread abuse of travel documents and lax law enforcement. She delivered her findings at an event sponsored by the United States and the European Union (EU) on trafficking in persons in Luxembourg in November 1997. The PICW's Interagency Working Group on Trafficking in Women and Girls recognized her work when President Clinton issued an executive memorandum called "Steps to Combat Violence Against Women and Trafficking in Women and Girls" in March 1998.

During a one-year fellowship with the Central Intelligence Agency, O'Neill Richard drafted an intelligence monograph called "International Trafficking in Women to the United States: A Contemporary Manifestation of Slavery and Organized Crime," which was published in November of 1999 and then picked up by the *New York Times*, which ran a story on April 2, 2000, covering the report's findings. The report documented that trafficking in persons was occurring in Eastern and Western Europe, throughout Africa and Asia, and in the United States. It focused heavily on the United States covering traffickers' tactics, the challenges associated with combating trafficking and protecting victims, and recommended areas for improvement. Her report also provided the best estimate available at the time, drawing from other reports: 700,000 to two million women and children were trafficked around the world each year, with 45,000 to 50,000 people trafficked into the United States.

These sobering statistics and her findings further impelled government officials and members of Congress to take action against trafficking in persons.

LEAD UP TO LEGISLATION

EARLY LEGISLATIVE LEADERS AND DIPLOMATIC PROCESSES

There were a number of preceding legislative actions related to human trafficking before the TVPA's passage. For example, Representative Louise Slaughter (D-NY) was a champion against the violence against women and an early advocate for victims of sex trafficking, co-sponsoring the Child Prostitution and Sexual Abuse Prevention Act of 1993 (House Resolution [H.R.] 3497). Though it never got out of committee, she remained engaged on the issue. In February 1995, she introduced H.R. 21 to express concern for Burmese women and girls brought to Thailand for the purpose of commercial sexual exploitation, placing them at risk of being coerced or controlled through the manipulation of debts.

Representative Chris Smith (R-NJ) became involved in the human rights issue while on a trip to the former Soviet Bloc countries to understand the plight of Russian Jews and Christians who had been persecuted for their beliefs. He was a champion of the International Religious Freedom Act, along with his colleague Representative Sam Brownback (R-KS). Mr. Smith noted the societal changes associated with the shift to market economies and saw the commodification of women and children as an issue of great concern. Guided as well by his faith, Mr. Smith was motivated by the idea of preserving human dignity.

Mr. Smith introduced the International Child Labor Elimination Act of 1996 to prohibit products made by child labor from entering into the United States and to withhold foreign assistance to countries that did not prohibit child labor. While this bill did not make it out of committee, it served as introductory legislation that would facilitate the larger conversation about trafficking in women and children. Mr. Smith continued to monitor the role of human trafficking in the context of his global human rights concerns.

Mr. Smith introduced the Freedom from Sexual Trafficking Act in March 1999, which sought to protect and assist victims of sex trafficking while imposing severe and certain punishment on perpetrators. A perpetrator who knowingly operates an enterprise that profits from sex acts involving persons who have been brought across international boundaries would receive punishment commensurate with that given to those who commit forcible rape. It was also

intended to establish an office for the protection of victims of trafficking within the DOS, which would report annually on foreign countries that fail to criminalize and appropriately punish international sex trafficking involving the use of force or fraud and to make other serious and sustained efforts to prevent it from operating within and across their borders. It would then prohibit non-humanitarian U.S. assistance to such foreign countries unless this prohibition is waived by the President. The bill would also provide victim assistance and protection. Finally, the bill would authorize grants for training for law enforcement agencies in foreign countries in the investigation and prosecution of international sex trafficking, as well as for assistance in drafting and implementation of anti-trafficking legislation.

A criticism of this bill came from those who agreed that sex trafficking was egregious, but wanted to expand the scope to include victims of labor trafficking similar to the International Trafficking and Women and Children Victim Protection Act introduced by Congresswoman Slaughter. There were additional concerns about the potential for increased bureaucracy in the form of a new office within the DOS and another Congressionally mandated report.

Mr. Smith led a delegation to the Organization for Security and Co-operation in Europe (OSCE) assembly in St. Petersburg in July 1999 and noted “during the course of that deliberation we were able to get passed a very strong, strongly worded resolution calling on all of the members of the OSCE to take effective action in their own country and to work in a collaborative way with other nations.” He was amazed at some of the bilateral and individual conversations including with the Speaker of the Russian Duma, where there was a sense of disbelief that “it doesn’t happen here” or feelings of indifference about women in prostitution, such as “why should we be worried about them?” For Representative Smith, insensitivity to the exploitation of women meant the United States must lead within the multilateral context and at home. The spirited debate and unanimous passage of the resolution was a good start internationally and the U.S. legislative work on human trafficking began in earnest.

PALERMO PROTOCOL NEGOTIATIONS BEGIN

Meanwhile, driven by growing concerns over trafficking in persons and acknowledging the OSCE resolution, the UN General Assembly established on December 9, 1998, an open ended intergovernmental ad hoc committee through which the United Nations Convention against Transnational Organized Crime was negotiated.

The convention represented a major step forward in the fight against transnational organized crime and signified UN Member States’ recognition of the serious problems it posed and the need for close international cooperation to tackle those problems.

As the working meetings for the Convention advanced, the U.S. negotiators for the Palermo Protocol worked with UN Member States to understand the varying domestic legal frameworks that individual governments were developing to enable law enforcement to respond effectively to the crime of human trafficking. Italy and the Netherlands offered domestic legislation frameworks that provided U.S. representatives with valuable information. Italy’s approach at the time was considered most promising, offering residence permits to trafficking victims contingent upon: a) being identified as a victim; b) risk to the victim’s life; and c) risk of further exploitation.

Over the course of the year, the baseline proposed language from the United States and Argentina became the template for the protocol and negotiations between committed nations. Equally committed and engaged were Italy and the Netherlands, which had invited the United States to meetings to discuss the trafficking and exploitation of children.

The United States led efforts to influence the definitions of the key terms in the treaty including “trafficking,” “smuggling” and “prostitution.” The age of the victim was also taken into consideration, and that there was no universal definition of a ‘minor’ was of concern for an international convention designed to protect the most vulnerable.

DRAFTING THE TVPA

The TVPA was a successful collaboration that brought together a group with widely divergent interests and legislative agendas. Those who were involved worked to advance the creation and development of the legislation, seeking to reduce and ultimately eliminate the bondage of humans around the globe. As Senator Brownback said during the Senate’s consideration of the TVPA, “They are people of heart, courage, and intelligence whose advocacy made a way for this bill – whose dedication pried open the doors and let the light shine into this darkness.”

Several concepts were hotly debated and agonized over: how to balance concerns about border security, immigration, and rule of law with individual rights and protection of vulnerable people, and whether the focus should be on just sex trafficking or also include forced labor. The idea of enslavement and how to frame such a historically sensitive issue that strikes at the moral and ethical values of people and their nations was a delicate matter. The groundswell of national and international attention being paid to sex trafficking implicated ongoing efforts within the United States to address the legacy of historic chattel slavery and deliver on the 13th Amendment’s still-unfulfilled promise of freedom from involuntary servitude for vulnerable individuals compelled into forced labor or sexual servitude. Competing interests were frequently at odds and it was important to find areas of common interest to move the legislative process forward.

DOJ pushed for legislation that would support prosecutorial efforts to bring traffickers to justice by criminalizing non-violent coercion. In its deliberations, Congress cited Kozminski and acknowledged the importance of prohibiting non-violent forms of coercion. In the bill, Congress expanded the definition as: “a) threats of serious harm to or physical restraint against any person; b) any scheme, plan, or pattern intended to cause a person to believe that failure to perform an act would result in serious harm to or physical restraint against any person; or c) the abuse or threatened abuse of the legal process.”

Compelling testimony from victims moved and inspired drafters to drive the legislative effort forward.

In November 1999, Mr. Smith introduced the legislation that would later become the TVPA of 2000. Truly a bi-partisan effort, he had 36 co-sponsors: 18 Democrats and 18 Republicans. The bill included both sex and labor trafficking and included the earlier provisions establishing a new Office to Monitor and Combat Trafficking in Persons (TIP Office) within DOS and mandating issuance of a report on foreign countries’ efforts to prevent and eliminate trafficking.

It also included victim protection provisions affording trafficking victims temporary immigration relief in the form of the T visa, a special non-immigrant status for victims of severe forms of trafficking. As recognized in the TVPA legislative history and findings, traffickers frequently exploited victims' fears of immigration authorities, relying on victims' reluctance to report trafficking crimes to authorities. The legislation's T visa and the Continued Presence provisions afforded victims temporary protections, enabling them to come forward. It eventually passed in the House in May 2000.

On the Senate side, Senators Wellstone and Brownback introduced bills that went to conference, along with Representative Smith's House proposal. Their efforts culminated in the TVPA.

Senator Wellstone raised the issue of human trafficking. Born into a Ukrainian Jewish immigrant family in the Washington area, Senator Wellstone met his wife Sheila as a teenager on a beach in Maryland. The two together were a formidable force, driven by principle and passion.

Sheila strongly advocated for her husband Senator Wellstone to take a leadership role on the issue of human trafficking. She learned about a trafficking case involving Russian and Ukrainian women. These women responded to advertisements to become au pairs, sales clerks, and waitresses, but instead found themselves living and working in a massage parlor run by a Russian-American in Bethesda, Maryland, just a few miles from the halls of Congress. The trafficker entered a plea bargain and his charges were dropped under the condition that he would not operate a business in Montgomery County, Maryland. Meanwhile, the victims, who hadn't been paid a salary, were charged \$150 for housing and were deported or left the United States.

In 1999, Senator Wellstone introduced the International Trafficking of Women and Children Victim Protection Act. This bill called for the creation of an interagency task force to evaluate how governments were responding to trafficking and helping victims. It also included a provision requiring U.S. immigration officials to give special consideration to pursue asylum or seek redress in court for victims. This bill never made it out of committee, but laid some of the groundwork for ensuing legislation, including Senate Bill 2414, the Trafficking Victims Protection Act, which Wellstone introduced in April 2000.

Congressmen Smith and Gejdenson and Senators Brownback and Wellstone collectively gave thanks to:*

- **Colleagues:** Representatives Arney, Bliley, Canady, Conyers, DeLay, Gilman, Gutierrez, Kaptur, McKinney, Slaughter, and Wolf
- **Congressional Staffers:** David Abramowitz, Scott Deutchman, Alethea Gordon, Jill Hickson, Karen Knutson, Mark Lagon, Iden Martyn, Brian McKeon, Charlotte Oldham-Moore, Sharon Payt, Grover Joseph Rees, Lora Ries, Glenn Schmitt, and Peter Yeo
- **Advocates:** William Bennett, Chuck Colson, Gary Haugen of International Justice Mission, Michael Horowitz of the Hudson Institute, Ann Jordan, Laura Lederer of The Protection Project, Jessica Neuwirth, Rabbi David Sapperstein of the Religious Action Center of Reformed Judaism, Gloria Steinem, and Sheila Wellstone; and Equality Now, Family Research Council, National Association of Evangelicals, and The Southern Baptist Convention
- **State Department Officials:** Harold Koh and Frank Loy

**This list includes those mentioned in the House and Senate conference reports for the TVPA of 2000*

Senator Brownback, at first, was a bit skeptical of the assertions he was hearing about human trafficking. But, one of his staff members, Sharon Payt, had traveled to South Sudan and learned about the slave trade. Her work with organizations like Christian Solidarity International and commitment to the plight of those being trafficked resonated with Brownback.

It was a visit to Nepal that galvanized Mr. Brownback's personal commitment. During his trip, he visited a shelter where he met Nepalese girls who were 17 or 18 years old who had been exploited in India. They were the very ages of his own daughters. He learned that these girls were sent back to Nepal to die of illness—tuberculosis and/or HIV/AIDS. This deep connection and concern, along with inspiration from William Wilberforce and Amy Carmichael, both English abolitionists, made Mr. Brownback a quick ally to Mr. Wellstone in the fight to develop legislation that could support change and work to end modern day slavery. In April 2000, Senator Brownback introduced the International Trafficking Act, Senate Bill 2449.

Senator Daniel Akaka (D-HI) also advocated for the inclusion of individuals who were victims in American territories, a provision that was rarely included in legislation, but made it through committee and into the law. At the time, this issue appeared to be an "outlier," but later proved to be quite prescient.

Senators Wellstone and Brownback entered the debate on the Senate floor with differing definitions of trafficking and means of addressing it. Mr. Brownback was compelled by the issue of sex trafficking, while Mr. Wellstone pushed on labor trafficking as well. Mr. Brownback also had a more stringent view of sanctions than Mr. Wellstone.

Though the two had ideological differences, they managed to garner the support of both Gloria Steinem, representing feminists, and Chuck Colson, representing the faith community, which allowed them to bring other members of Congress to the table. The bill passed in the Senate by unanimous consent in July 2000.

Congressional staffers played a critical role in drafting a comprehensive TVPA. Liaising with negotiators of the Palermo Protocol, House Foreign Affairs Committee staff became convinced of the need to provide victims with an assurance that they would not be prosecuted or deported when testifying against their traffickers and prevent traffickers from exploiting their victims' fears of law enforcement and immigration authorities in order to silence their victims and conceal their crimes.

With the Palermo Protocol slated for signing in December 2000, the House International Relations Committee, along with other relevant committees such as the House and Senate Judiciary Committees, worked tirelessly to develop appropriate domestic legislation that conformed with the principles set forth in the Protocol. Representative Sam Gejdenson (D-CT), a ranking member for the House Committee on International Relations, prioritized staff time to work on drafting the legislation.

In mid-September 2000, the House voted to have eight conferees meet with six senators. The key differences that remained were on how many T non-immigrant visas to allow and how to apply sanctions. The Senate and the House had different views on how many visas should be allowed, with the Senate preferring to allow as many victims as

needed them and the House wanting to set an annual cap of 5,000 victims. With respect to the T visas, there were some concerns that the new visa would inadvertently become a magnet for those trying to come into the country.

Congressional staffers helped to identify common ground and worked from an approach of mutual respect and consideration; the two teams worked through a range of ideological differences and constituent concerns. Working closely to represent the divergent views of the parties at the table while honoring the international convention was a challenge—one met with strong commitment to the cause and an eye toward supporting victims to become survivors.

In his opening remarks at the conference, on October 11, 2000, Senator Brownback shared the story of Irina, the Ukrainian victim whose sex trafficking to Israel was reported in the *New York Times*. He had found her story compelling and similar to the stories of other women he had met who were victims of sex trafficking. He cited statistics from O’Neill Richard’s intelligence monograph that up to 2 million women were trafficked each year for commercial sexual exploitation by organized crime, motivated by money. And, he showed a map, based on Laura Lederer’s work with The Protection Project, showing women who had been trafficked out of Russia and Ukraine, suggesting that after the fall of the Soviet Union, women were being sent to the United States, Canada, and Mexico, as well as other parts of Europe, Africa, and Asia.

Senator Wellstone also cited O’Neill Richard’s work and talked about the 50,000 people brought into the United States to work in brothels or sweatshops. He mentioned the El Monte sweatshop case in California as well as the Cadena case of teenage Mexican girls working in brothels in Florida and the Carolinas and discussed the importance of imposing significant penalties upon perpetrators.

Their work, along with that of Mr. Smith and Mr. Gejdenson in the House, paved the way for the TVPA to be signed into law on October 28, 2000.

In reflection, legislation that touches so many vulnerable groups and individuals was achieved through careful negotiations between elected officials, civil servants, faith-based groups, women’s rights advocates, human rights advocates, Congressional aides, judicial experts, and NGOs.

“

They are people of heart, courage, and intelligence whose advocacy made a way for this bill—whose dedication pried open the doors and let the light shine into this darkness.”

—
Former Senator Brownback

ARTICLE 3. FOR THE PURPOSE OF THIS PROTOCOL:

- a) "Trafficking in persons" shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs;
- b) The consent of a victim of trafficking in persons to the intended exploitation set forth in subparagraph (a) of this article shall be irrelevant where any of the means set forth in subparagraph (a) have been used;
- c) The recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered "trafficking in persons" even if this does not involve any of the means set forth in subparagraph (a) of this article;
- d) "Child" shall mean any person under eighteen years of age.

THE CONVENTION AND ITS SUPPLEMENTARY PROTOCOLS ARE FINALIZED

Ultimately finalized on November 15, 2000, in Palermo, Italy, the United Nations Convention against Transnational Organized Crime was supplemented by three protocols, each targeting a specific area of organized crime:

1. To Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children
2. Against the Smuggling of Migrants by Land, Sea and Air; and
3. Against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition.

The Palermo Protocol provided the first internationally-agreed definition of "trafficking in persons." It included six types of non-violent coercion in addition to the traditional force and restraints construction, and covered all forms of trafficking (including for sex and labor). It ushered in a victim-centered approach and provided the 3P paradigm of prosecution, protection and prevention.

From an international legal perspective, this protocol represented the first serious effort by the global community to create an internationally recognized set of standards relating to human trafficking as part of the broader framework for combating transnational organized crime. The Convention against Transnational Organized Crime and its supplementary protocols are widely viewed as instruments of international cooperation and of considerable value in the global fight against human trafficking in that they effectively eliminate "safe havens" for organized criminal activity.

The development of the protocol language was unusually fast by multilateral standards, and its speed speaks to the value that the original signatories placed on the protocol. With 40 original signatories to the Protocol, the language was refined, definitions agreed to, and ratified in just 13 months' time.

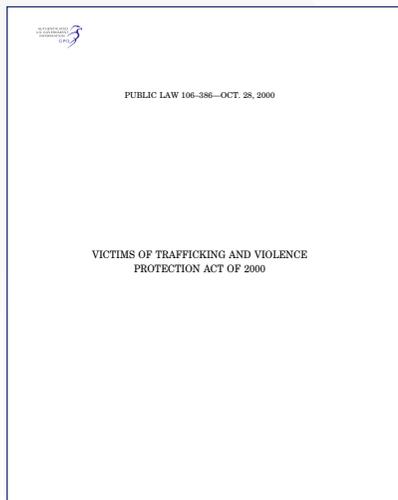
The U.S. negotiators involved in the UN negotiations on the Palermo Protocol offered this description of the process of establishing consensus-based definitions: "It was difficult....It was the best that we could have gotten given the atmosphere. Even then one country wanted to change something after nearly two years of discussion on the definition. In a beautiful speech by the Pakistani ambassador he said, 'Sir, if you even change a comma, we are back at square one. Would you please lower your flag?' Which he did. And the gavel came down from the secretary, 'Close the discussion.' And simultaneously there was cheering."



Village in Thailand.
Photo by: Andrea Balint.

LEGISLATION

TVPA AND SUBSEQUENT REAUTHORIZATIONS SUMMARY OF OUTCOMES



TVPA of 2000:

- Authorizes the Secretary of State to establish the Office to Monitor and Combat Trafficking in Persons (TIP Office) within the DOS;
- Establishes the minimum standards for the elimination of trafficking applicable to the government of a country of origin, transit, or destination;
- Authorizes the establishment of the President's Interagency Task Force to Monitor and Combat Trafficking in Persons (PITF) to coordinate the U.S. government's anti-trafficking efforts;
- Creates the T nonimmigrant status, commonly referred to as T visa, a temporary immigration benefit available to victims of a severe form of human trafficking if they have assisted law enforcement in an investigation or prosecution of human trafficking and meet other requirements;
- Requires the Secretary of State to produce the annual Trafficking in Persons Report (TIP Report) to address the status of severe forms of trafficking in persons in other countries and rank them on the extent to which they comply with the minimum standards for the elimination of trafficking;
- Requires that convicted traffickers provide full restitution to their victims, including asset forfeiture;
- Declares that it is not the policy of the United States to provide nonhumanitarian or nontrade-related foreign assistance to any government that does not comply with the minimum standards for the elimination of trafficking and that is not making significant efforts to do so;
- Amends the Foreign Assistance Act to authorize the President to provide assistance to foreign countries directly or through nongovernmental, intergovernmental, and multilateral organizations for program and activities designed to meet the minimum standards for the elimination of trafficking;

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- Authorizes appropriations for the PITF, the Department of Health and Human Services (HHS), DOS, DOJ, and the Department of Labor (DOL) to address trafficking in persons.

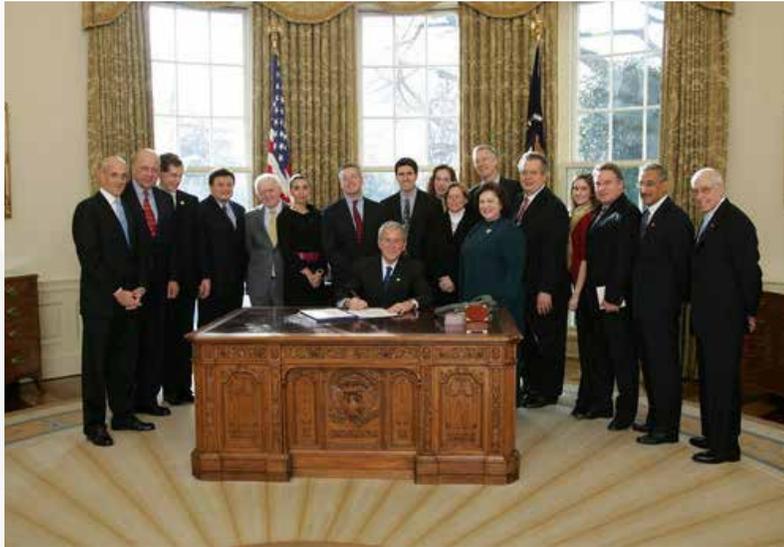
Trafficking Victims Protection Reauthorization Act (TVPRA) of 2003:

- Upgrades the Director of DOS's TIP Office to the rank of Ambassador-at-Large, appointed by the President;
- Establishes within the executive branch a Senior Policy Operating Group (SPOG) to coordinate activities of federal departments and agencies involving the international trafficking in persons;
- Extends to certain eligible nonimmigrant alien family members the same benefits and services available to a trafficking victim;
- Requires the Attorney General to report annually on the federal agencies implementing the TVPA, including statistics on the number of persons who received benefits; the number of persons who applied, were granted, or were denied a T visa; the number of persons charged or convicted of trafficking related criminal offenses; the amount, recipient, and purpose of each grant issued; and activities undertaken by the SPOG;
- Directs the President to: 1) ensure that materials are developed and disseminated to alert travelers that sex tourism is illegal, will be prosecuted, and presents dangers to those involved; 2) monitor compliance with these requirements; 3) report to Congress on the feasibility of such U.S. government materials being disseminated through public-private partnerships to individuals traveling to foreign destinations;
- Creates a new civil action that allows trafficked victims to sue traffickers in federal district court;
- Creates the Tier 2 Watch List, composed of countries that deserve enhanced scrutiny on their efforts to address trafficking in persons.

TVPRA of 2005

- Directs the USAID, DOS, and the Department of Defense (DoD) to incorporate anti-trafficking and protection measures for vulnerable populations, particularly women and children, into their post-conflict and humanitarian emergency assistance and program activities;
- Directs the Secretary of Labor, through the International Labor Affairs Bureau (ILAB), to carry out additional activities to monitor and combat forced labor and child labor in foreign countries by developing a public list of goods believed to be produced by forced labor or child labor in violation of international standards and ensuring that such products are not imported into the United States;
- Authorizes grant programs to assist state and local law enforcement to combat trafficking and expanded victim assistance;
- Establishes a pilot program for providing comprehensive services and rehabilitation facilities for minors who are survivors of human trafficking;
- Authorizes extraterritorial jurisdiction over trafficking offenses committed overseas by persons employed by or accompanying the federal government.

President George W. Bush signs H.R. 7311, the William Wilberforce Trafficking Victims Protection Reauthorization Act, Tuesday, Dec. 23, 2008, in the Oval Office of the White House. Named for English abolitionist William Wilberforce, who led the Parliamentary movement against the British slave trade in the early 19th century, this bill authorizes appropriations for fiscal years 2008 through 2011 for the Trafficking Victims Protection Act of 2000, enhancing measures to combat trafficking in persons. White House photo by: Joyce N. Boghosian.



William Wilberforce TVPRA of 2008:

- Requires a country on the special watch list for two consecutive years to be on the list of countries not fully in compliance with standards to eliminate trafficking, notwithstanding the authorization of the President to provide a waiver for up to two years to a country that has a written plan and is devoting significant resources to the plan's implementation;
- Amends the eligibility criteria for T visas to: 1) include victims who are physically present in the United States on account of having been allowed entry to participate in trafficking-related investigative or judicial processes; 2) establish an exception to the requirement that the victim assist law enforcement in

the investigation or prosecution if unable to cooperate with a request because of physical or psychological trauma; and 3) include parents and unmarried siblings under the age of 18 who face a present danger of retaliation as a result of the victim's escape from trafficking or cooperation with law enforcement as eligible for derivative T visas;

- Extends T nonimmigrant status during the pendency of an application for adjustment of status to lawful permanent residence;
- Authorizes the Department of Homeland Security (DHS) to extend the period of T nonimmigrant status due to exceptional circumstances and waive the disqualification for lack of good moral character for T visa holders applying for adjustment of status to lawful permanent residence if the disqualification is caused by or incident to the trafficking;
- Authorizes the same penalty for conspiracy as the underlying offence with respect to trafficking in persons, peonage, enticement into slavery or involuntary servitude
- Authorizes the same penalty for benefitting financially from peonage, slavery, or trafficking in persons as for the underlying offense;
- Establishes criminal penalties for foreign labor contracting fraud;
- Provides U.S. courts with extraterritorial jurisdiction in certain trafficking, slavery, and peonage offenses if: 1) the alleged offender of the victim is a U.S. national or lawful permanent resident; or 2) the alleged offender, irrespective of nationality, is present in the United States;
- Requires that all unaccompanied alien children be screened as potential victims of human trafficking.

TVPRA of 2013:

- Authorizes the Child Protection Compacts to build sustainable and effective systems of justice, prevention, and

- protection for child trafficking;
- Amends the Foreign Assistance Act to require the annual Department of State Country Reports on Human Rights Practices to include reporting on child marriage;
- Prohibits the provision of peacekeeping operation funds to countries that use child soldiers;
- Creates a grant-making program intended to respond to humanitarian emergencies that increase the risk of human trafficking;
- Penalizes the confiscation, destruction, removal, or concealment of immigration documents.

TVPRAs of 2017 and 2018:

- Authorizes HHS to award grants to local educational agencies to educate school staff on how to recognize and respond to signs of labor and sex trafficking, and to educate students on how to avoid becoming trafficking victims;
- Prohibits federal agencies' grantees or contractors from charging employees for placement or recruitment fees;
- Requires DOS to explain the reason for any country that received a different rank from the previous year, including any concrete actions that the country took or failed to take to address human trafficking concerns;
- Requires DOS to prepare an action plan for each country upgraded to Tier 2 on the report's watch list and how such a country can further improve;
- Requires the Department of Treasury (Treasury) to instruct its U.S. Executive Directors in each multilateral development bank to initiate discussions to further promote anti-trafficking policies, including development strategies that reduce trafficking in persons;
- Establishes a point of contact in each U.S. embassy to receive information from or regarding victims of trafficking while present in the United States;
- Directs the Secretary of State to designate as Tier 3 countries those with a government policy or pattern of trafficking;
- Requires law enforcement to receive victim screen training to avoid arresting, charging, or prosecuting a victim for offences related to their victimization;
- Encourages countries to maintain and share data on human trafficking efforts;
- Requires DOS to suspend issuing visas for domestic workers hired by individuals affiliated with an international organization or foreign diplomatic mission, if there is an unpaid judgment related to human trafficking against a person affiliated with that mission.



President Donald J. Trump, prior to reauthorizing the TVPA legislation Wednesday, January 9, 2019, in the Oval Office. Official White House Photo by: Shealah Craighead.



*From left to right: Carla Menares-Bury, Chanel Turner, Under Secretary Paula Dobriansky, Ambassador Nancy Ely-Raphel, Sally Neumann, Dr. Laura Lederer, Amy O'Neill Richard, and Theresa Loar.
Photo by: Christina Arnold.*

Under Secretary Dobriansky played a leadership role in the establishment and oversight of the TIP Office and the development and finalization of the landmark National Security Presidential Directive - 22 on Combating Trafficking in Persons.

NOTABLE DEVELOPMENTS IMPLEMENTATION OF THE TVPA

CREATION OF THE TRAFFICKING IN PERSONS OFFICE

The TVPA authorized the Secretary of State to establish the Office to Monitor and Combat Trafficking in Persons within the Department of State. In its first year, the TIP Office, with a small staff, had to hit the ground running to identify and fund international programs, convene the first PITF meeting and prepare the annual TIP Report. It was truly a whole-of-office effort with additional help from borrowed staff from other offices and U.S. government agencies to accomplish all of these responsibilities.

The office was established on October 15, 2001 with seven people and the expectation that it would grow to 14 staff, led by Ambassador Nancy Ely-Raphel who served as a Senior Advisor to the Secretary on trafficking issues. She had previously served as a U.S. Ambassador to Slovenia.

- Dr. Laura Lederer served as a Deputy Senior Advisor, having directed The Protection Project where she documented the problem of trafficking in 194 countries and published the first NGO Human Rights Report on Trafficking;

The Office to Monitor and Combat Trafficking in Persons catalyzes global efforts to end human trafficking.

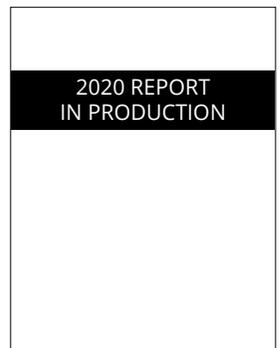
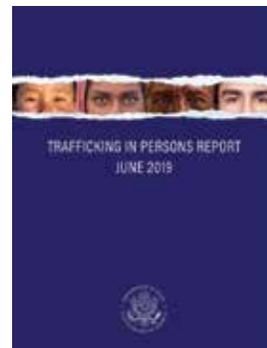
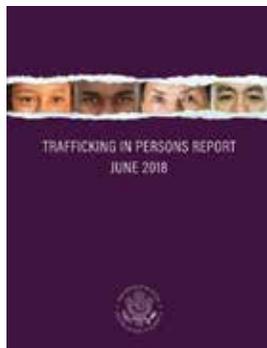
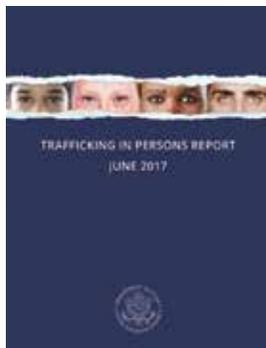
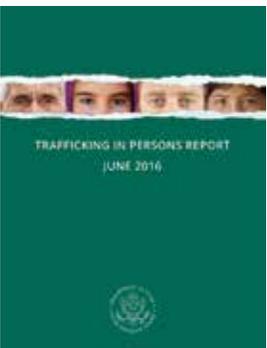
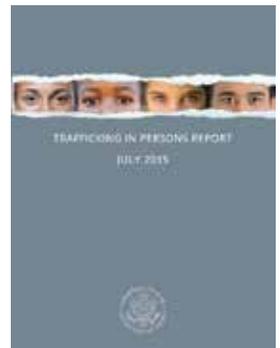
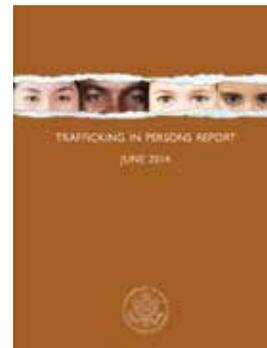
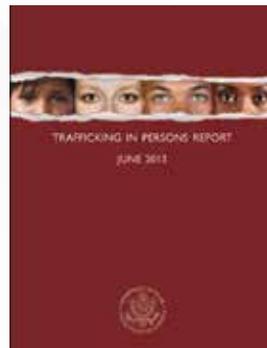
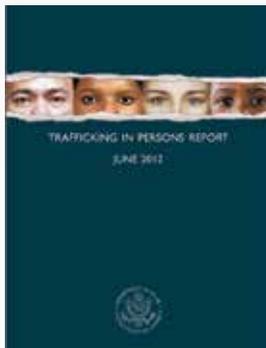
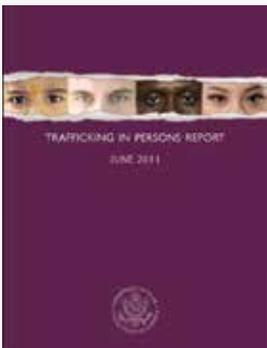
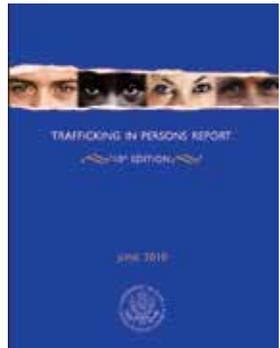
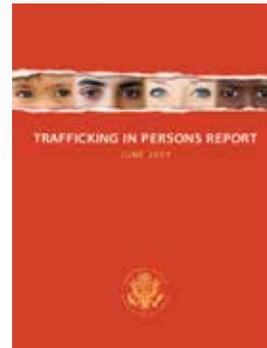
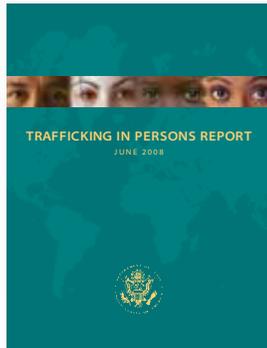
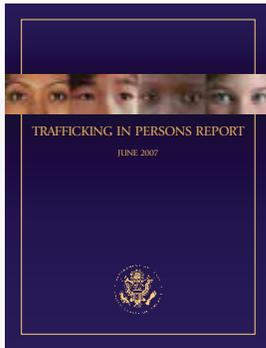
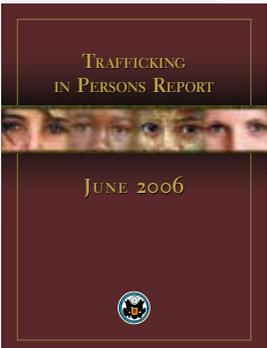
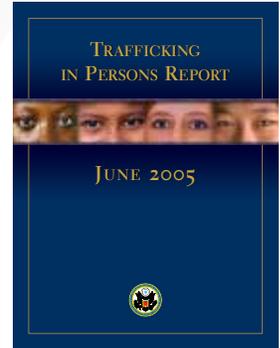
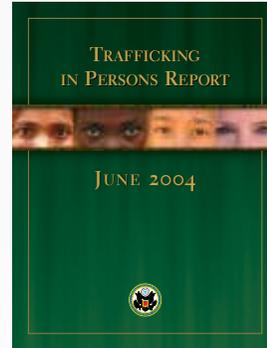
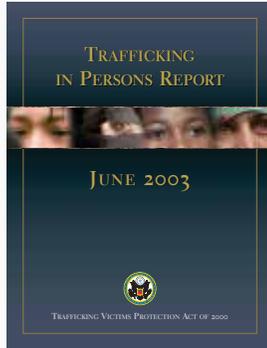
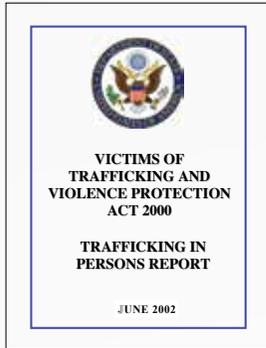
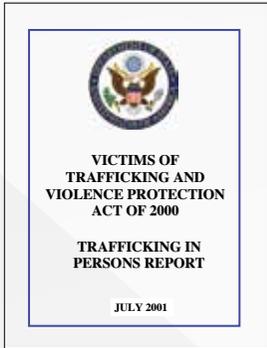
Our Mission

The Office leads the Department's global efforts to combat modern slavery through the prosecution of traffickers, the protection of victims, and the prevention of human trafficking by: objectively analyzing government efforts and identifying global trends, engaging in and supporting strategic bilateral and multilateral diplomacy, targeting foreign assistance to build sustainable capacity of governments and civil society, advancing the coordination of federal anti-trafficking policies across agencies, managing and leveraging operational resources to achieve strategic priorities, and engaging and partnering with civil society, the private sector, and the public to advance the fight against human trafficking.

- Sharon Payt, Senior Coordinator for Public Outreach and Diplomacy. She had served as a senior staffer for Senator Brownback and helped draft the TVPA;
- Amy O'Neill Richard, Senior Coordinator of Reports, author of the groundbreaking report "International Trafficking of Women to the United States: A Contemporary Manifestation of Slavery and Organized Crime," and a senior intelligence analyst from DOS's Bureau of Intelligence and Research (INR);
- Carla Menares Bury, Senior Coordinator of Programs, came from DOS's Bureau of International Narcotics and Law Enforcement Affairs (INL) where she oversaw numerous anti-trafficking and domestic violence programs and initiatives abroad;
- Sally Neumann, Program Officer, who also came to support anti-trafficking programs from INL, where she was responsible for several anti-trafficking and domestic violence programs overseas; and
- Chanel Turner, the Office Manager, joined to help set up the new office.

DOS INL, which played a role in negotiating the Palermo Protocol and had led some prior programs on trafficking of women and children, was tasked with setting up the new office. Carla Bury was assigned from DOS INL to the new office, which opened in a non-descript space with empty offices, mismatched chairs and tables, and computers and phones that were barely functional. The space previously served as the transition space for the incoming George W. Bush Administration. Just days after moving in, then Deputy Secretary Richard Armitage along with Under Secretary for Democracy and Global Affairs Paula Dobriansky cut the ribbon for the new office space on November 15, 2001.

Today, the TIP Office has grown to nearly 80 staff, still dedicated to producing the annual TIP Report and pressing for government action, targeting foreign assistance to build the capacity of governments and civil society, advancing the coordination of federal anti-trafficking policies and programs, and partnering with civil society, the private sector, and the public to advance the fight against human trafficking.



Trafficking in Persons Report

Before the office was established, staff from DOS INL, the Bureau for Democracy, Human Rights, and Labor (DRL), and the Legal Adviser's Office, in consultation with the PICW, developed the preliminary process and timeline for compiling the first annual TIP Report, which remains largely in place today. DOS INL staff sent out the first cable, with the new reporting requirements mandated by the TVPA, to all U.S. embassies and consulates. The new legislation established minimum standards for the elimination of trafficking applicable to origin, transit, or destination country governments and required the Secretary of State to produce the annual TIP Report to assess progress of governments in addressing human trafficking.

The first step to determining which countries would be included in the report involved assessing whether they had a significant number of trafficking victims. Although the legislation did not define a "significant number" of victims of severe forms of trafficking, the report drafters determined, based on responses from posts, that the number would be 100 or more victims. Posts also had to report on whether a country was an origin, transit, or destination for victims. Countries were then ranked into three categories, based on their efforts to eliminate trafficking in persons: 1) countries whose governments fully comply with the minimum standards; 2) countries whose governments do not yet fully comply with the minimum standards but are making significant efforts to bring themselves into compliance; and 3) countries whose governments do not comply and are not making significant efforts to bring themselves into compliance.

The first report represented information gathered from all the U.S. embassies and consulates, as well as from NGOs and press reports. It assessed the efforts of 82 countries that DOS found to have a significant number of victims of human trafficking and determined whether such countries meet the minimum standards specified in the law. The law simply required a list, but the report drafters believed it was important to include a brief narrative to explain a country's ranking.

To this day, the TIP Office sends a cable—similar to the first one sent out on February 8, 2001—to all U.S. embassies and consulates to solicit information for the TIP Report, and the Department of State ranks and provides a narrative on countries.

Through the years, the TIP Report has evolved. Under the leadership of then-Ambassador John R. Miller, the second person to lead the office, the TIP Report was redesigned to draw readers in, including photos, graphs, and victim quotes. It is more comprehensive with greater in-depth analysis based on travels to the field and close engagement with embassies, as well as information from civil society and other anti-trafficking organizations.

The TIP Report quickly grew to become both a diagnostic and diplomatic tool. It allowed the U.S. government to engage bilaterally on the issue of trafficking and posts reported a higher level of interest, a heightened level of awareness, and specific actions taken following the release of the first report.

Today, the TIP Report is the most comprehensive resource of governmental anti-trafficking efforts and reflects the U.S. government's commitment to global leadership on this key human rights and law enforcement issue. Since 2001, the

number of countries included and ranked in the TIP Report has more than doubled—in part because now countries with as few as two or more victims (rather than a “significant number”) are assessed—to include 187 countries and territories. In 2010, though not yet statutorily mandated, the TIP Report also began assessing and ranking the United States’ anti-trafficking efforts, using the same minimum standards. Globally, the TIP Report has prompted legislation, national action plans, and implementation of anti-trafficking policies and programs across the 3Ps of prosecution, protection, and prevention.

U.S. officials meet regularly with foreign government officials to discuss ways to combat trafficking in persons and encourage measurable progress through national action plans and recommendations in the TIP Report. These recommendations are country-specific and prescribe a range of activities, such as enacting or amending anti-trafficking legislation, increasing law enforcement efforts, implementing victim-centered protection policies and services, and undertaking relevant prevention activities.

Over the past 20 years, the TIP Report has been cited as a “gold standard” resource for many—as a forward-looking policy document that guides U.S. policies and programs, a constructive roadmap for how governments can improve their efforts, a source of information to help civil society and international organizations prioritize their advocacy and resources, and a tool to inform individuals around the world about this crime and how we can collectively combat human trafficking.



Be Smart, Be Safe was the State Department’s first brochure to inform visa applicants about human trafficking, how to protect themselves and where to go for help.

Foreign Assistance

In its first year, the TIP Office managed about \$9.1 million to program for anti-trafficking efforts all over the world. The Office sought proposals from U.S. embassies and consulates, U.S. organizations and agencies working overseas, and international organizations.

Most of the early proposals the office received came to it directly from the embassies rather than from the applying organizations, and the proposals varied greatly—both in length and in detail. The initial \$9.1 million in funding supported projects in 23 countries. The implementing partners that first year included some of the organizations the office continues to work closely with today including IOM, the United Nations Office on Drugs and Crime (UNODC), the International Labor Organization (ILO), and the United Nations Children’s Fund (UNICEF). Programmatically, the funds were distributed across the 3Ps of prosecution, protection, and prevention.

One of the early initiatives funded by DOS INL and later the TIP Office was the “Be Smart, Be Safe” brochure targeted to foreign-national travelers who were potential victims. It described the tactics that criminal groups used to coerce and deceive, the risks of trafficking, and what individuals at risk can do to better protect themselves. It also identified



Photo left to right

A laborer prepares the ground into clay so that he can hand mold bricks outside Ludhiana in Punjab, India. Grandmother and granddaughter near Khustai Mountains in Mognolia. Photos by Andrea Balint.

victims' rights in the United States and how to receive help. The brochure was first available at 27 U.S. embassies in 24 languages. "Be Smart, Be Safe" was eventually replaced with the Congressionally mandated "Know Your Rights" brochure, which explains individuals' rights when coming to work or study in the United States and how to get assistance. The "Know Your Rights" brochure is now available online as well as all U.S. embassies and consulates in 48 languages.

In 2006, the TIP Office updated all of its pre-award processes. The goal was to better level the playing field because some embassies had been helping applicants with their proposals, giving some organizations an advantage, while other applicants were on their own which often resulted in proposals with limited details. The office also established standardized procedures for review, including holding consistent review panels and developing conflict of interest and confidentiality policies. The annual competitive process grew over time and the office receives hundreds of proposals each year.

Beginning in 2010, the TIP Office adopted a two-stage grant process, modeled after the grant process used by DRL, which is still used today. The first stage includes a technical review of a summary of the program, and the second stage entails a full, detailed proposal review. Throughout the years, the TIP Report has shaped the office's foreign assistance priorities and decisions. The country-specific recommendations in the report are the TIP Office's primary

guide. At the office's outset it focused on funding in Tier 2 and Tier 3 countries, however Tier 3 countries often lack political will to fight trafficking. For these and other reasons, today the office primarily focuses on funding Tier 2 and Tier 2 Watch List countries, a new ranking established in the 2003 TVPA reauthorization.

In addition to bilateral, regional, and global projects, the TIP Office also provides targeted training and technical assistance (T&TA). After typhoon Haiyan struck the Philippines in 2013, the TIP Office established a "TIP in Crisis" program. The idea for this program had been debated for some time. In the aftermath of the earthquake in Haiti the office became more aware that disasters, whether natural or manmade, often heighten the vulnerability of the affected populations to human trafficking.

The TIP Office's programming has also been strengthened through collaboration with other agencies. In its management of foreign assistance funds, the TIP Office works closely with other U.S. government actors who have a role to play in combating trafficking. The TIP Office regularly coordinates with other DOS colleagues (e.g., INL, DRL, and the Bureau of Population, Refugees, and Migration [PRM]; and the regional bureaus); and colleagues with the USAID and DOL.

One of the ways to measure the growth of the office is to look at the size of the foreign assistance program. While in the office's first year it managed about \$9.1 million, in FY 2019 the TIP Office is responsible for a budget of more than \$61 million. With the growth in resources the office is able to make larger and more sustained investments in countries. While the TIP Office continues to evolve and try new approaches, all available foreign assistance funding is targeted toward protecting victims, prosecuting perpetrators, and preventing the crime from occurring in the first place.



Representatives of the TIP Office, U.S. Embassy Accra, and the Government of Ghana participated in the first U.S.-Ghana Child Protection Compact Partnership High Level Dialogue to mark progress and discuss plans for the coming year. October 25, 2017.

Child Protection Compacts

Congress originally modeled Child Protection Compact (CPC) Partnerships after the Millennium Challenge Corporation, which uses bilateral, government-to-government "compacts" for economic development programs. Designed to specifically address child trafficking, CPCs are multi-year plans developed jointly by the United States and a particular country that document the commitment of the two governments to achieve shared objectives aimed at strengthening the country's efforts to effectively prosecute and convict child traffickers, provide comprehensive trauma-informed care for child victims of these crimes, and prevent child trafficking in all its forms. CPC Partnerships require close collaboration among the United States, the host government, and civil society.

To date, the TIP Office has established partnerships in four countries—Ghana, the Philippines, Peru, and Jamaica. CPC Partnerships complement the foreign assistance mandate in the TVPA and reflect an evolution in the TIP Office's

approach to provide targeted foreign assistance to support sustainable improvements to governments' efforts to combat trafficking. The CPC program is unique among the office's other bilateral anti-trafficking programs in its exclusive focus on child trafficking; its significant funding levels and extended period of performance; and its strategic use of diplomatic engagement to secure commitments from the host governments. Selected countries are identified based on an interagency review of several factors, including the country narrative and country-specific recommendations in the most recent TIP Report, as well as the country's own national action plan to combat human trafficking.

Program to End Modern Slavery

The Senate Foreign Relations Committee envisioned the Program to End Modern Slavery (PEMS). The program seeks to drive transformative efforts to achieve measurable and a substantial reduction in the prevalence of modern slavery in target populations and in specific countries or regions, and by leveraging funds from other donors. Through fiscal year 2019, Congress funded \$100 million for the program.

Administered through the TIP Office, the PEMS program is in its third year. The United States' commitment resulted in the Office's implementing partner leveraging matching contributions from the United Kingdom and funds from Norway for an additional \$39 million for anti-trafficking programs. In spring 2020, PEMS resources will support a 'Prevalence Methodology Innovation Forum' and fund the implementation of targeted human trafficking prevalence estimates throughout the world, with the aim of publishing promising practice guidelines. The forum represents the first of its kind and stands to benefit not just the human trafficking field, but the social science community as a whole.

Diplomacy in Action

From February 23 to 26, 2003, the Department of State's TIP Office, in partnership with the NGO War against Trafficking Alliance, convened a major international conference on trafficking entitled "*Pathbreaking Strategies in the Global Fight Against Sex Trafficking*" in Washington, DC. Some 400 delegates from more than 100 countries gathered for this Congressionally mandated summit to discuss successful strategies for combating sex trafficking. It brought together immigration officials, law enforcement, judges, NGOs, and former victims as well as high-ranking officials such as then-Deputy Secretary of State Richard Armitage, then-Attorney General John Ashcroft, Sweden's Deputy Prime Minister, and Colombia's Vice President. The summit concluded with multiple recommendations for individual and collective work to combat trafficking in persons through the lens of the 3Ps.

During an October 2003 hearing before the House Subcommittee on Human Rights and Wellness, International Justice Mission's (IJM) then Anti-trafficking Director Sharon Cohn Wu spoke of the efforts of the U.S. Ambassador to Cambodia, Charles Ray, and his insistence that the Cambodian government work to intervene in the sexual exploitation of children. As a result, IJM was able to rescue 37 girls and arrest some of the perpetrators.

In 2010, Ambassador Richard Holbrooke, Ambassador Luis CdeBaca, Deputy Director Alison Friedman, and other TIP Office team members worked with the Government of Pakistan to secure the release of some 200 bonded laborers in Pakistan who had been kidnapped, along with their families, by their landlords at gunpoint, and summoned the courage to petition for their freedom.

Diplomatic engagement remains a key tool in pressing for progress today. DOS officials continually seek out opportunities to advocate for progress directly with foreign governments around the world. Following the annual release of the TIP Report, Department personnel strategically coordinate engagement approaches on priority issues of concern and consider potential programming. In turn, U.S. embassy personnel routinely engage officials to acknowledge progress underway and gather detailed information on such efforts, while encouraging action to address the latest TIP Report recommendations. TIP Office leadership and staff routinely conduct direct country visits to support and advise on these targeted engagement efforts. In these ways, DOS seeks to build partnerships with key officials to foster trust and facilitate effective sharing of information and best practices.

LEGISLATIVE FIX IN ACTION

Senator Akaka's advocacy for the inclusion of individuals who were trafficked in American territories proved highly significant. Shortly after the TVPA's enactment, authorities executed search warrants at a garment factory in American Samoa where hundreds of Vietnamese workers were being exploited for their labor, through threats, confinement, arrests, and deportations, as well as physical brutality inflicted in retaliation when workers objected or disobeyed.

Kil Soo Lee held his workers in conditions of servitude that closely resembled forms of enslavement. Lee recruited people from Vietnam, China, and American Samoa to work in the factory. Once at the factory, Lee imprisoned workers, starved them, and threatened to deport them. In one instance, the physical abuse was so severe that there was blood all over the factory and one person even lost an eye. Some observers saw women behind barbed wire fences begging for help and food.

Lee's was the largest prosecution under the TVPA at that time, and showed the significance of the legislation. The case highlighted that the TVPA criminalized labor trafficking as well as sex trafficking, and reached both violent and non-violent coercion. It also demonstrated that successful prosecution of complex cases required coordination of not just DOJ and the Federal Bureau of Investigation (FBI), but also DOL, other government agencies, law enforcement victim specialists, and NGO victim service providers over the course of the four-year investigation and prosecution. The first ever T visas were granted to the more than 250 victims in this case.

Joseph Rees, one of the Congressional staffers who helped draft the TVPA had previously served as the Chief Justice of the High Court of American Samoa from 1986 to 1991. When the case of the Vietnamese workers broke, Rees asked permission to travel to Samoa to ensure the workers received the protections they were due, and DOJ successfully prosecuted the case, securing a 40-year sentence and a \$1.8 million restitution order against the lead defendant to help the victims rebuild their lives.



COMPREHENSIVE LAWS

175 Parties to the Palermo Protocol

*FIRST DECADE 2000-2009**

2001: Bulgaria, Monaco, Nigeria, Serbia

2002: Albania, Argentina, Bosnia and Herzegovina, Botswana, Burkina Faso, Canada, Ecuador, France, Mali, Namibia, New Zealand, Peru, Philippines, Romania, Spain, Tajikistan, Venezuela (Bolivian Republic of).

2003: Armenia, Azerbaijan, Belarus, Belize, Costa Rica, Croatia, Cyprus, Denmark, Equatorial Guinea, Gambia, Jamaica, Kyrgyzstan, Lao People's Democratic Republic, Lesotho, Lithuania, Malta, Mauritius, Mexico, Norway, Poland, Rwanda, Senegal, Tunisia, Turkey

2004: Algeria, Bahrain, Belgium, Benin, Brazil, Cabo Verde, Chile, Colombia, Egypt, El Salvador, Estonia, Grenada, Guatemala, Guinea, Guyana, Latvia, Liberia, Libya, Myanmar, Nicaragua, Niger, Panama, Paraguay, Portugal, Russian Federation, Seychelles, Slovakia, Slovenia, South Africa, St. Kitts and Nevis, Sweden, Ukraine

2005: Australia, Austria, Democratic Republic of the Congo, Djibouti, Kenya, Kiribati, Lebanon, Madagascar, Malawi, Mauritania, Netherlands, North Macedonia, Oman, Republic of Moldova, Turkmenistan, United States of America, Uruguay, Zambia

2006: Bolivia (Plurinational State of), Cameroon, Central African Republic, Finland, Georgia, Germany, Hungary, Italy, Kuwait, Montenegro, Mozambique, Sao Tome and Principe, Switzerland, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania

2007: Cambodia, Guinea-Bissau, Saudi Arabia, Suriname, Trinidad and Tobago

2008: Bahamas, Dominican Republic, Honduras, Israel, Kazakhstan, Liechtenstein, Mongolia, Uzbekistan

2009: Chad, Indonesia, Iraq, Jordan, Luxembourg, Malaysia, Qatar, Syrian Arab Republic, Timor-Leste, Togo, United Arab Emirates

*SECOND DECADE 2010-2019**

2010: Antigua and Barbuda, China, Gabon, Iceland, Ireland, San Marino, St. Vincent and the Grenadines

2011: Greece, Haiti, India, Micronesia (Federated States of), Morocco

2012: Burundi, Côte d'Ivoire, Eswatini, Ethiopia, Ghana, Nauru, Viet Nam

2013: Cuba, Dominica, St. Lucia, Thailand, Zimbabwe

2014: Afghanistan, Angola, Barbados, Czech Republic, Eritrea, Sierra Leone, Sudan

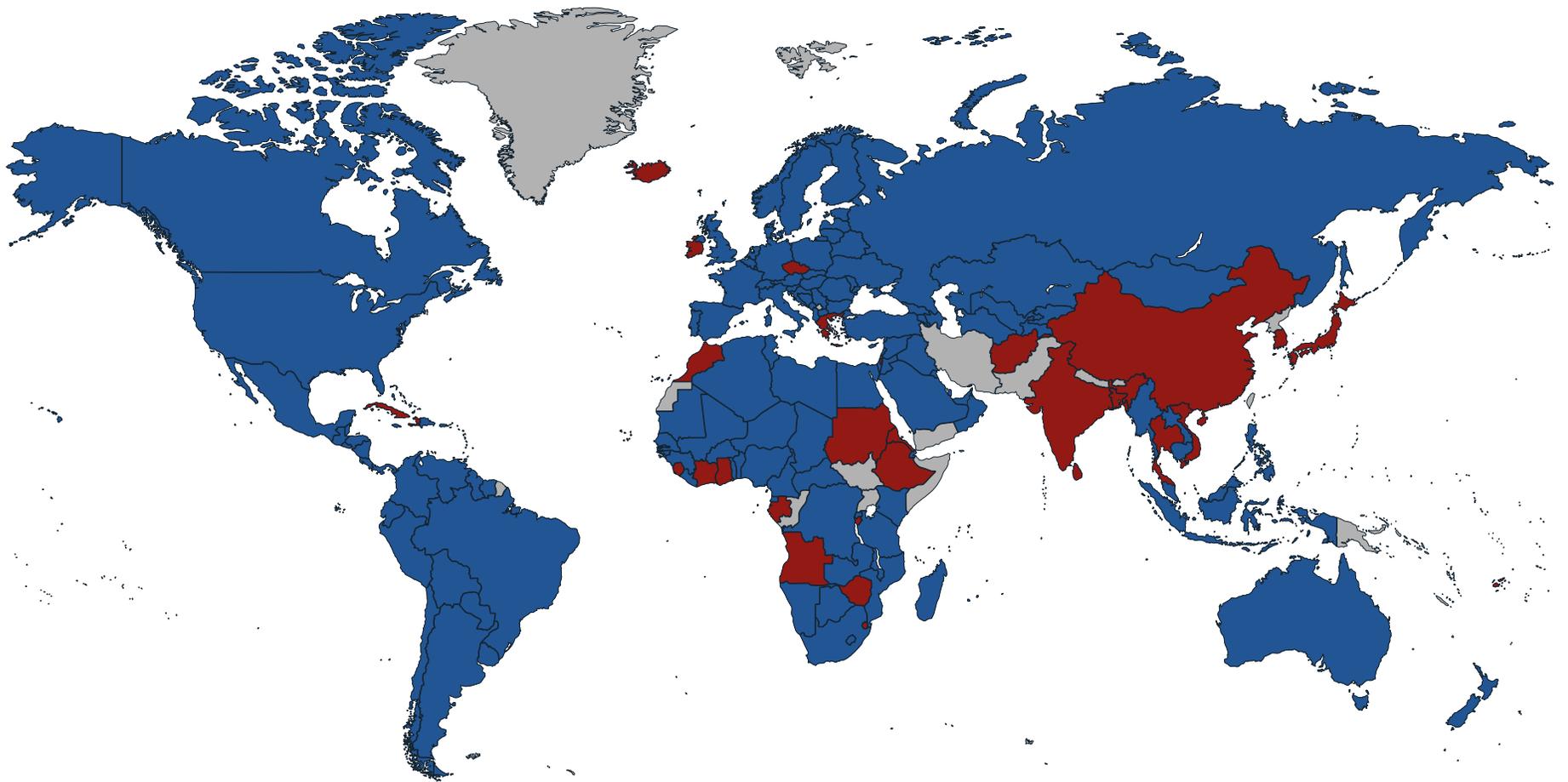
2015: Republic of Korea, Singapore, Sri Lanka

2016: Maldives

2017: Fiji, Japan, State of Palestine

2019: Bangladesh, Palau

**Year signifies when a Party submitted ratification, acceptance, approval or accession*



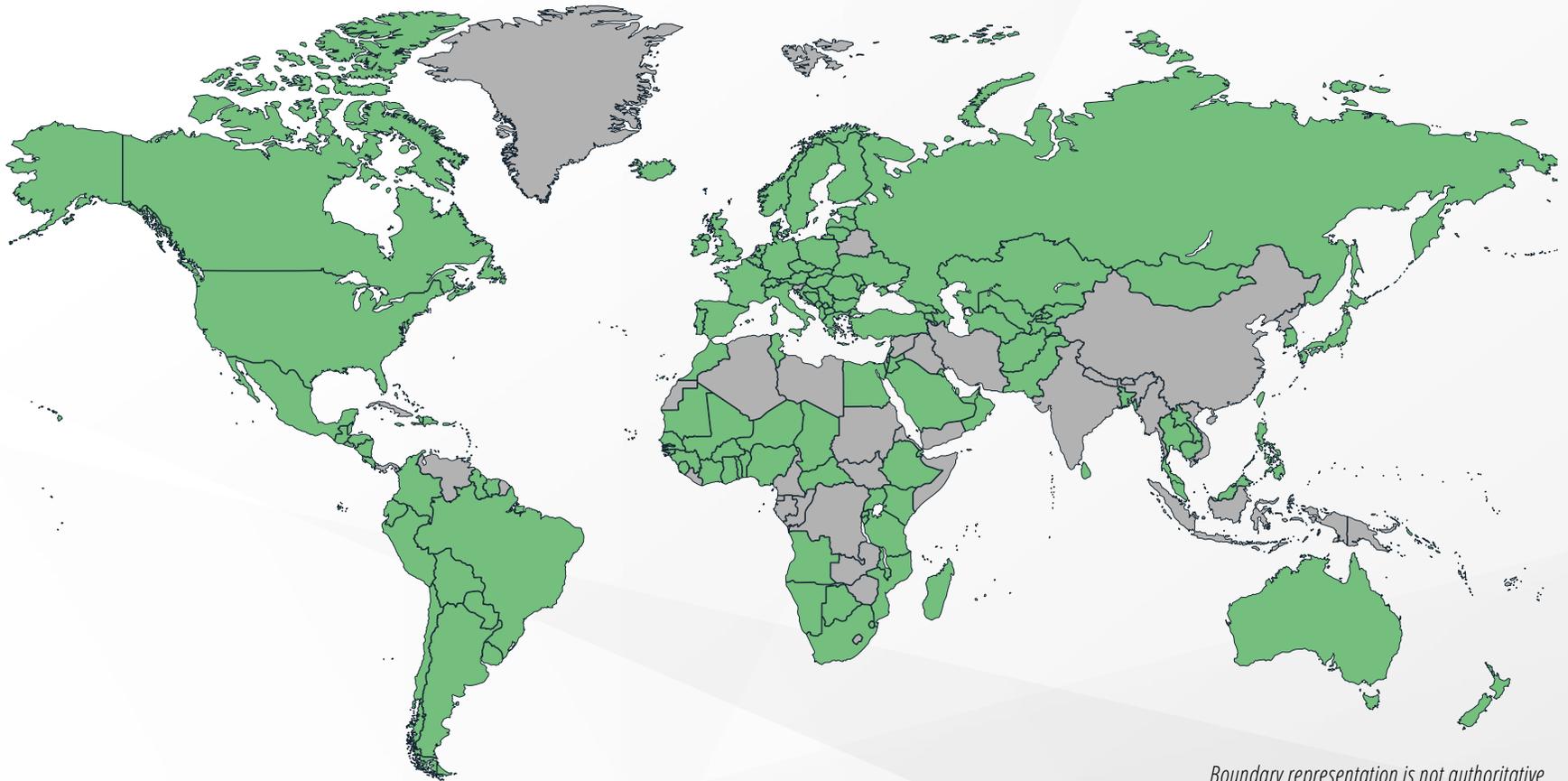
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SUMMARY OF NATIONAL LAWS CRIMINALIZING TRAFFICKING IN PERSONS

The TIP Office developed categories to reflect compliance with the Trafficking Victims Protection Act's Minimum Standards 1, 2 and 3 relating to a government's law(s) on trafficking in persons. The following have laws that are adequate or moderate.

Afghanistan	Chad	Iceland	Netherlands	Sri Lanka
Albania	Chile	Ireland	New Zealand	St. Lucia
Angola	Colombia	Israel	Nicaragua	St. Maarten
Antigua and Barbuda	Costa Rica	Italy	Niger	Suriname
Argentina	Cote d'Ivoire	Jamaica	Nigeria	Sweden
Armenia	Croatia	Japan	North Macedonia	Switzerland
Aruba	Curacao	Jordan	Norway	Taiwan
Australia	Cyprus	Kazakhstan	Oman	Tajikistan
Austria	Czech Republic	Kenya	Pakistan	Tanzania
Azerbaijan	Denmark	Kosovo	Palau	Thailand
Bahamas	Djibouti	Kuwait	Paraguay	The Gambia
Bahrain	Dominican Republic	Kyrgyzstan	Peru	Togo
Bangladesh	Ecuador	Laos	Philippines	Trinidad and Tobago
Barbados	Egypt	Latvia	Poland	Tunisia
Belarus	El Salvador	Lebanon	Portugal	Turkey
Belgium	Estonia	Lithuania	Qatar	Turkmenistan
Belize	Eswatini	Luxembourg	Romania	Uganda
Benin	Ethiopia	Macau	Russia	Ukraine
Bolivia	Federated States of Micronesia	Madagascar	Rwanda	United Arab Emirates
Bosnia and Herzegovina	Finland	Malawi	Saint Vincent and Grenadines	United Kingdom
Botswana	France	Malaysia	Saudi Arabia	United States
Brazil	Georgia	Mali	Senegal	Uruguay
Brunei	Germany	Malta	Serbia	Uzbekistan
Bulgaria	Ghana	Marshall Islands	Seychelles	
Burkina Faso	Greece	Mauritania	Sierra Leone	
Burundi	Guatemala	Mauritius	Singapore	
Cabo Verde	Guinea	Mexico	Slovakia	
Cambodia	Guinea-Bissau	Moldova	Slovenia	
Canada	Guyana	Mongolia	Solomon Islands	
Central African Republic	Haiti	Montenegro	South Africa	
	Honduras	Morocco	South Korea	
	Hungary	Mozambique	Spain	
		Namibia		

Governments with “adequate” laws meet Minimum Standards 1-3 of the TVPA. The law prohibits all forms of trafficking in persons and punishes acts of such trafficking; prescribes punishments for sex trafficking offenses that are commensurate with that for grave crimes, such as forcible sexual assault, and prescribes punishments for trafficking in persons offenses that are sufficiently stringent. Governments with “moderate” laws meet Minimum Standard 1 but do not meet MS 2 and/or 3, or are otherwise inconsistent with the definition of trafficking in persons under international law.



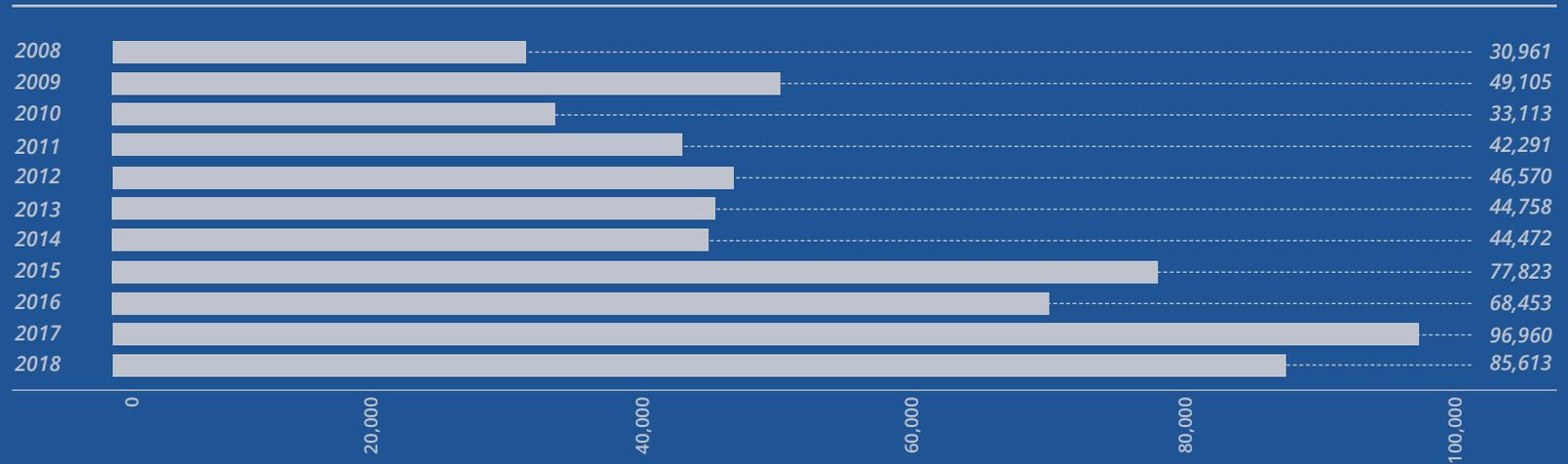
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Global Law Enforcement Data

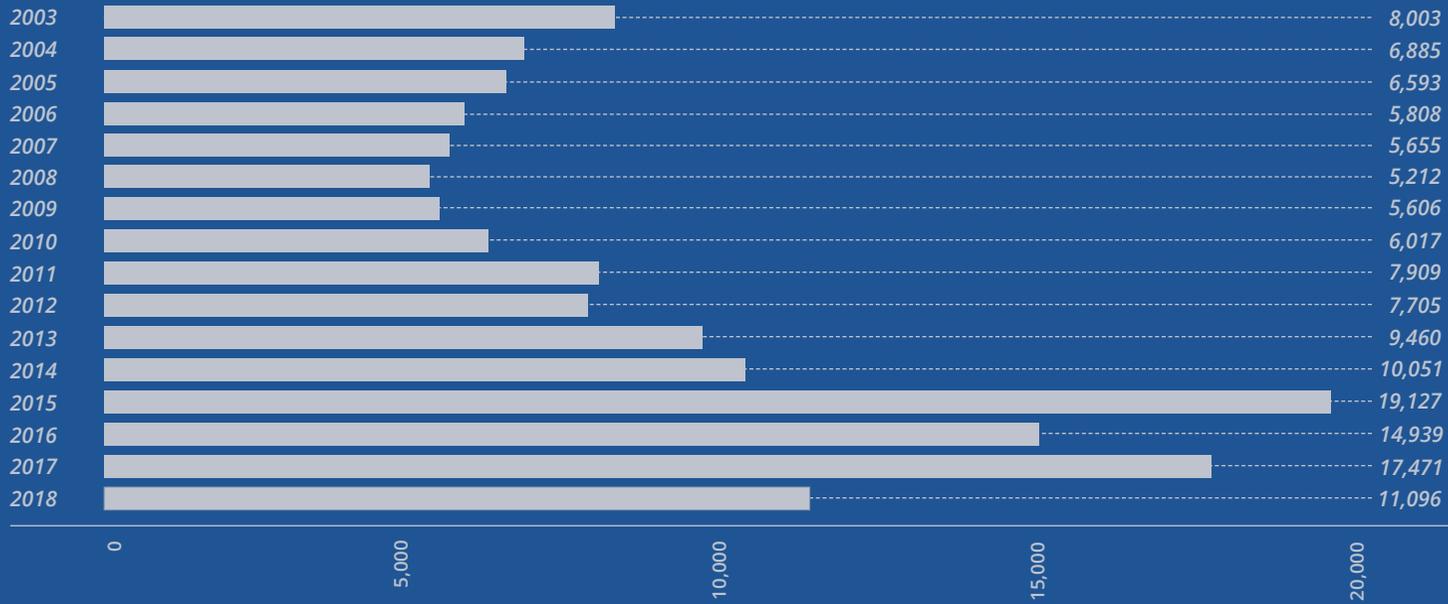
The TVPRA 2003 added to the original law a new requirement that foreign governments provide the Department of State with data on trafficking investigations, prosecutions, convictions, and sentences in order to meet the TVPA's minimum standards for the elimination of trafficking (Tier 1). The 2004 TIP Report collected this data for the first time.

*The statistics are estimates derived from data provided by foreign governments and other sources and reviewed by the DOS. Aggregate data fluctuates from one year to the next due to the hidden nature of trafficking crimes, dynamic global events, shifts in government efforts, and a lack of uniformity in national reporting structures.

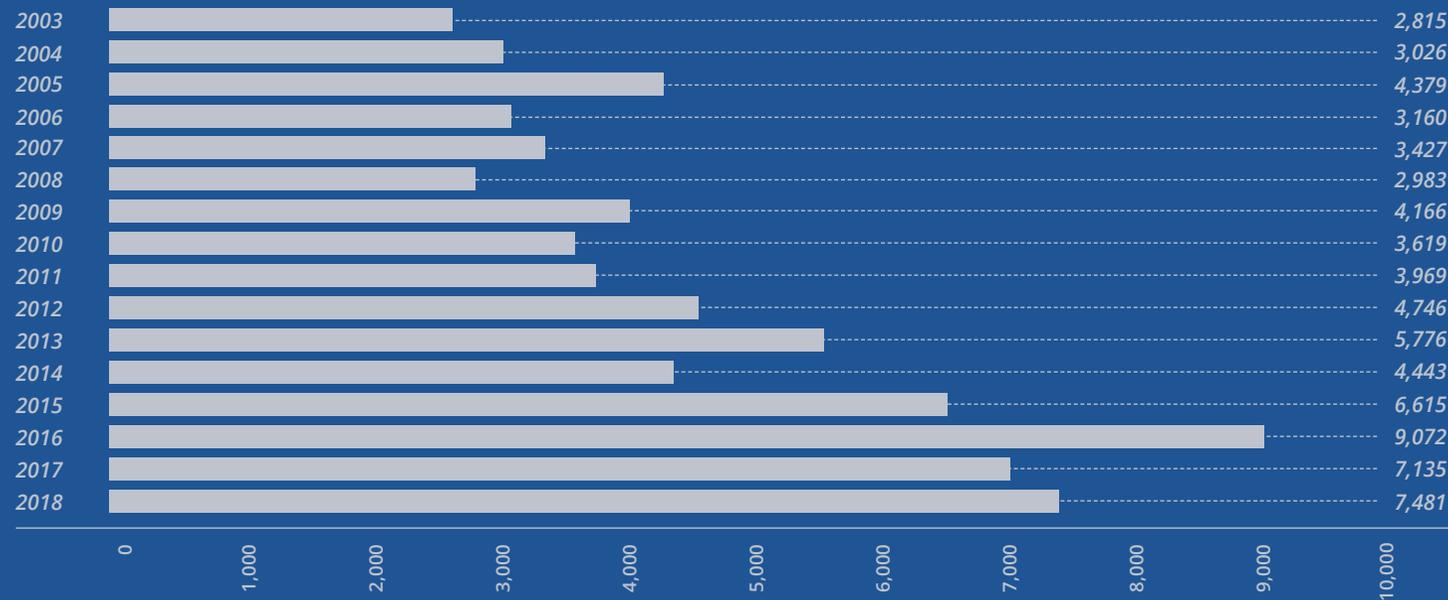
GLOBAL VICTIMS IDENTIFIED



GLOBAL PROSECUTIONS



GLOBAL CONVICTIONS



Notable Developments

State Legislation on Human Trafficking

When the TVPA was first enacted in 2000, no state in the United States had modern human trafficking laws. The first states to criminalize human trafficking were Washington and Texas in 2003. Today, all 50 states have criminalized human trafficking and enacted other provisions to support human trafficking prevention, victim identification, protection and services for survivors, and improved coordination among government and civil society stakeholders.

Early on, state criminal law definitions diverged from the federal TVPA definitions. For example, some states only addressed sex trafficking but not labor trafficking; some states only recognized force and threats of force as means of committing this crime to the exclusion of more subtle forms of coercion and fraud that characterize modern human trafficking; and some states required force, fraud, or coercion as elements of sex trafficking of minors. Over time, state laws have converged around more comprehensive definitions that closely reflect the federal TVPA definitions. In 2006, DOJ assisted this effort by publishing a "model state anti-trafficking criminal statute." The convergence of state laws over time has facilitated improved coordination among federal, state, local, tribal, and territorial law enforcement agencies.

continued

FIRST DECADE 2000-2009

2003: Washington, Texas

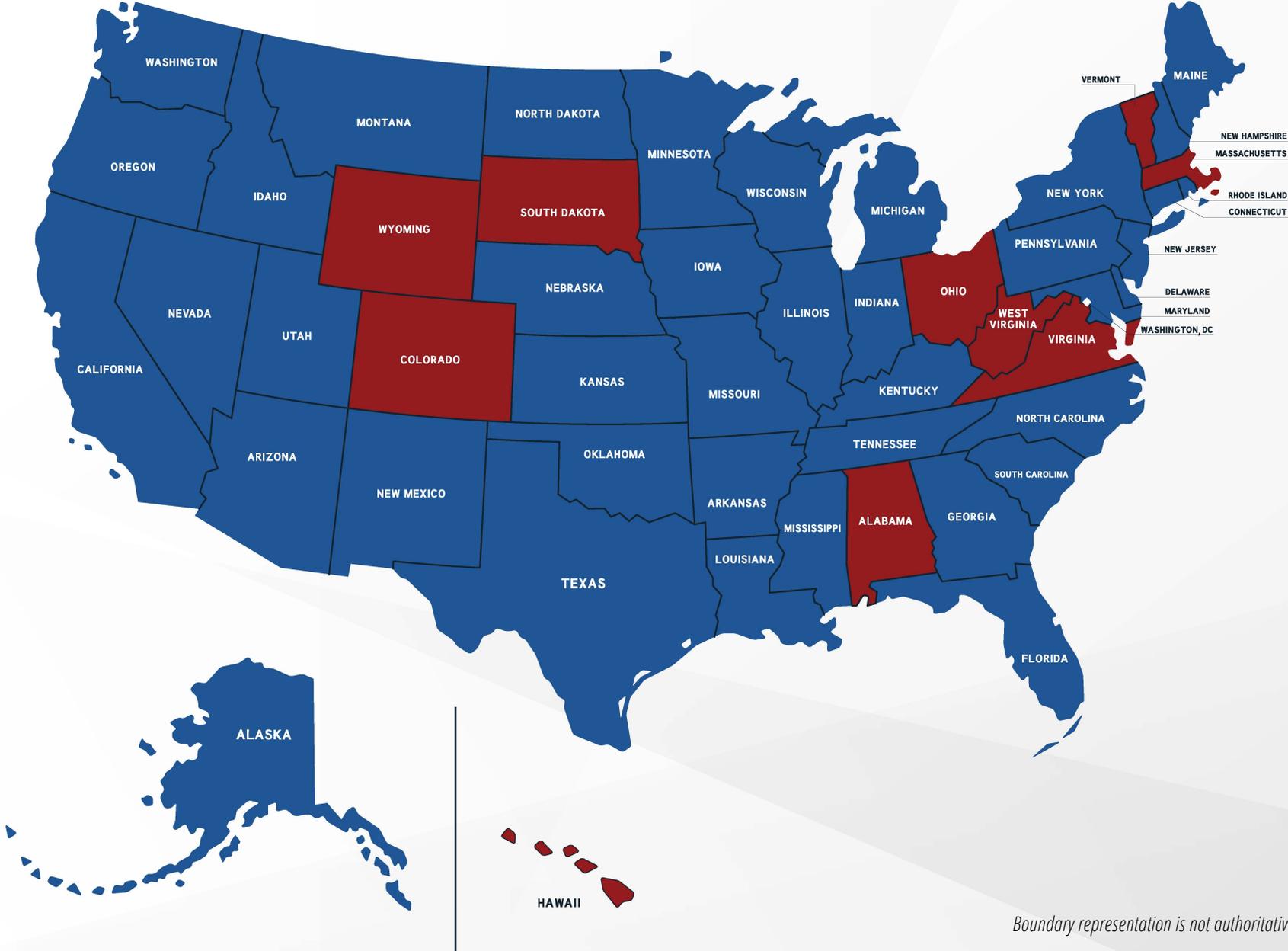
2004: Florida, Missouri

2005: Arizona, Arkansas, California, Kansas, Louisiana,
Minnesota, New Jersey

2006: Alaska, Connecticut, Idaho, Illinois, Indiana, Iowa, Kentucky,
Mississippi, Nebraska, North Carolina, South Carolina

SECOND DECADE 2010-2019

STATE HUMAN TRAFFICKING CRIMINAL LAWS



Boundary representation is not authoritative

The Polaris Project published three editions of the Model Provisions on Comprehensive State Legislation (Polaris Project Model Law) with the goal of assisting state legislators and improving state anti-trafficking strategies in 2004, 2006, and 2010. The second edition of the Polaris Project Model Law included involuntary servitude in their definition of human trafficking, and the third edition added new provisions on prevention and victim services. The Center for Global Rights and the Center for Women and Policy Studies published state model laws in 2005 guided in part by advocates who saw the need to address gaps in the other model laws and issues such as psychological coercion and crimes related to human trafficking, such as sex tourism. Between 2004 and 2013, all 50 states and the District of Columbia enacted anti-trafficking laws.

Several state laws to combat human trafficking were limited to amending the criminal code to prohibit human trafficking. Those states frequently found that, despite strong laws on the books, they were racking up very few prosecutions. As a result, state and local governments adopted new laws and enacted policies that would create a more comprehensive approach to combat human trafficking and, in so doing, increase the likelihood of identifying cases for prosecution. Complementary state law provisions frequently modeled aspects of the TVPA—creating intergovernmental and government-civil society coordinating bodies, mandating training for frontline responders, pushing law enforcement to adopt a more victim-centered approach, funding critical services for survivors, and creating public awareness and prevention programs.

State “safe harbor” laws were a major innovation to state human trafficking legislation. These laws addressed the paradox that, while new sex trafficking laws recognized minors exploited in the commercial sex industry as human trafficking victims, these children faced punishment under older state and local prostitution laws. Children that would otherwise be protected under sexual assault laws were still being criminalized simply because money changed hands. New York’s landmark 2007 law, the first in the nation to address this travesty through a remarkable advocacy effort led by human trafficking survivors, set off a stream of state safe harbor laws. A further innovation in “safe harbor” laws, first addressed fully in Illinois’ 2010 law, was not only to fully decriminalize minors involved in commercial sex but also to adjust the state child welfare laws so that all child trafficking victims would be recognized as in need of protection.

In addition to support from the federal government, state legislators received extensive technical assistance and support from state and local advocacy coalitions comprised of survivors and other concerned community members and national advocacy organizations. These efforts culminated in the Uniform Law Commission’s adoption in 2013 of the Prevention of and Remedies for Human Trafficking Act, endorsed by the Council of State Governments and approved by the American Bar Association.

State laws to fight human trafficking continue to evolve. Efforts are underway at the state and local levels to prevent criminalization of human trafficking survivors for unlawful conduct, beyond prostitution, their traffickers forced them to commit and to amend state procurement laws to prevent human trafficking connected to government purchasing.

COLLABORATIVE EFFORTS

Interagency Coordination

The TVPA authorized the establishment of the President's Interagency Task Force to Monitor and Combat Trafficking in Persons (PITF) to coordinate the U.S. government's anti-trafficking efforts. By creating this Cabinet-level task force, Congress elevated the importance of combating human trafficking. On February 13, 2002, President George W. Bush issued Executive Order 13257 to establish the PITF in accordance with the TVPA. He mandated that the PITF be chaired by the Secretary of State and also consist of the Attorney General, Secretaries of Labor and Health and Human Services, the Directors of Central Intelligence and the Office of Management and Budget, and the Administrator of USAID.

The first meeting of the PITF convened on that same day. Secretary Colin Powell chaired the meeting and was joined by Attorney General John Ashcroft, National Security Advisor Condoleezza Rice, Secretary of Labor Elaine Chao, USAID Administrator Andrew Natsios, Central Intelligence Agency (CIA) Deputy Director John McLaughlin, and Deputy Secretary of HHS Claude Allen. Members of Congress also attended a portion of this first meeting, as well as the TIP Office's Director, Ambassador Nancy Ely-Raphel. The TIP Office's Deputy Director Laura Lederer played a key role in standing up the first PITF meeting and Senior Policy Advisory Group and led efforts to ensure cross-government coordination on trafficking in persons policy, programs, and initiatives.

In 2003, the first reauthorization of the TVPA further enhanced the U.S. government's anti-trafficking infrastructure by creating the Senior Policy Operating Group (SPOG), which consists of senior officials designated as representatives of the PITF agencies to work year-round to address all aspects of human trafficking. Through the PITF and the SPOG, agencies regularly meet to develop, advance, and coordinate federal anti-trafficking policies and collaborate with a range of stakeholders, particularly in the areas of research and data, grantmaking, victim services, procurement and supply chains, and public awareness and outreach. These agencies have consistently worked to ensure human trafficking has remained a high priority across Administrations as agencies pursue the policies and initiatives that have brought the government's anti-trafficking response to where it is today.

Since that first meeting, PITF membership has grown to 20 federal departments and agencies, whether added by mandate of law, executive order, or an invitation from the Secretary of State. The PITF's growth reflects our continuously evolving understanding of this crime and how it affects its victims. Through the convening and coordination functions of the PITF and SPOG, the U.S. government has helped connect stakeholders, such as law enforcement and service providers, and develop key partnerships that are now at the forefront of the fight against human trafficking. As of 2019, the PITF includes the following departments and agencies:

1. Department of State (Chair)
2. Department of the Treasury
3. Department of Defense
4. Department of Justice
5. Department of the Interior
6. Department of Agriculture
7. Department of Labor
8. Department of Health and Human Services
9. Department of Transportation
10. Department of Education
11. Department of Homeland Security
12. Office of Management and Budget
13. Office of the U.S. Trade Representative
14. Office of the Director of National Intelligence
15. White House National Security Council
16. White House Domestic Policy Council
17. U.S. Agency for International Development
18. Federal Bureau of Investigation
19. U.S. Equal Employment Opportunity Commission
20. Department of Commerce

IN 2012, THE PITF RECOGNIZED THE NEED FOR A FRAMEWORK AND THUS INSTITUTIONALIZED THESE 10 STRATEGIC OBJECTIVES, WHICH IT CONTINUES TO FOLLOW TODAY:

- 1** Investigate and prosecute trafficking and dismantle the criminal networks that perpetrate trafficking in persons
- 2** Enhance victim identification and the provision of relief and services for all victims of trafficking
- 3** Enhance training of stakeholders, including civil society, law enforcement and government officials to increase identification of victims
- 4** Encourage foreign governments to combat trafficking through international diplomacy and engagement
- 5** Forge and strengthen partnerships and other forms of collaboration to combat trafficking in persons
- 6** Fund domestic and international anti-trafficking programs focused on prosecution, protection and prevention
- 7** Integrate anti-trafficking components into relevant government programs
- 8** Promote public awareness about modern slavery
- 9** Spur innovation and improve capacity to combat modern slavery through data collection and research
- 10** Gather and synthesize actionable intelligence to increase the number of domestic and international prosecutions



Meeting of the President's Interagency Task Force to Monitor and Combat Trafficking in Persons. October 11, 2018. Photo by: Joyce N. Boghosian



Meeting of the President's Interagency Task Force to Monitor and Combat Trafficking in Persons. October 29, 2019. Photo by: Andrea Hanks

Improving Our Response

The U.S. government has long held the victim-centered approach as a pillar of a comprehensive anti-trafficking response. Over time, our understanding of how to consistently and appropriately apply this approach has improved, and our efforts continue to evolve as we learn new lessons and establish promising practices for responding to victims' needs and upholding their rights. In the years following the passage of the TVPA, the victim-centered approach was predominately viewed and practiced in the context of supporting victims in the criminal justice process—making sure victim witnesses had the support they needed to be able to help with a case. With the strong lead and experiences of longstanding violence prevention and harm reduction movements, the importance of understanding trauma and seeing human trafficking victims as more than just the people who come forward as witnesses required updating and broadening our approach.

Understanding the need to couple a victim-centered approach with a trauma-informed lens requires us to take into account the effects of trauma on an individual and also on the professionals who work with them. Federal agencies are working to integrate this understanding about trauma into policies, procedures, practices, and settings. The trauma-informed approach acknowledges the social vulnerabilities and experiences of trauma survivors, including the physical and emotional impacts and prioritizes restoring the survivor's feelings of safety, autonomy, and control.

The groundwork laid by agencies such as HHS's Substance Abuse and Mental Health Services Administration provided the information necessary for other federal agencies that were developing anti-trafficking programs to incorporate both approaches into trainings and program requirements. Federal agencies now largely recognize victim-centered and trauma-informed approaches as critical to creating conditions of trust and respect that will help victims reclaim their lives and move toward self-sufficiency and independence. More work must be done, though, to truly build trauma-informed organizations and institutionalize a trauma-informed lens into our responses.

Survivor Engagement

One of the most important elements to the U.S. government's work to address human trafficking is to implement a survivor-informed practice that incorporates meaningful input from a diverse community of survivors at all stages of a program or project. The survivor voice is a vital part of establishing effective and comprehensive anti-trafficking strategies that advance prosecution, protection, and prevention efforts. Now more than ever, survivors are leaders in the anti-trafficking movement, whether they run organizations, advocate before legislatures, train law enforcement, engage with the public, or collaborate directly with governments to improve domestic and international programs.

Key initiatives:

DOJ Office for Victims of Crime's Training and Technical Assistance Center

The DOJ Office for Victims of Crime (OVC's) Training and Technical Assistance Center (TTAC) includes a network of consultants and experts in the victim services field, including experts with lived experience of human trafficking, to design and deliver technical assistance on a wide range of topics, including culturally and linguistically appropriate victim services, enhancing collaboration in human trafficking task forces, and victim-centered human trafficking investigations and prosecutions.

Definitions: Victim-Centered and Trauma-Informed Approaches

The victim-centered approach seeks to minimize retraumatization associated with the criminal justice process by providing the support of victim advocates and service providers empowering survivors as engaged participants in the process, and providing survivors an opportunity to play a role in seeing their traffickers brought to justice. In this manner, the victim-centered approach plays a critical role in supporting a victim's rights, dignity, autonomy, and self-determination, while simultaneously advancing the government's and society's interest in prosecuting traffickers to condemn and deter this reprehensible crime.

An understanding of a victim-centered approach in the United States developed over time to respond to the needs of crime victims and continues to evolve as we learn new lessons and establish promising practices. A trauma-informed approach includes an understanding of the physical, social, and emotional impact of trauma on the individual, as well as on the professionals who help them. A trauma-informed approach includes victim-centered practices, as it is implemented with trauma impacted populations. A program, organization, or system that is trauma-informed realizes the widespread impact of trauma and understands potential paths for healing; recognizes the signs and symptoms of trauma in staff, clients, and others involved with the system; and responds by fully integrating knowledge about trauma into policies, procedures, practices, and settings. Like a victim-centered approach, the priority is on the victim's safety and security and on safeguarding against policies and practices that may inadvertently retraumatize victims.

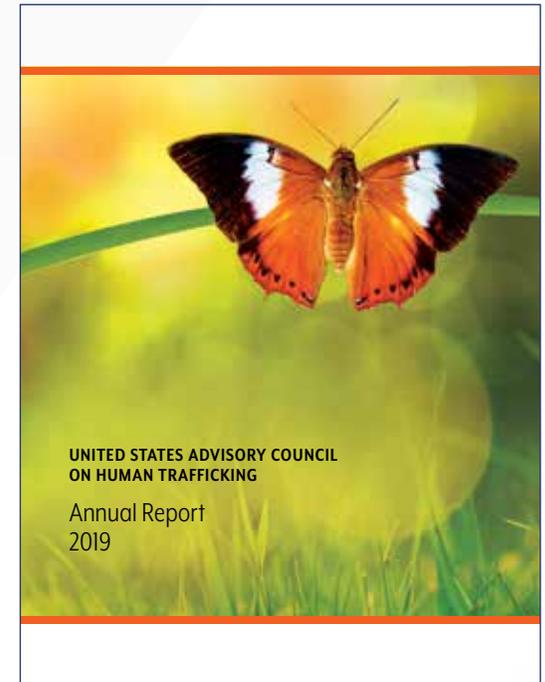
National Human Trafficking Training and Technical Assistance Center

The HHS Office on Trafficking in Persons (OTIP's) National Human Trafficking Training and Technical Assistance Center (NHTTAC) works in partnership with a network of subject matter experts, organizations, and survivor leaders to deliver training and technical assistance to address the needs of survivors, their families, and those most at risk of human trafficking and to enhance the public health response to human trafficking. Services include the SOAR (Stop, Observe, Ask, Respond) to Health and Wellness Training for health care and social service providers on how to identify, treat, and respond appropriately to human trafficking; professional development opportunities for survivors, including the Human Trafficking Leadership Academy; and support for the National Advisory Committee on Sex Trafficking of Children and Youth in the United States.

DOS TIP Office's Human Trafficking Expert Consultant Network

In 2018, the TIP Office launched the Human Trafficking Expert Consultant Network, a network of survivors of human trafficking and other subject matter experts that provide training and technical assistance to inform our anti-trafficking efforts, primarily focused on enhancing the office's bilateral and multilateral engagement, foreign assistance programs, and interagency policy work.

In December 2015, 11 survivors of human trafficking were appointed to the first-ever U.S. Advisory Council on Human Trafficking to bring their knowledge and experience to advise and provide recommendations on federal anti-trafficking policies to the President's Interagency Task Force to Monitor and Combat Trafficking in Persons (PITF).



U.S. ADVISORY COUNCIL ON HUMAN TRAFFICKING

In the United States, many survivors have dedicated their time and energy to ensure robust leadership and engagement in the anti-trafficking movement, and they have long advocated for greater inclusion of survivor voices in policymaking at the federal level. One primary example of this collective effort is H.R. 500, the Survivors of Human Trafficking Empowerment Act, which was developed and promoted by survivors. This act was included in the Justice for Victims of Trafficking Act of 2015, which President Barack Obama signed into law on May 29, 2015. This legislation outlines the formation of a historic council—the U.S. Advisory Council on Human Trafficking. This council serves as a formal platform for human trafficking survivors to provide input on federal policies and programs and marked a significant milestone in the anti-trafficking movement, as it demonstrates to survivors and governments around the world the importance of survivor engagement in all efforts to combat this crime. The council has released three reports with recommendations to strengthen the federal government's anti-trafficking efforts as well agency's implementation efforts.

A COMPREHENSIVE APPROACH TO PROSECUTION

Enforcement of the TVPA's criminal provisions grew out of decades of experience enforcing the pre-TVPA involuntary servitude statutes, led by DOJ's Civil Rights Division. The Civil Rights Division's pre-TVPA Involuntary Servitude and

Slavery Program coordinated among multiple law enforcement, governmental, and nongovernmental partners; developed outreach campaigns to enhance detection; and operated an intake hotline to aid in the detection and reporting of violations. Before passage of the TVPA, the Civil Rights Division coordinated these interagency efforts through the Worker Exploitation Task Force, later renamed the Trafficking in Persons and Worker Exploitation Task Force after passage of the TVPA and intensified and expanded its efforts to detect, investigate, and prosecute trafficking crimes and assist trafficking victims and survivors.

The TVPA almost immediately expanded the U.S. government's ability to bring traffickers to justice as a result of its victim protection provisions that enabled more victims to come forward, its support for broad, multi-disciplinary partnerships to increase detection capabilities, and its expanded criminal provisions prohibiting psychological as well as physical means of coercion. The statute's victim protections, which included temporary immigration status and humanitarian assistance, enabled otherwise fearful, reluctant victims who had been indoctrinated by their traffickers to distrust authorities to come forward and cooperate as witnesses in investigations and prosecutions.

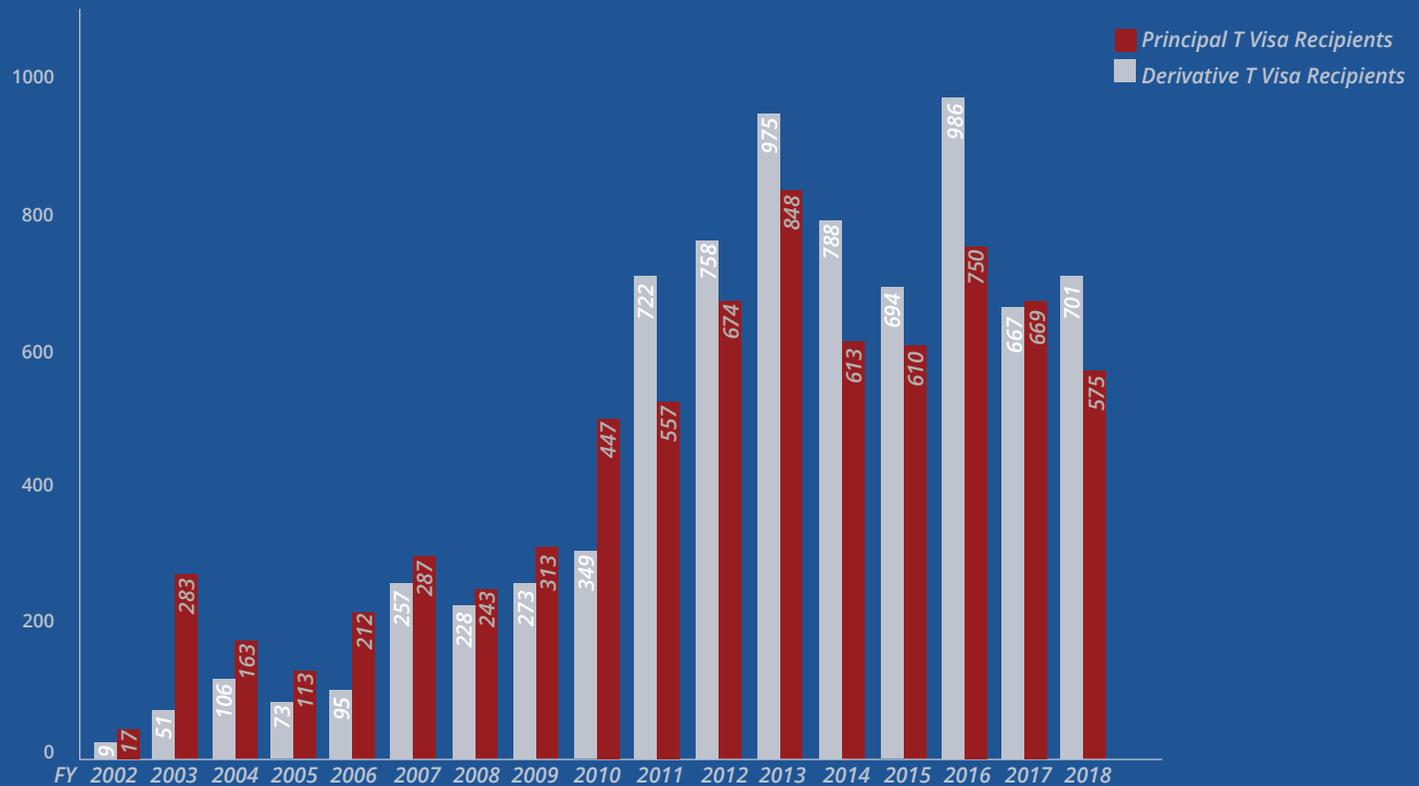
Continued Presence and T Nonimmigrant Status

The TVPA established two trafficking-specific immigration options for foreign victims of human trafficking, Continued Presence and T nonimmigrant status (or T visa), both administered by DHS. Prior to the passage of the TVPA, undocumented victims of trafficking had very few legal avenues by which they could stay in the United States after coming forward or being identified as a victim. Both the Continued Presence and T visa programs have been celebrated as significant advancements. They have enabled the successful prosecution of traffickers, supported the recovery of survivors, and served as an example for other countries in the world. As part of U.S. foreign policy, DOS regularly encourages countries to find alternatives to removal for human trafficking victims who do not have legal status to remain in a country.

To qualify for Continued Presence, an individual must be identified by law enforcement as a victim of human trafficking who may be a potential witness in the investigation or prosecution of the trafficker. Continued Presence is granted for two years and is renewable in increments of up to two years. Eligible victims also receive work authorization and access to federal public benefits. To qualify for a T visa, applicants must demonstrate that they 1) are victims of a severe form of trafficking in persons; 2) are physically present in the United States, American Samoa, the Commonwealth of the Northern Mariana Islands, or at a port of entry because of trafficking; 3) have cooperated with reasonable requests from law enforcement, unless they are younger than the age of 18 or unable to cooperate due to trauma suffered; and 4) would suffer extreme hardship involving unusual and severe harm upon removal from the United States. T visa applicants may sponsor certain family members, including certain extended family members who face a present danger of retaliation. Principal T nonimmigrants are authorized to work, and their derivative family members may apply for work authorization. T nonimmigrants are also eligible for certain federal public benefits and services. T nonimmigrant status is granted for a period of up to four years and may be extended under certain limited circumstances. After three years in T nonimmigrant status, or upon the completion of the investigation or prosecution, T nonimmigrants may be eligible for lawful permanent resident status if they meet certain requirements and eventually may be eligible for citizenship.

A T visa is a temporary immigration benefit that enables certain victims of a severe form of human trafficking to remain in the United States for up to four years if they have assisted law enforcement in an investigation or prosecution of human trafficking. Depending on the case, family members may also be able to qualify for a T visa. T visa recipients are able to access certain federal and state benefits, including eligibility for employment, access to victim services, and the possibility to adjust their status. T visas not only help law enforcement prosecute traffickers; they also give victims access to necessary tools to continue their healing process. In FY 2002, the United States government granted 17 T visas to victims of trafficking and nine T visas for victim’s families. In FY 2018, DHS granted 575 T visas for victims of trafficking and 701 T visas for victims’ families.

T VISAS



The TVPA's support for coordinated interagency, intergovernmental, and interdisciplinary partnerships further increased nationwide opportunities to detect otherwise hidden trafficking cases. In the years immediately following the TVPA's enactment, DOJ issued grants that helped establish 42 multidisciplinary task forces, while HHS issued grants to establish Rescue and Restore coalitions aimed at identifying and assisting victims, and DOJ convened annual TVPA-mandated National Conferences on Human Trafficking that brought together hundreds of federal, state, local, tribal, and nongovernmental anti-trafficking partners to enhance detection efforts and deliver training on victim-centered investigations, prosecutions, and anti-trafficking programs.

Within a few years of the TVPA's enactment, DHS was established, consolidating and creating many agencies that would go on to play critical roles in combating human trafficking—including federal criminal investigations into human trafficking, processing and administering key trafficking-specific immigration options for human trafficking victims, and enforcing the U.S. prohibition on the importation of goods produced with forced labor.

In addition to this surge in engagement nationwide, the TVPA's expanded criminal statutes enhanced DOJ's ability to prosecute trafficking schemes based on non-violent coercion that would have been beyond the reach of the pre-TVPA involuntary servitude statutes but were now criminalized under the TVPA.

The courts upheld early post-TVPA convictions over defendants' unsuccessful attempts to challenge the constitutionality of the TVPA on the grounds that its definitions of "serious harm" were unconstitutionally vague and that its criminal provisions had exceeded Congress's authority under the 13th Amendment and Commerce Clause. The combination of victim protections, outreach, detection, coordination efforts, and expanded criminal laws led to a surge in federal prosecutions, which tripled over the first five years since passage of the TVPA compared to the preceding five years.

Impact of Specialized Prosecution Units

Two DOJ offices each provide highly specialized expertise in distinct aspects of the wide-ranging trafficking threats criminalized under the TVPA.

In response to a surging demand for anti-trafficking expertise from enforcement partners nationwide, DOJ formed a specialized Human Trafficking Prosecution Unit (HTPU) in 2007 to consolidate its human trafficking prosecution expertise and guide development of novel, complex, multi-jurisdictional, and international trafficking cases. The formation of DOJ HTPU provided a consolidated repository of expertise to lead and support development of complex trafficking cases in partnership with U.S. Attorney's Offices, and to provide strategic guidance, training, operational support, and interagency coordination to the rapidly expanding field of law enforcement partners nationwide. DOJ's Child Exploitation and Obscenity Section (CEOS) provides subject matter expertise on the sexual exploitation of minors in any form, including foreign and domestic child sex trafficking, technology-facilitated child sex trafficking, and the extraterritorial sexual abuse of children (often called "child sex tourism"). In this capacity, DOJ CEOS develops and implements innovative enforcement strategies to prevent the victimization of children; identifies and addresses critical policy and legislative concerns; and improves the law enforcement response to crimes against children through training and outreach.

The creation of DOJ HTPU has enabled DOJ to continue prosecuting record numbers of coercion-based trafficking crimes involving forced labor, sex trafficking of adults, and transnational sex trafficking over the years. Prosecutions involving child sex trafficking within the United States continued to increase as did enforcement efforts that addressed multiple forms of child sexual exploitation. DOJ HTPU and its enforcement partners continued to strengthen and streamline mission-critical enforcement coordination structures and strategic partnerships. These interagency enforcement initiatives have helped generate increasingly complex, high-impact prosecutions through this period of rapid expansion of nationwide anti-trafficking enforcement efforts. Two such landmark interagency enforcement initiatives are detailed below.

Anti-Trafficking Coordination Team Initiative

The strategic coordination among federal anti-trafficking enforcement partners, convened under DOJ HTPU's leadership, was formalized in 2009 as the Federal Enforcement Working Group on Human Trafficking (FEWG). This group comprised anti-trafficking subject matter experts and national program managers from DOJ HTPU, DOJ's Executive Office of the United States Attorneys, FBI, DHS Immigration and Customs Enforcement's Homeland Security Investigations, DOL's Wage and Hour Division and Office of the Inspector General, and DOS's Diplomatic Security Service. These federal partners undertook an intense examination of the factors and variables conducive to generating federal trafficking prosecutions. This analysis demonstrated that, while broad, intergovernmental, multidisciplinary task forces were highly effective in raising awareness, enhancing detection capabilities, and establishing contact with potential victims, this task force model did not consistently translate into federal prosecutions. Further examination of national prosecution performance data pointed to the importance of federal agents and prosecutors coordinating closely throughout the investigation and prosecution and drawing on the specialized expertise of experienced human trafficking agents, prosecutors, and victim specialists.

This extensive, evidence-based analysis of federal investigation and prosecution challenges provided the framework for the Anti-Trafficking Coordination Team (ACTeam) Initiative. The ACTeam Initiative convenes interagency teams of federal agents and prosecutors in select jurisdictions across the country to develop high-impact coercion-based trafficking prosecutions in close coordination with national anti-trafficking subject matter experts from all participating agencies. Phase I of the ACTeam Initiative was first announced in 2010 at a ceremony commemorating the Tenth Anniversary of the TVPA and was officially launched at the 2011 PITF meeting. Phase II of the ACTeam Initiative was subsequently launched in 2015.

Analysis of ACTeam performance metrics vividly illustrates the impact of specialized expertise, streamlined coordination, and sustained engagement of dedicated personnel with leadership support for their extensive participation in resource-intensive, complex cases. In both Phase I and Phase II, the six designated ACTeam Districts significantly increased the numbers of federal human trafficking cases filed, defendants charged, and defendants convicted, increasing prosecutions significantly over their own pre-ACTeam performance, and outpacing the increases seen in non-ACTeam Districts during the two-year period.

In Phase I, ACTeam Districts increased the numbers of cases filed, defendants charged, and defendants convicted by 119 percent, 114 percent, and 86 percent, respectively, compared to increases of only 18 percent, 12 percent, and

14 percent, respectively, in other Districts during the same two-year period, and compared to cumulative nationwide totals (including both ACTeam and non-ACTeam Districts) of 35 percent, 28 percent, and 26 percent, respectively.

While the Phase I ACTeams constituted only 7 percent of the Districts nationally, they accounted for 58 percent of the nationwide increase in trafficking cases filed, 64 percent of the nationwide increase in defendants charged, and 56 percent of the nationwide increase in defendants convicted during the two-year period of Phase I.

In Phase II, ACTeam Districts again outperformed national trends, producing increases of 10 percent, 75 percent, and 106 percent in cases filed, defendants charged, and defendants convicted, compared to a 2.4 percent increase, a 7.4 percent decrease, and a 28.6 percent increase in non-ACTeam Districts nationwide. As in Phase I, the ACTeam Districts' strong performance positively impacted nationwide prosecution performance, resulting in cumulative national increases (ACTeam and non-ACTeam Districts combined) of 3.2 percent, 1.2 percent, and 35.8 percent, respectively, during the two-year period of Phase II.

In addition to these quantitative performance metrics, individual ACTeams produced notable qualitative results. For example, in Phase II, the Minneapolis ACTeam, which had previously prosecuted few transnational human trafficking cases, prosecuted a landmark case against 38 defendants who operated an extensive transnational sex trafficking enterprise that exploited hundreds of Thai women throughout the United States, while simultaneously charging and convicting both a foreign-victim restaurant forced labor case and a foreign-victim domestic servitude case.

The Maine ACTeam, with no prior trafficking prosecutions, charged and convicted two cases against traffickers who operated multi-district opioid-based trafficking schemes that exploited adult and minor U.S. citizen victims struggling with drug addictions, as well as a sex trafficking case against two defendants who operated a transnational trafficking enterprise that compelled multiple Chinese women into sexual servitude in illicit massage parlors in multiple jurisdictions.

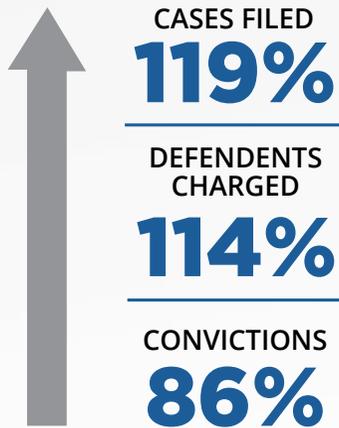
U.S.-Mexico Bilateral Human Trafficking Enforcement Initiative

In the early stages of FEWG coordination, DOJ and DHS initiated the Tlaxcala Intelligence Project and U.S.-Mexico Bilateral Human Trafficking Enforcement Initiative to leverage intelligence-driven targeting strategies and facilitate exchanges of leads, evidence, intelligence, and anti-trafficking expertise among U.S. and Mexican anti-trafficking authorities. This joint effort facilitated the development of high-impact prosecutions aimed at dismantling extensive transnational trafficking networks operating across the U.S.-Mexico border.

These bilateral efforts have resulted in successful prosecutions of more than 200 defendants in U.S. federal courts, as well as multiple related state and federal prosecutions of associated traffickers in Mexico. In recent years, this initiative has resulted in simultaneous, coordinated enforcement actions executed on both sides of the border to apprehend members of notorious sex trafficking enterprises and secure their rapid extradition. This succession of high-impact prosecutions has systematically dismantled multiple longstanding sex trafficking enterprises and led to the identification of hundreds of victims.

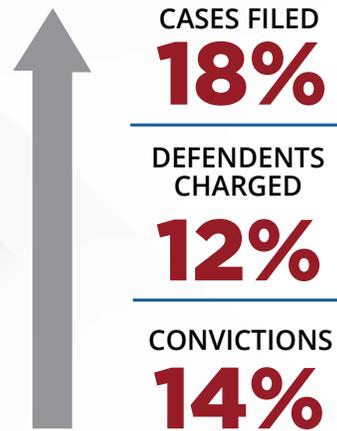
PHASE I

ACTeam DISTRICTS



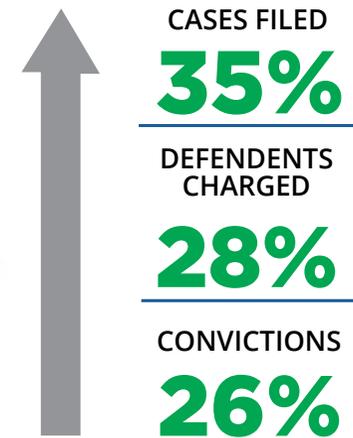
VS

Non-ACTeam DISTRICTS



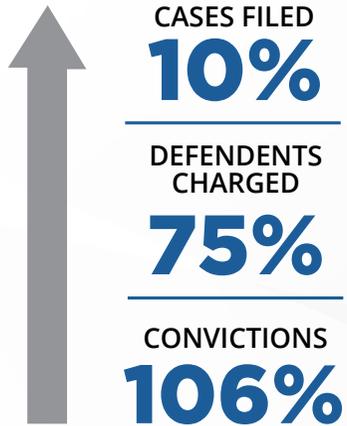
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NATIONAL

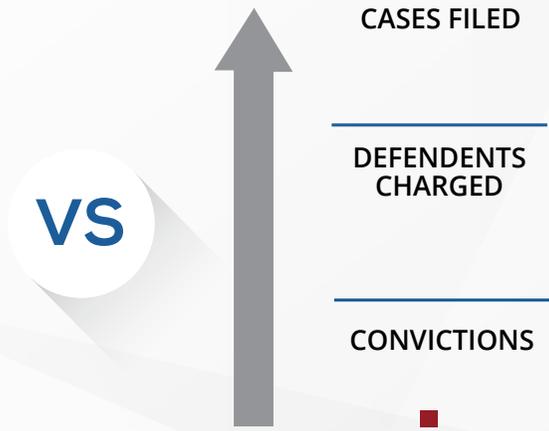


PHASE II

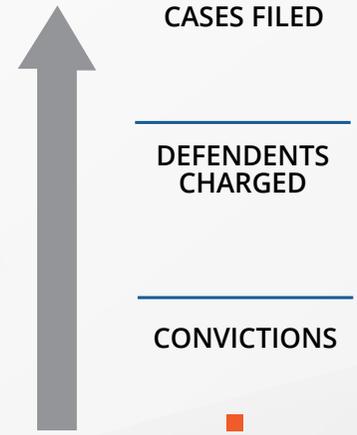
ACTeam DISTRICTS



Non-ACTeam DISTRICTS



NATIONAL



Increase in Investigations, Prosecutions, and Convictions

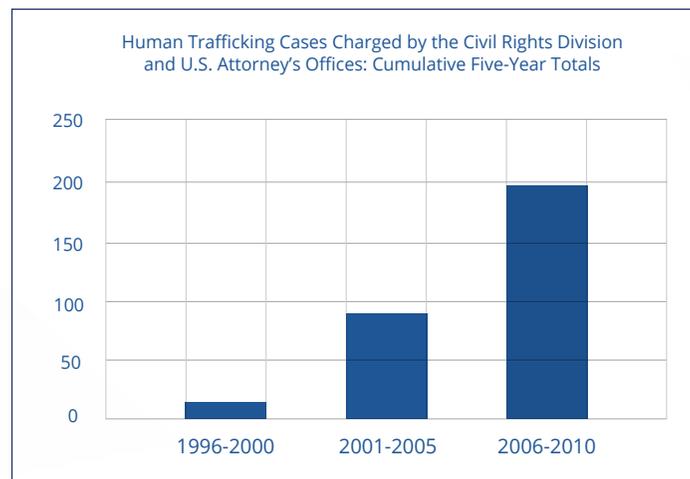
In FY 2001, DOJ brought ten human trafficking cases involving forced labor and sex trafficking, charged 38 defendants, and reached 23 convictions. In FY 2018, DOJ brought 230 human trafficking cases, charged 386 defendants, and reached 526 convictions.

While the increased numbers of trafficking prosecutions are significant, there has also been a remarkable expansion of the types of cases brought around the nation with traffickers exploiting individuals with a wide range of vulnerabilities and backgrounds, for labor or sex in an array of differing illicit enterprises and legitimate industries.

DOJ, DHS, and DOS support victims through their victim assistance specialists throughout trafficking investigations and prosecutions. Law enforcement agencies embed victim assistance specialists throughout their field offices to ensure victims encountered in the course of investigations receive the services and referrals they need. Victim assistance specialists make referrals to NGO service providers to ensure victims receive short- and long-term comprehensive services.

The number of traffickers charged at the federal level has declined in recent years, for the first time since passage of the TVPA, as federal agencies have struggled to keep pace with the resource demands of rapidly expanding anti-trafficking efforts and other enforcement priorities. The U.S. government has continued to secure record numbers of convictions. The federal government also continues to formulate innovative strategies, including mobilizing enforcement partners from related money laundering, organized crime, and narcotics initiatives, to increase its capacity to bring complex federal trafficking prosecutions.

The government continues to look for new ways to incorporate additional strategic intelligence analytics and anti-money laundering experts into bilateral investigations and prosecutions. As part of these efforts, in 2016, Treasury became an official member of the PITF. Since then, Treasury has partnered with DOJ and other law enforcement agencies to help identify and trace the cash, electronic funds, real estate and other assets, and virtual currency generated by human trafficking, in order to seize and forfeit those criminal proceeds, which may then be returned to the victims in the form of restitution.



GRAPH 1.1: INVESTIGATIONS INITIATED



Graph 1.1 DOJ, DHS, and DOS are the primary investigating agencies for federal trafficking offenses, with federal human trafficking cases prosecuted by DOJ. This graph shows the number of human trafficking investigations DOJ and DHS initiated from FY 2001 to 2010, and the number of investigations DOJ, DHS, DOS, and DoD initiated from FY 2011 to FY 2018.

Source: Attorney General's Annual Report to Congress on U.S. Government Activities to Combat Trafficking in Persons (2003-2017) and Trafficking in Persons Report (2019).

GRAPH 1.2: DEFENDANTS CHARGED



Graph 1.2 reflects the number of defendants charged each fiscal year from 2001 to 2018. In FY 2001, DOJ charged 38 defendants. In FY 2018, DOJ charged 386 defendants.

Source: Attorney General's Annual Report to Congress on U.S. Government Activities to Combat Trafficking in Persons (2003-2017) and Trafficking in Persons Report (2019).

Graph 1.3 shows the number of trafficking prosecutions DOJ initiated from FY 2001 to FY 2018. In FY 2018, DOJ brought 230 human trafficking prosecutions, a significant increase from FY 2001, when DOJ initiated 10 human trafficking prosecutions.

GRAPH 1.3: PROSECUTIONS INITIATED



Source: Attorney General's Annual Report to Congress on U.S. Government Activities to Combat Trafficking in Persons (2003-2017) and Trafficking in Persons Report (2019).

GRAPH 1.4: CONVICTIONS SECURED

Graph 1.4 reflects the number of federal convictions secured against traffickers. There was a significant increase in the number of convictions from 23 convictions in FY 2001 to 526 convictions in FY 2018.



Source: Attorney General's Annual Report to Congress on U.S. Government Activities to Combat Trafficking in Persons (2003-2017) and Trafficking in Persons Report (2019).



“

Prosecutors and agents have made significant strides to see a complex problem, coupled with a dark issue, and not back away; we are taking on the challenge. It is a privilege to work with survivors to tell their story and bring about justice.”

—
Stacie Harris

Associate Deputy Attorney General, DOJ

Human Trafficking Task Forces

Another way the U.S. government has worked to address these ongoing challenges and to strengthen prosecution efforts is through its various task force initiatives. A comprehensive response to human trafficking requires coordination and support across key sectors, in particular between law enforcement and victim service organizations. In the United States, local, multidisciplinary task forces meet regularly to share information and best practices, and to coordinate directly on cases. One notable task force initiative is detailed below.

Enhanced Collaborative Model Anti-Trafficking Task Forces

DOJ's Enhanced Collaborative Model (ECM) initiative aims to promote state and local law enforcement and service provider collaboration. In FY 2010, the Upper Midwest Community Policing Institute convened two focus groups comprised of subject matter experts, representatives of current task forces, victims' services representatives, concerned stakeholders, and federal partners. These focus groups were tasked with reexamining DOJ's task force strategy used to identify and support victims of human trafficking, conduct human trafficking investigations, and prosecute traffickers. The focus groups' recommendation led to the foundation of the ECM, which modernized DOJ's anti-trafficking task force model to incorporate lessons learned from previous task forces, including recognition of service providers' important leadership role in many task forces. In FY 2019, DOJ provided more than \$21 million in new grant awards to 15 ECM anti-trafficking task forces. DOJ is currently funding 36 task forces, as these grants provide funding for a three-year period.

In 2011, DOJ published a human trafficking task force e-guide to help multidisciplinary task forces, or those interested in establishing one, get an idea on where to start, who to have at the table, and what partnerships are important. The e-guide also illustrated how to support federal, state, and local government agencies and NGOs as they established task forces and improved existing ones. This e-guide provides foundational and operational guidance, examples of successful collaborations, and links to resources. The e-guide has expanded over the years based on feedback from the field and has helped with the development of multidisciplinary anti-trafficking task forces across the country.



ENHANCING PROTECTIONS

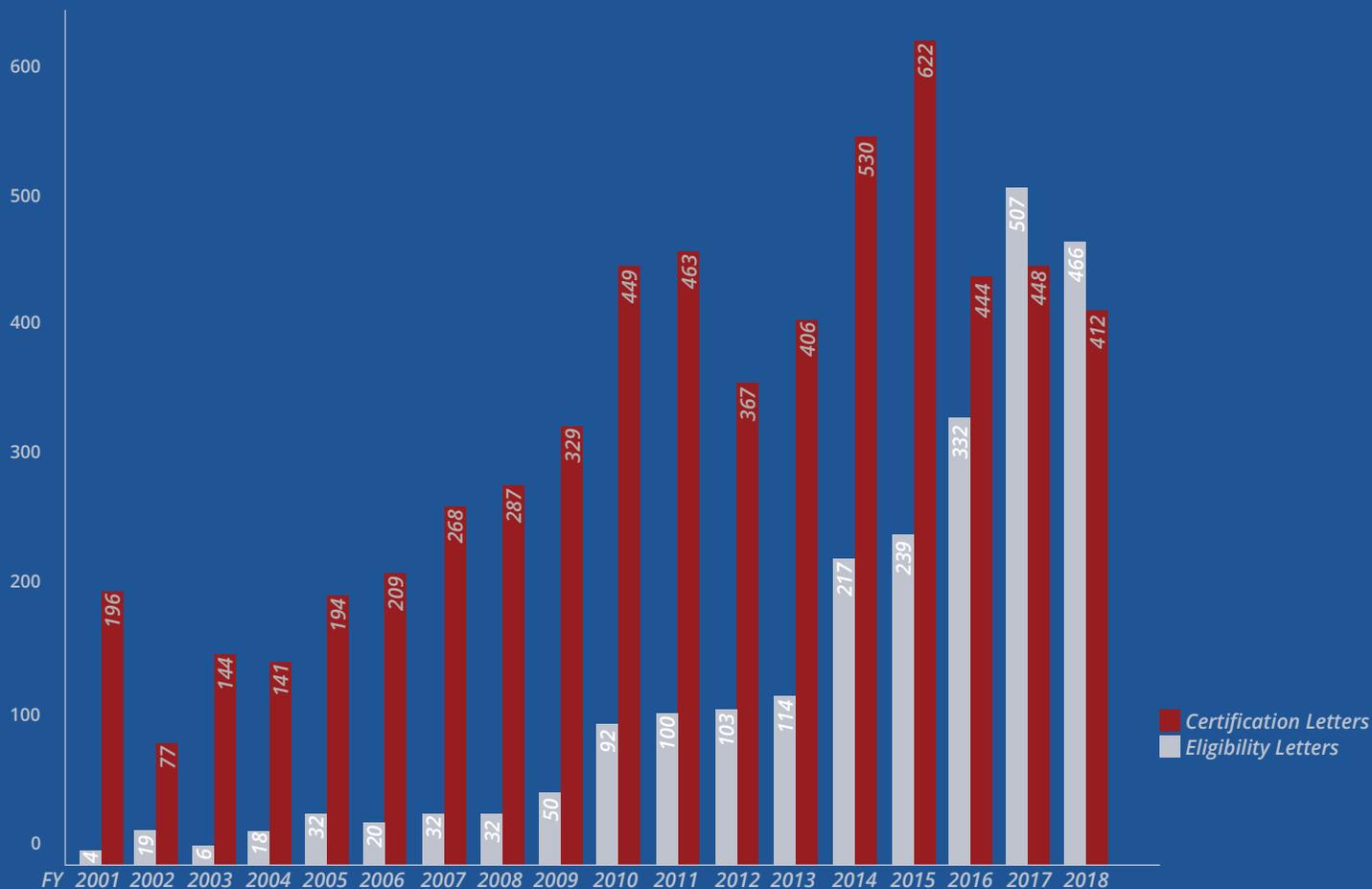
Congress, through the TVPA, mandated a designated infrastructure for federal assistance to trafficking victims. DOJ OVC's first human trafficking awards in 2003, which were authorized by the TVPA, focused on services for foreign national victims, in large part because it was believed that U.S. citizens were able to access adequate services through other existing federal programs. Relying on feedback from grantees and focus groups, grantmaking agencies changed their funding structures to include assistance to domestic victims of trafficking, who also faced barriers to accessing a broad range of services. By 2011, DOJ OVC opened its programs to serve all victims of all forms of human trafficking. This important shift in how the U.S. government understood who human trafficking victims are was also reflected in HHS's consolidation of its anti-trafficking programs into its newly established Office on Trafficking in Persons (OTIP) in 2015. The goal was for HHS OTIP to be able to assist foreign and domestic victims of trafficking and coordinate across the HHS program and regional offices.

As the U.S. government continues to evolve its protection efforts, with several key programs detailed below, the anti-trafficking movement increasingly recognizes the need to integrate with and learn from other systems, disciplines, and crime responses. A greater number of agencies and organizations are looking at what we know already about other crime responses with a longer history of service provision, such as domestic violence and child abuse, identifying the commonalities, and applying the lessons learned and pool of evidence to strengthen our anti-trafficking response. For instance, HHS launched an internal anti-trafficking campaign to: 1) galvanize leadership and program staff of different HHS divisions to address human trafficking issues in their programs and areas of research expertise; 2) leverage existing HHS funding mechanisms to better serve human trafficking victims; 3) increase domestic trafficking victim identification and service provision across HHS; and 4) map, strengthen, and streamline HHS trafficking victim service provision.

Certification and Eligibility Letters

Specific to foreign national victims of human trafficking, HHS issues Certification Letters to foreign national adult victims who have been granted Continued Presence, a T visa, or filed a bona fide T visa application that was not denied. HHS issues Eligibility or Interim Assistance Letters to foreign national children when credible information indicates they are or may be a victim of trafficking. Both letters enable the recipients to apply for federal and state benefits and services to the same extent as refugees. HHS began issuing these letters in FY 2001. Since its first year, the number of Certification Letters issued increased from 196 to 412 in FY 2018, and the number of Eligibility Letters issued increased from four to 466. These numbers mirror the growth of HHS anti-trafficking programs to identify victims and assist them in obtaining certification.

CERTIFICATION LETTERS VS. ELIGIBILITY LETTERS

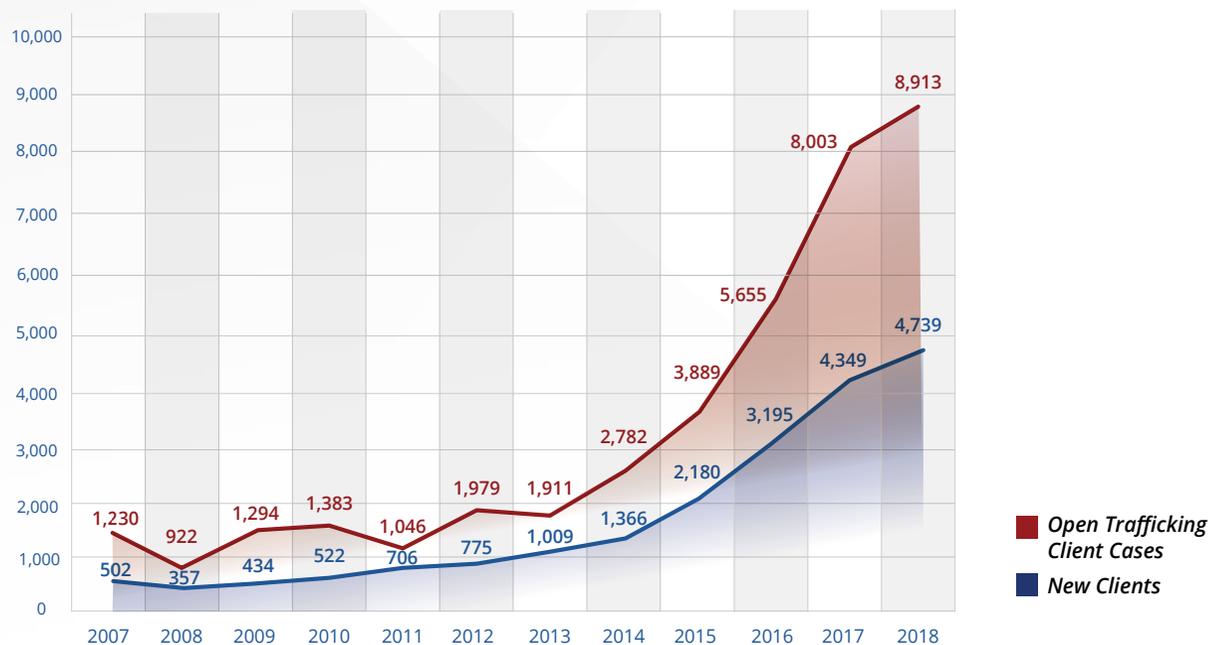


Federally Funded Victim Service Programs

DOJ OVC Funding

Since the passage of the TVPA, DOJ OVC has awarded grants to organizations that provide comprehensive or specialized services for victims of trafficking. For DOJ OVC's first award cycle in 2003, it awarded 13 anti-trafficking awards totaling \$13 million. As of January 2020, the office manages more than 240 awards totaling more than \$167 million, with awards in 46 states, one territory, and the District of Columbia. In a recent 12-month period, DOJ OVC grantees served more than 8,900 clients and trained more than 50,000 professionals on identifying and assisting human trafficking victims. In addition to direct services, some grantees provide national training and technical assistance to service providers and other stakeholders on key topics, such as housing, economic empowerment, legal services, and more. Even though the U.S. government's understanding of the crime has evolved and federal funding for services has dramatically increased, federal agencies, NGOs, and survivor advocates recognize that services are not always provided equitably for all victims of trafficking, especially for men, boys, and LGBTI individuals. To address this, DOJ OVC has emphasized to grantees the importance of partnering with other organizations with different areas of expertise to ensure they are able to offer a broad range of services to victims of all forms of human trafficking.

OVC FUNDED VICTIM SERVICES



HHS, Trafficking Victim Assistance Program

HHS first funded services for victims of human trafficking in FY 2001 when the TVPA extended eligibility for benefits and services to trafficking victims to the same extent as refugees. Between FY 2001 and FY 2005, HHS awarded discretionary grants to 28 local organizations to meet goals in two categories. Category One grants funded projects that raised awareness of human trafficking and provided case management and direct services to victims. These grants established networks of NGOs and service providers in more than 10 states. Category Two grants funded technical assistance projects to train law enforcement, social service providers, faith-based organizations, and professional associations.

HHS, TRAFFICKING VICTIM ASSISTANCE GRANT PROGRAM (TVAP)

FISCAL YEAR	VICTIMS SERVED	FAMILY MEMBERS	TOTAL SERVED	SEX TRAFFICKING	LABOR TRAFFICKING	SEX AND LABOR TRAFFICKING	TYPE OF TRAFFICKING UNKNOWN
2012	599	164	763	124	432	41	2
2013	808	339	1,147	199	545	63	1
2014	931	325	1,256	198	666	67	0
2015	1,018	503	1,521	191	730	97	0
2016	929	393	1,322	159	671	99	0
2017	1,100	431	1,531	194	796	109	1
2018	1,280	332	1,612	277	870	130	3

In FY 2006, HHS's Office of Refugee Resettlement shifted discretionary grants to a single national contract with the U.S. Conference of Catholic Bishops (USCCB) to provide comprehensive support services to victims of human trafficking. Service entities under this contract provided case management, benefit coordination, and counseling, among other services. Between April 2006 and October 2011, the USCCB contract supported 2,735 victims and eligible family members through partnerships with local service providers in U.S. states, as well as the territories of Guam and the Northern Mariana Islands. Fifty-three percent of survivors assisted were women; 75 percent were labor trafficking victims, 18 percent were sex trafficking victims, and seven percent were victims of both sex and labor trafficking.

HHS continued to make limited grant opportunities in addition to the USCCB contract. From FY 2005 to FY 2007, HHS funded Street Outreach grants to help identify victims of trafficking among populations grant organizations already served. The grants supported direct, person-to-person contact, information-sharing, counseling, and other communications between grantees and target populations. This was the first HHS grant program to reach both foreign national and domestic victims of human trafficking.

In FY 2012, HHS initiated the Trafficking Victim Assistance Grant Program (TVAP), replacing its national contract, to fund comprehensive case management services for foreign nationals who have experienced or are at risk of experiencing a

severe form of human trafficking. HHS established this grant program in FY 2012 with a cohort of three grantees who delivered services through a network of 152 local service providers and service site locations. In its first year, TVAP enrolled 763 clients. In FY 2018, this number grew to 1,612. To manage this increase in clients, and thus in demand for services across the country, TVAP now includes 181 enrolled service providers in 269 locations. From FY 2012 to FY 2018, TVAP grantees have assisted more than 6,600 victims and more than 2,400 family members with comprehensive case management services and connections to public benefits and programs.

HHS, Domestic Victims of Human Trafficking Program

Although HHS was authorized to assist domestic victims of human trafficking since the TVPA of 2000, it only began to receive appropriations to provide comprehensive case management assistance for domestic victims in FY 2014. Through the Domestic Victims of Human Trafficking Program (DVHT), HHS funds comprehensive case management, direct services, and referrals to U.S. citizens and lawful permanent residents who have experienced human trafficking. In FY 2014, HHS awarded three cooperative agreements to implement a DVHT Demonstration Program. In FY 2015, HHS funded a second cohort of DVHT Demonstration Programs to assess community needs to build capacity to connect providers and develop models that include case management and direct victim response services. As a result, HHS continued funding DVHT programs to address the needs of all domestic victims of human trafficking. The inclusion of citizens and lawful permanent residents in HHS-funded trafficking victim assistance programs further illustrates the field’s expanding knowledge of the crime. In contrast to TVAP, which has served more labor trafficking victims than sex trafficking victims, the DVHT program has served more sex trafficking victims than labor trafficking victims (based on data available since FY 2017).

HHS, DOMESTIC VICTIMS OF HUMAN TRAFFICKING PROGRAM

FISCAL YEAR	TOTAL VICTIMS SERVED	SEX TRAFFICKING	LABOR TRAFFICKING	SEX AND LABOR TRAFFICKING	TYPE OF TRAFFICKING UNKNOWN
2015	163	N/A	N/A	N/A	N/A
2016	341	N/A	N/A	N/A	N/A
2017	636	432	14	8	182
2018	1,149	971	37	21	120

WHOLE OF GOVERNMENT PREVENTION RESPONSE

An effective prevention strategy is multi-faceted and addresses the tactics of human traffickers head on. With the dissemination of accurate and targeted information, communities are better prepared to respond to the threat of human trafficking. Strategic intervention programs can reach at-risk populations before they are faced with deceitful recruitment practices of traffickers willing to exploit others for their own profit. Meaningful partnerships between public and private sectors and civil society can expand awareness, leverage expertise, and facilitate creative solutions.

For the United States, law enforcement investigations, grantee reports, and trends from the National Human Trafficking Hotline (a program discussed further below) have helped inform an evolving understanding about the populations at high risk for recruitment and victimization and the diverse sectors impacted by human trafficking. In response to this expanded understanding, a number of federal agencies have been able to restructure existing programs or launch new prevention initiatives to be more reflective of reality and traffickers' tactics.

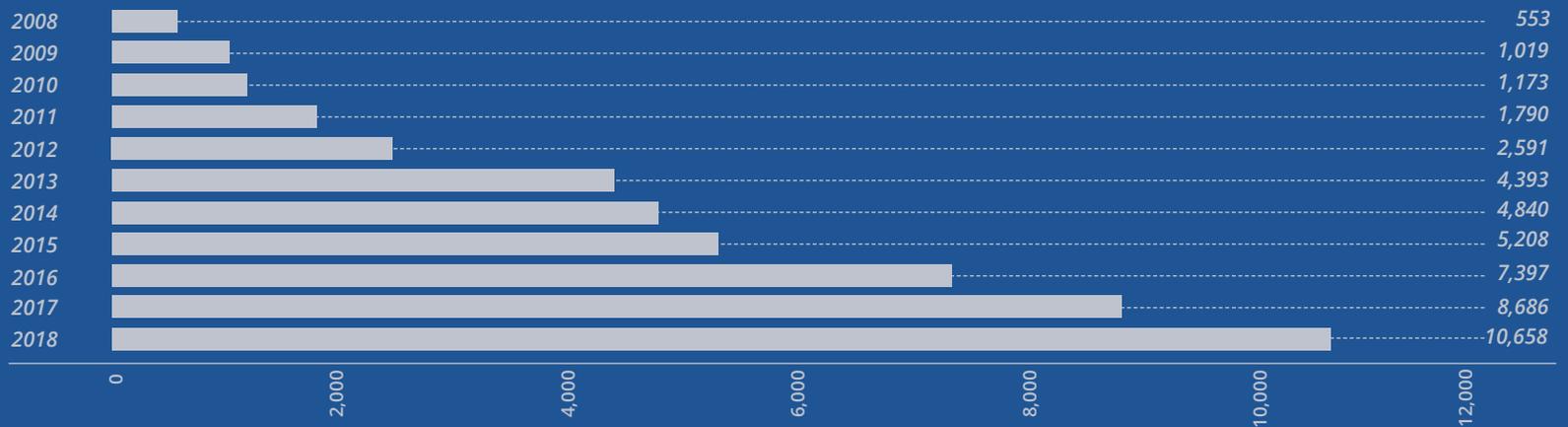
For example, HHS established a department-wide Task Force to Prevent and End Human Trafficking in 2015 to build the capacity of different HHS divisions to respond to human trafficking, initiate strategic collaboration opportunities to integrate human trafficking prevention and intervention in other relevant programs, and leverage the reach and resources across HHS divisions to benefit victims of trafficking. This task force prompted a number of changes, including new grants for certain child welfare agencies (states and tribes) to develop strategies to identify children and youth in care who may be at risk of becoming trafficking victims, and the development of strategies to prevent those children and youth from becoming victims of trafficking. HHS also integrated anti-trafficking responses into runaway and homeless youth, unaccompanied children, Native American, Federally Qualified Health Centers, and other programs addressing violence prevention.

Over time, the U.S. government and anti-trafficking stakeholders have piloted and developed new prevention measures and methods by applying experience and sharing lessons learned. Federal agencies are working to develop creative and proactive prevention programs that use risk-reduction strategies to stop human trafficking before it occurs. With information and feedback from the field and research from long-established violence prevention programs, HHS has defined a proactive prevention services approach to human trafficking as one that "provides an opportunity for agencies to partner with community-based providers to evolve, adjust, and respond to the needs of children, youth, and families in their communities before they reach a critical level of risk or danger." This approach presents an important opportunity for the U.S. government and key anti-trafficking stakeholders to collaborate on ways to improve our prevention response.

National Human Trafficking Hotline

National human trafficking hotlines, or helplines, are critical components of a comprehensive anti-trafficking response and can be a powerful instrument in combating human trafficking. Hotlines are often one of the safest and most efficient tools for callers to access emergency assistance, connect to services, and learn about available resources. They also often serve as the first point of contact for the public on human trafficking concerns. In addition to receiving tips, national hotlines can be a central repository of human trafficking data and can play a key role in advancing anti-trafficking efforts, assuming caller confidentiality is protected. Using hotline data to identify common trends, intersections with industries and government systems, and gaps in victim support can help the field develop targeted public awareness or advocacy campaigns, engagement strategies for current and potential stakeholders, and protocols for addressing weaknesses. Human trafficking hotlines have served as both the foundations of national anti-trafficking responses and drivers of progress within the field.

POTENTIAL TRAFFICKING CASES REPORTED TO THE NATIONAL HUMAN TRAFFICKING HOTLINE



In FY 2004, HHS awarded a contract to establish the first toll-free national human trafficking hotline, accessible 24-hour a day, seven days a week. From April 2004 to the end of September 2004, the hotline received more than 1,600 calls, with many of those resulting in referrals to law enforcement and NGOs. In December 2007, HHS re-launched the hotline under the management of a new NGO. Over the years, the hotline has emerged as a highly respected 24/7 trafficking victim referral crisis line that callers can reach through phone, SMS text, live online chat, or online form and receive help in English or Spanish or in more than 200 additional languages through an on-call interpreter. From December 2007 to the end of 2018, the National Human Trafficking Hotline has fielded more than 229,020 contacts resulting in 51,919 cases.

In the beginning, the hotline operated primarily as a source of information for callers, as communities across the country were being introduced to the reality of human trafficking happening locally. As communities across the United States began to understand the issue more, in part due to sustained public outreach efforts, the hotline received more substantive calls and tips. The National Human Trafficking Hotline has played a huge role in helping communities understand local trends or typologies of human trafficking. Data analysis identified new strategies for eliminating trafficking, including through partnerships with other industries and sectors as key partners. Congress institutionalized the hotline through the Justice for Victims of Trafficking Act of 2015.

Public Awareness and Outreach

Increasing public awareness and understanding about the risks and signs of human trafficking is an important piece of an anti trafficking prevention strategy. As the U.S. government’s public awareness efforts have expanded and communities’ understanding of human trafficking has developed, federal agencies have shifted focus to include building the public’s ability to safely identify potential trafficking indicators or situations. A few key federal agency public awareness and outreach campaigns are detailed on the following pages.

Look Beneath the Surface

In FY 2004, HHS initiated the Rescue and Restore campaign to increase public awareness about human trafficking. In its first five years, the campaign generated 200 million media impressions throughout the country with a focus on altering the media's framing of human trafficking from being solely an international crime to also being a domestic problem. The campaign also provided reporter guidelines to maintain victim security and promote ethical communication. It recruited more than 1,000 local and 75 national partners and formed coalitions in 19 cities.

HHS RESCUE & RESTORE CAMPAIGN/ LOOK BENEATH THE SURFACE CAMPAIGN

FISCAL YEAR	POTENTIAL VICTIMS SCREENED	PEOPLE EXPOSED TO CAMPAIGN	TOTAL VICTIMS IDENTIFIED
2008	167	247,094	60
2009	378	39,989	214
2010	707	221,199	505
2011	613	120,895	443
2012	1,055	59,347	634
2013	1,088	55,780	763
2014	1,374	1,294,650	569
2015	2,741	7,923,868	515
2016	3,730	23,929,320	543
2017	2,547	18,195,368	481
2018	867	8,100,021	559

In FY 2006, HHS awarded contracts for “intermediary coalitions” to expand the work of local anti-trafficking coalitions in 17 cities/states which were established through the Rescue and Restore Public Information Campaign. Intermediary entities served as focal points for local outreach and identification of victims of human trafficking.

In FY 2016, HHS changed the name of the outreach campaign to the Look Beneath the Surface (LBS) campaign based on feedback from survivors of trafficking, changes in federal legislation expanding target populations for outreach, and

emerging research and data points. HHS developed the LBS campaign to complement other federal efforts and to target audiences specific to the HHS mission, including health care providers, child welfare system, runaway and homeless youth, Native American programs, and community and faith-based organizations. Through the LBS campaign, HHS works with grantees and partners to raise awareness of human trafficking and the factors that make certain populations more at-risk. The campaign also empowers health care providers and faith-based and community organizations to help identify individuals who may be experiencing trafficking and connect them with services by calling the National Human Trafficking Hotline.

The Look Beneath the Surface Trafficking Regional Anti-Trafficking Program funds anti-trafficking projects to build community anti-trafficking capacity to raise awareness on the dangers of trafficking, identify victims, leverage non-federal resources, connect victims to services, and prevent human trafficking through partnerships with federal, state, tribal, and local governments and NGOs.

Blue Campaign

In 2010, DHS launched the Blue Campaign, a national public awareness campaign, designed to educate the public, law enforcement, and other industry partners to recognize the indicators of human trafficking, and how to appropriately respond to possible cases. Through the Blue Campaign, DHS works to raise public awareness about human trafficking, leveraging partnerships and existing resources to educate the public to recognize human trafficking and report suspected instances to law enforcement. The Blue Campaign also works in collaboration with DHS components to offer general awareness training to law enforcement and other stakeholders nationwide to increase understanding and detection of human trafficking.

In 2012, DHS and the Department of Transportation (DOT), recognizing the unique role airline personnel can play in identifying and preventing potential human trafficking cases, launched the Blue Lightning Initiative (BLI) as an element of the Blue Campaign. BLI provides human trafficking training tailored for aviation personnel with anonymous in-flight and on the ground reporting methods to report suspicions to law enforcement. Since then, BLI has developed the aviation industry into an important anti-trafficking partner by garnering 32 partners, including U.S. commercial airlines, airports, industry associations, and training institutes, and training more than 100,000 aviation personnel.

As the Blue Campaign has grown, it has been able to increasingly incorporate input from trafficking survivors and other partners to develop new educational awareness products, including toolkits for the transportation sector and faith-based communities. Congress recognized the important role the Blue Campaign has in elevating public awareness about human trafficking and passed the Department of Homeland Security Blue Campaign Authorization Act of 2017. In February 2018, President Trump signed the bill into law, which officially authorized the Blue Campaign.

Transportation Leaders Against Human Trafficking

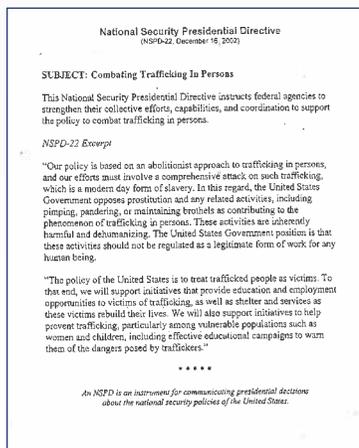
DOT has been working since 2012 to deter, detect, and disrupt human trafficking by working with stakeholders across all modes of transportation through its Transportation Leaders Against Human Trafficking (TLAHT) initiative. TLAHT is comprised of transportation and travel industry stakeholders working jointly to maximize their collective

impact in combating human trafficking. Through TLAHT, DOT offers a variety of online resources, including a transportation leaders' pledge, counter-trafficking strategies, training resources, and public awareness materials. To raise public awareness, TLAHT provides mode-specific public awareness materials, tailored to the transportation industry. More than 75 pledges have been signed by urban and rural transit agencies, trucking and bus companies, rail, modal associations, ports, and state departments of transportation from across the country.

National Security Presidential Directive 22 and Addressing Demand

Since 2002, with the issuance of NSPD-22 on Combating Trafficking in Persons, federal policy has asserted that prostitution is considered inherently harmful and dehumanizing and is not considered a legitimate form of work. This Directive is consistent with almost all state and local laws through the United States. The federal government opposes prostitution and any related activities, including pimping,

The National Security Presidential Directive (NSPD-22) on Combating Trafficking in Persons was issued December 16, 2002 and instructed federal agencies to strengthen their collective efforts, capabilities, and coordination to support the policy to combat trafficking in persons. It covered policy principles, the structure of coordination among agencies, and a plan of action.



pandering, or maintaining brothels as contributing to the phenomenon of trafficking in persons. This Directive also acknowledged the link between commercial sex and human trafficking by noting that the procurement of commercial sex can fuel the demand for sex trafficking and the procurement of commercial sex runs the risk of facilitating or supporting human trafficking, regardless of whether prostitution is legal or criminalized in a country. Federal policy on prostitution is rooted in research regarding the high levels of violence and trauma experienced by adults and children in several countries.

Preventing Forced Labor in Public Procurement

One area of focus that has developed over recent years is the importance of preventing and addressing forced labor in supply chains, including public procurement. Research has shown that there are some 16 million individuals held in forced labor in the private economy. Attention to this issue gained momentum when media stories drove Congressional and other government interest and raised questions and concerns as to whether or not government contractors were exploiting workers overseas. There was a coalescence around the view that the U.S. government as the single largest purchaser of goods and services in the world could have a major influence preventing forced labor in global supply chains. Action followed with guidance in the DOS Procurement Information Bulletins; Executive Order 13627 Strengthening Protections Against Trafficking in Persons in Federal Contracts in 2012; Title 17 of the National Defense Authorization Act; Ending Trafficking in Government Contracting in 2013; expanded and strengthened regulatory requirements imposed by the Federal Acquisition Regulation in 2015 and 2019; and Office of Management and Budget Guidance on Risk Management Best Practices and Mitigation Considerations in 2019. All sought to strengthen protections against human trafficking in U.S. government contracts.

Department of Defense Procurement Efforts

In 2004, following the issuance of NSPD-22, DoD issued two policy letters supporting U.S. government efforts to combat trafficking in persons. Shortly after, DoD created the U.S. government's first mandatory General Awareness Training on Trafficking in Persons for all military personnel. In 2005, DoD added a new statute to the Uniform Code of Military Justice prohibiting the purchase of sex.

In 2006, after a Multi-National Forces Iraq Inspection found widespread deceptive hiring practices and excessive recruitment fees, substandard worker living conditions at some sites, circumvention of Iraqi immigration procedures by contractors and subcontractors, and widespread confiscation of passports of third country national workers in Iraq, General George Casey issued a Fragmentary Order addressing labor trafficking. The order instructed contractors and subcontractors to return the passports of all workers serving the military in Iraq. It also set out standards for housing and living space for the thousands of civilian workers in Iraq and Afghanistan. This order was one of the first U.S. government agency actions to address human trafficking in government contracting.

That same year, DoD added a Trafficking in Persons Clause to the Defense Federal Acquisition Regulation Supplement, which affirmed that DoD contractors will comply with federal trafficking in persons laws and policies. DoD also strengthened its anti-trafficking efforts by establishing its Combating Trafficking in Persons Program Management Office (CTIP PMO) to serve as DoD's point of contact for interagency action on trafficking in persons and appointed a

Program Manager for the office. The new program manager fortified the program by writing the first DoD Instruction on Combating Trafficking in Persons.

In 2008, DoD developed a specialized training on trafficking in persons for Investigative Professionals, designed to train the military criminal investigative organizations, security forces, and military police, who may be first on the scene when suspected trafficking is reported. In 2012, DoD brought together more than 40 points of contact in components across DoD to establish the DoD-wide CTIP Task Force. The following year, the task force drafted a five-year DoD Strategic Plan for Combating Trafficking in Persons. DoD also developed a specialized training for DoD acquisition personnel using actual cases of forced labor in government contracting to illustrate how DoD acquisition personnel may encounter trafficking in persons in DoD procurement contracts.

In 2014, DoD establish the first CTIP Program Manager position in Afghanistan, where U.S. troops are supported by thousands of other country nationals. The Program Manager in Afghanistan serves as a liaison between CTIP PMO in Washington and Commanders in the field. The program manager also regularly conducts spot checks and audits of working conditions and living quarters to ensure that contractors and subcontractors are complying with all trafficking in persons laws and policies.

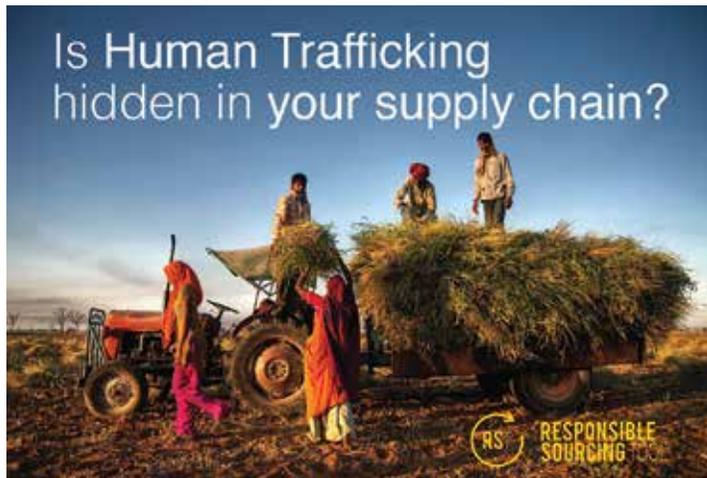
Recent efforts to prevent forced labor in public procurement in DoD include the development of a Leadership Training and Toolkit, which gives Commanders information on human trafficking, including fact sheets and frequently asked questions, trafficking in persons laws and policies, a reference sheet for working with Judge Advocates when credible information of human trafficking is reported, and specialized information on trafficking in their area of responsibility.

Responsible Sourcing Tool

DOS worked with NGOs and other agencies to develop risk management tools to assist acquisitions personnel, federal contractors, and others to better understand and manage their supply chains. In particular, in May 2016, the TIP Office and the supply chain management NGO Verité, worked in collaboration with other U.S. government agencies and NGO partners, to develop the Responsible Sourcing Tool (www.responsiblesourcingtool.org), an online platform designed to help users visualize and better identify, prevent, and address the risks of human trafficking in their supply chains, and to develop comprehensive risk-management systems. The website currently contains research on 11 key sectors and 43 commodities at risk of trafficking or trafficking related activities, 10 comprehensive risk management tools, and two sets of tailored tools for the seafood and the food and beverage sectors. Since the launch of the site in May 2016, Responsible Sourcing Tool has received more than 34,000 visitors from 161 different countries.

DOL Bureau of International Labor Affairs Technical Assistance and Reports

For more than 20 years, DOL's Bureau of International Labor Affairs (ILAB) has managed technical assistance programs, published reports, and conducted policy engagement to combat forced labor. DOL ILAB funded its first anti-trafficking project in Thailand in 1995 and since then has expanded its programming to some of the most challenging environments and sectors in the world—from deep sea fishing in Indonesia and brick kilns in Nepal to cocoa farming in Côte d'Ivoire and Ghana. DOL ILAB projects have helped build the capacity of governments to combat labor abuses and identify millions of children in the worst forms of child labor—including child trafficking.



Left: The Responsible Sourcing Tool is a free resource for any company that wishes to better identify, prevent, and address the risks of forced labor in their supply chains. Backed by extensive research, www.responsiblesourcingtool.org allows users to visualize risk through an interactive map and download a multitude of risk-management tools.

Since 1993, DOL ILAB has published more than 45 Congressionally mandated and Presidential Directive reports on child labor, forced labor, and human trafficking—covering approximately 150 countries—that have assisted interagency partners to address their own mandates, informed diplomatic engagement with foreign governments, and supported business efforts to reduce child labor and forced labor in supply chains.

DOL ILAB’s flagship reports on child labor and forced labor comprise more than 1,000 pages of research—available as a mobile app, Sweat & Toil. These reports correspond to Congressional mandates and include DOL’s List of Products Produced by Forced or Indentured Child Labor as required by Executive Order 13126 of 1999, List of Goods Produced by Child Labor or Forced Labor as required by the TVPRA of 2005, and Findings on the Worst Forms of Child Labor as required by the Trade and Development Act of 2000. DOL ILAB’s reports, especially the Lists of Products and Goods, play an essential role in ensuring the U.S. government does not import goods made from the labor of trafficking victims or indentured child laborers and that federal procurement dollars do not go towards supporting a shadow economy based on such abusive practices.

Comply Chain

To help businesses mitigate risks of child labor and forced labor in supply chains, DOL ILAB developed in 2017 a mobile app called Comply Chain, which is available in English, French and Spanish. This app was developed to provide companies with information about child labor and forced labor, and most importantly, about the kinds of systems that need to be put in place to combat these problems. Comply Chain contains modules on developing social compliance systems ranging from stakeholder engagement to code of conduct provisions, from auditing to remediation and reporting. Multinational corporations, including U.S. businesses, use this app and DOL research to conduct supply chain risk assessments and to help them identify and remediate labor rights abuses related to child labor and forced labor.

Principles to Guide Government Action to Combat Government Action Human Trafficking in Global Supply Chains

The concept that governments can make an appreciable difference only grew over the years. DOS worked with counterparts in the United Kingdom, Canada, Australia, and New Zealand to develop a set of non-binding core principles to guide government action to combat human trafficking in global supply chains. These Principles to Guide Government Action to Combat Government Action Human Trafficking in Global Supply Chains were released by DOS on behalf of the five governments at a trafficking event at the UN General Assembly in 2018. The Principles center on four key areas: promoting responsible procurement policies by governments; strengthening government-private sector engagement to enhance companies' due diligence efforts; advancing responsible recruitment practices; and striving for harmonization among relevant policies, regulations, and laws. The Principles helped galvanize the United States and other governments to commit to leveraging their spend on goods and services in the marketplace and provided a framework on which all countries can build a strategy to take effective action to prevent and eradicate human trafficking from public and private sector supply chains.

Research and Data Collection

Research has been an integral vehicle for enhancing the U.S. government's understanding of the multifaceted nature of human trafficking and guiding its anti-trafficking policies and programs. Research has also led the anti-trafficking community to rethink existing assumptions and examine new approaches to combat human trafficking. Over the last decade the U.S. government has funded research focused on labor and sex trafficking in every global area. There has been research on a myriad of topics related to human trafficking, including victim services, law enforcement actions, and methods of prevention.

There have also been significant research evaluation studies to measure program effectiveness, impact, and potential for replication. Research has started to make inroads and close knowledge gaps in our understanding about human trafficking. For example, research funded by DOJ has begun to track trafficking within the United States and has uncovered effective techniques for both finding victims and improving law enforcement responses to these victims. In FY 2016, HHS established the Human Trafficking Data Collection Project to measure progress in prevention, protection, and assistance to victims of trafficking and to expand interagency procedures to collect, organize, and analyze data.

Though this report will not attempt to cover the breadth of federally funded research and data collection initiatives over the last two decades, federal agencies have kept track of all their human trafficking-related projects in a publicly available research chart: www.state.gov/research

Civil Responses to Human Trafficking

Civil enforcement of federal laws continued to be a significant component of the government's anti-trafficking efforts. Over the years, law firms, NGO service providers, and trafficking survivors have increasingly pursued civil enforcement options and have pushed the U.S. government to expand and strengthen them. These additional avenues have consistently proven to be essential tools for survivors to attain relief and hold accountable traffickers who would otherwise not been held accountable.

DOL Investigations

DOL investigates complaints and conducts targeted civil labor investigations involving workers in industries and sectors known to be vulnerable to labor trafficking, including agriculture, landscaping, hotels, seafood, and reforestation. Through the DOL Wage and Hour Division's (WHD) and Occupational Safety and Health Administration's (OSHA) civil enforcement, in particular, DOL partners with federal law enforcement agencies around the identification and referral of potential instances of trafficking in persons and the calculation of restitution amounts for victims. Because many wage and hour and workplace safety investigations take place in industries that employ vulnerable workers, DOL WHD and DOL OSHA are often the first federal agencies to contact these workers and detect exploitation in the workplace.

Equal Employment Opportunity Commission

The Equal Employment Opportunity Commission (EEOC), which enforces federal employment discrimination statutes, investigates charges on behalf of and seeks compensation for victims of trafficking who have also been subjected to employment discrimination. When force, fraud, or coercion are used to compel labor or exploit workers, traffickers and employers may be violating not only criminal laws but also the anti-discrimination laws enforced by the EEOC. Whether or not a criminal trafficking prosecution is pursued in a case, civil enforcement and litigation of anti-discrimination laws can be important to vindicating federally protected rights and obtaining remedies for victims. The EEOC also conducts extensive outreach on the intersection of trafficking and employment discrimination laws.

Civil Right of Action

The TVPRA of 2003 contained a new provision allowing victims of certain TVPA violations to independently file a federal civil suit seeking civil damages, which creates an additional way to hold traffickers accountable. In 2008, the law was reauthorized to expand this provision to apply to all TVPA offenses. The ability to file civil lawsuits for monetary damages has proven critical to allowing survivors of human trafficking to seek justice. From the TVPRA of 2003's passage through October 2018, trafficking survivors have filed 299 civil causes of action, with the vast majority filed by survivors of labor trafficking. Just over half of these cases have resulted in judgments for plaintiffs or public settlements. Yet the number of plaintiffs filing federal civil suits alleging violations of the TVPA remains low. In 2018, plaintiffs filed 31 civil suits nationwide, a slight increase from 29 in 2017, and 25 in 2016.

United States v. Liu

DOL WHD's Kansas City District Office referred a complaint regarding a domestic worker who had contacted the office to the United States Attorney and the FBI. The victim stated she was a native of the Philippines brought to the United States in early March 2011 on a B-1 visa by Hsien Hsien "Jacqueline" Liu, Director General for Taipei Economic and Cultural Office, after signing a contract in the Philippines agreeing to work for \$1,240 per month. She resided with Ms. Liu at her private residence and worked as a maid, gardener, and cook. The victim indicated that upon her arrival, Ms. Liu took her passport and visa information and indicated the victim did not need her papers while she was in the house. The victim stated that once she arrived, Ms. Liu told her she would be paid \$450 in cash per month and that if she complained, Ms. Liu would have her deported. The victim stated that she worked six days per week, totaling approximately 84 hours per week. The information DOL WHD provided resulted in an investigation of Ms. Liu that ultimately led to her arrest and guilty plea in November 2011. During the investigation, a second domestic worker who had worked for Mrs. Liu was discovered and located in the Philippines. \$80,000 in back wages were computed and recovered for the two women. Ms. Liu is awaiting sentencing and will be deported immediately afterwards.

EEOC v. Henry's Turkey Service

In 2013, a jury awarded EEOC damages totaling \$240 million—the largest verdict in the federal agency's history—for disability discrimination and severe abuse. Henry's Turkey Service subjected a group of 32 men with intellectual disabilities to trafficking, severe abuse, and discrimination for a period between 2007 and 2009, after 20 years of similar mistreatment. The men, from Texas, had been transferred from a residential care facility to a work site in Iowa. The owners and staffers of Henry's Turkey then subjected the workers to abusive verbal and physical harassment, restricted their freedom of movement, and imposed other harsh terms and conditions of employment such as requiring them to live in deplorable and sub-standard living conditions and failing to provide adequate medical care when needed.

EEOC v. Trans Bay Steel, Inc.

In December 2006, the EEOC announced a major litigation settlement with Trans Bay Steel, Inc. for an estimated \$1 million in total monetary relief and compensation for 48 welders of Thai descent who were discriminated against and exploited due to their national origin. The EEOC charged that the class of Thai nationals, contracted under H-2B visas by Trans Bay and a third party agency, were held against their will, had their passports confiscated, had their movements restricted, and were forced to work without pay. Additionally, some workers were confined to cramped apartments without any electricity, water, or gas. At least 17 of the workers were told if they tried to leave the location where they were being forcibly held, the police and immigration officials would be called to arrest them. The workers had paid exorbitant “fees” to the recruiting company which kept them in involuntary servitude. They eventually escaped.

Other Notable Developments

Department of Education's Guide on Human Trafficking in America's Schools

In January 2015, the Department of Education (ED) released a guide to help schools identify potential victims, protect students, and work with partners in their efforts to prosecute traffickers. This guide has helped school personnel recognize they are uniquely well-positioned to identify and report suspected abuse and connect students to services—actions that can prevent human trafficking—and has shown school communities across the country how they can be a potential advocate for child victims of human trafficking by learning the indicators of the crime, its warning signs, and how to respond to potential trafficking situations. ED continues to work with other federal, state, and local agencies to develop and disseminate this guide along with other key resources. As part of ED's commitment to continue building the education sector's and school communities' roles in combating human trafficking, ED has developed a department-wide plan to support human trafficking for FY 2020, including updating its guide.

National Intelligence Estimate on Trafficking in Persons

The Intelligence Community published in 2018 the first-ever National Intelligence Estimate on Trafficking in Persons, highlighting the national security threats posed by this transnational crime. DOS INR was a core member of the Intelligence Community's Global Human Trafficking Estimative Analysis Team and was the principal drafter of the National Intelligence Estimate.

Memex

DoD's Defense Advanced Research Projects Agency developed an anti-trafficking technology tool called "Memex." Memex is designed to help intelligence agencies, law enforcement officers and others perform online investigations to catch human traffickers. The goal of Memex is to understand the footprint of human trafficking in online spaces, whether open web or "dark web." Memex identifies online behavioral signals in these spaces that help detect potential trafficking situations. The tool is now being used by law enforcement agencies across the United States to develop increasingly sophisticated responses to human trafficking online.

Department of Transportation's Advisory Committee on Human Trafficking

DOT established the Advisory Committee on Human Trafficking on October 3, 2018, with the Secretary's appointment of 15 members representing aviation, maritime, trucking, rail, transit, and bus; including industry and labor. The committee's final report includes recommendations for the Department, U.S. Congress, states, private industry, NGOs, and local transportation authorities. The report will be shared with state governors and state departments of transportation.

Financial Crimes Enforcement Network Advisory on Human Trafficking

Treasury uses its financial expertise, authorities, and tools to integrate human trafficking into illicit finance priorities, identifying human trafficking networks and countering the financial operations of those networks, and building partnerships to support efforts to combat the illicit financing of human trafficking. In 2014, Treasury published an advisory on identifying human trafficking indicators for the financial industry, which assisted financial institutions in identifying the movement of human traffickers' funds and supported law enforcement investigations that used financial intelligence generated as a result of the advisory. From August 1, 2018 to August 31, 2019, Treasury received 10,881 suspicious activity reports alleging human trafficking, with large depository institutions continuing to be the most prominent filers.

Public-Private Partnership Advisory Council to End Human Trafficking

The Trafficking Victims Protection Act of 2017, enacted on December 21, 2018, established the Public-Private Partnership Advisory Council to End Human Trafficking. The first set of council members was announced during the PITF meeting in October 2019. The Council exists to formulate assessments and recommendations to ensure that the policy and programming efforts of the federal government conform to the best practices in the field of human trafficking prevention and rehabilitation and aftercare of human trafficking victims. It will pay particular attention to the provision of services for victims.

ROLE OF INTERNATIONAL ORGANIZATIONS

Multilateral engagement has played an important role to establish new international norms and exchange information on emerging trends, promising practices, and challenges, and facilitate international cooperation on human trafficking.

As stated earlier, the United States played a leading role in the negotiation of the Palermo Protocol while the U.S. Congress crafted the Trafficking Victims Protection Act. The United States was one of the first signatories to the Palermo Protocol on December 2, 2000, and subsequently ratified it on November 3, 2005, following the advice and consent of the U.S. Senate. Both seminal documents provided a foundation for DOS's anti-trafficking engagement in a variety of multilateral settings.

Initially, attention centered on the UN General Assembly, the UN Human Rights Council, the UN Commission on Crime Prevention and Criminal Justice, and the UN Conference of the Parties to the Convention against Transnational Organized Crime. Over the years, DOS's anti-trafficking efforts quickly expanded to the International Labor Organization (ILO), the Organization of American States (OAS), the Organization for Security and Co-operation in Europe (OSCE), the Group of Seven, the Association of Southeast Asian Nations (ASEAN), the Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime (Bali Process), and more recently the UN Security Council, the International Maritime Organization (IMO), the Food and Agriculture Organization (FAO), the International Civil Aviation Organization (ICAO), and Asia-Pacific Economic Cooperation (APEC), to name a few.

DOS introduced its first anti-trafficking resolution at the 2005 United Nations Commission on the Status of Women (CSW) titled "Eliminating Demand for Trafficked Women and Girls for all Forms of Exploitation" (Resolution 49/2). The resolution, drafted by DOS's TIP Office, garnered 50 co-sponsors and was groundbreaking in that it marked the first



President George Bush, September 23, 2003: "The American government is committing \$50 million to support the good work of organizations that are rescuing women and children from exploitation, and giving them shelter and medical treatment and the hope of a new life. I urge other governments to do their part." Photo courtesy George W. Bush Presidential Library & Museum.

time the CSW had made the important link between trafficking in women and girls and commercial sexual exploitation. Resolution 49/2 has since led to greater attention within the UN system to the issue of demand for commercial sex and its nexus to human trafficking.

In 2010, at the fifth session of the Conference of the Parties to the UN Convention against Transnational Organized Crime, DOS introduced a resolution on "Implementation of the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations against Transnational Organized Crime" (CTOC/COP/2010/Resolution 5/2), which among other things, also had an emphasis on demand with a focus on all forms of human trafficking.

In the context of the OSCE, DOS contributed to the securing of a series of significant political commitments from participating States over the past few years to address human trafficking comprehensively. For example, the State Department, including the TIP Office, contributed substantially to the development and eventual adoption in 2013 of the Addendum to the OSCE Action Plan to Combat Trafficking in Human Beings at an OSCE Ministerial Council Meeting held in Ukraine. As a result of DOS's contributions, the OSCE became the first multilateral organization to adopt an Action Plan that includes strong commitments on such topics as: responsible procurement of goods and services for governments as well as for OSCE institutions; preventing domestic servitude in diplomatic households; and undertaking preventive measures for the tourism and transportation sectors, including training for airline staff. Following up on these commitments, DOS's TIP Office contributed financial as well as technical support,

*Ambassador Richmond delivered
keynote address at the 2019 OSCE
Alliance against Trafficking in
Persons Conference in Vienna.
Photo by: Ruth Pojman.*



along with the Office of the Chief of Protocol, for the development of the Handbook on How to Prevent Human Trafficking for Domestic Servitude in Diplomatic Households and Protect Domestic Workers, which is available on the OSCE website: <https://www.osce.org/handbook/domesticservitude?download=true>. More recently, the TIP Office also contributed significantly to a project addressing government procurement of goods and services, which included the development of the Model Guidelines on Government Measures to Prevent Trafficking for Labour Exploitation in Supply Chains. With its policies and procedures to prevent human trafficking in its own institutional procurement of goods and services, the OSCE is at the forefront of other multilateral organizations in this area.

DOS DRL and the TIP Office were extensively involved in the development of several ILO standards as part of DOL-led U.S. delegations. The State Department contributed to the drafting of the 2011 Domestic Workers Convention (C189) and its supplementing Recommendation (R201), including the addition of specific provisions related to the adoption of codes of conduct for diplomatic personnel to help prevent abusive practices toward domestic workers. In 2014, DOS similarly was also involved in the drafting of the Protocol to the Forced Labor Convention of 1930 (P029). This Protocol is noteworthy because it reaffirms the definition of forced labor, contained in the 1930 Forced Labor Convention, and it also stipulates, for the first time, that the measures referred to in the Protocol include action against trafficking in persons.

One of the U.S. government's more recent engagements with the UN on human trafficking was within the UN Security Council. The rapid spread of ISIS and Boko Haram and their well-publicized kidnapping and use of young women and girls as sex slaves shocked the world. In December 2015, during the U.S. presidency of the Security Council, the U.S. Ambassador to the United Nations put the issue of human trafficking on the Council's agenda as a security issue for the first time. The Council heard directly from Yazidi human trafficking survivor Nadia Murad, who recounted the devastating impact of ISIS on her, her family, and her community. The Council also called on the international community to bring ISIS members to justice in the International Criminal Court. Ms. Murad subsequently became the UN Goodwill Ambassador for the Dignity of Survivors of Human Trafficking and was one of two recipients of the 2018 Nobel Peace Prize. Within the UN, this special session led to mainstreaming human trafficking in the UN's operations in conflict and post-conflict zones and two subsequent Security Council resolutions in 2016 and 2017.

ROLE OF CIVIL SOCIETY

The role and contributions of civil society—to include NGOs, faith-based organizations, human trafficking survivors, the media, and academia—to the anti-trafficking movement cannot be overstated. Advocates have long championed both the anti-trafficking cause and the protection of vulnerable people; they have facilitated public discourse and demanded action. Around the world, such advocacy has often come at a heavy price as anti-trafficking and labor rights advocates have faced harassment, threats, and violence from criminals and sometimes governments themselves. Members of civil society have pushed governments at the tribal, local, regional, and federal levels to exercise their powers to prevent trafficking, protect victims, and prosecute the traffickers. Civil society has been at the forefront of advocating for the creation and implementation of comprehensive policies, victim-centered laws, and targeted interventions. Members of civil society have worked to expose myths and misconceptions and press for greater data and evidence-based research. Often the first place of refuge for victims of human trafficking, NGOs and faith-based groups have identified victims, provided referrals to the proper authorities, and provided comprehensive services. Proactive community-driven measures have strengthened protections for those whom traffickers are likely to target and weakened criminals' abilities to infiltrate, recruit, and exploit individuals. Over the last two decades, the growth of such organizations combating human trafficking has expanded exponentially, with Polaris's Global Modern Slavery Directory recording some 2,977 organizations in 201 countries to date.

Faith-based leaders have long played a vital role in combating human trafficking; they have raised awareness among their congregations, provided services to victims, spoken out for marginalized communities, and lobbied for victims' rights. On December 2, 2014, leaders representing Anglican, Buddhist, Catholic, Hindu, Jewish, Orthodox, and Islamic faiths met for the first time in history to sign a declaration pledging to end modern slavery and calling for action

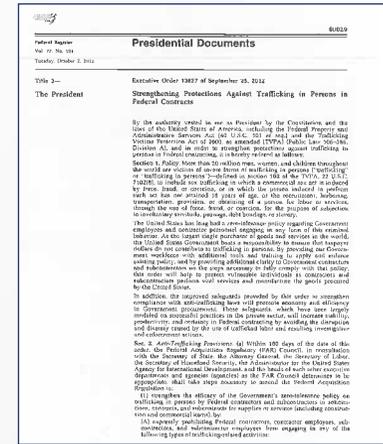


Religious leaders from around the world met at the Vatican on December 2, 2014, to sign the historical Declaration of Religious Leaders against Modern Slavery to inspire spiritual and practical action by all global faiths and people of good will to eradicate modern slavery around the world by 2020 and for all. AP Photo/L'Osservatore Romano

against it as a moral imperative. These leaders urged their followers to work to find ways to end human trafficking. Religious leaders continue to galvanize and use their extensive reach and influence to combat human trafficking.

As noted earlier, researchers, reporters, and investigative journalists have exposed human trafficking crimes, crystalized trends, and brought high profile attention to situations of exploitation and enslavement rendering inaction and complacency among those in power impossible. The media has played an enormous role in shaping perceptions and guiding the public conversation around the crime. Researchers have affected policy by their research on areas such as abusive recruitment practices leading directly to new policies, rules, and regulations. Academics have also heightened awareness about topics ranging from trauma and child soldiers, and the vulnerabilities of homeless youth to trafficking, to the intersection between environmental degradation and human trafficking. Data experts, statisticians, and methodologists have brought their expertise to bear on improving human trafficking data collection, distribution, and reliability while researchers have sought to improve upon program and impact evaluations. Research over the years has also heightened attention on particular countries and specific sectors forcing governments and businesses alike to enhance their risk mapping, monitoring, and remediation practices. Overall, research documenting forced labor in the private economy and the billions of dollars it generates each year has raised the level of concern ensuring greater attention by both consumers and corporate leaders.

ROLE OF THE PRIVATE SECTOR AND CONSUMERS



*Executive Order 13627
Strengthening Protections Against
Trafficking in Persons in Federal
Contracts laid the foundation for
government regulatory efforts
to prevent and address human
trafficking in U.S. government
contracts. The USG also sought to
lead by example, especially when
encouraging the private sector
to conduct due diligence in their
supply chains.*

In the private sector, the awareness of the risk of forced labor in global supply chains, as well as a commitment to preventing and addressing it, has evolved over the decades. Leading companies have responded to government action and civil society concerns by not only becoming more forthcoming about the challenges of addressing forced labor in their operations, but also by embracing their responsibility in facing those challenges. Responsible businesses are implementing good policies, codes of conduct, and oversight mechanisms throughout their operations. Over time, business coalitions and consortiums have been created or expanded to share promising practices, due diligence tools, and resources, and agree upon policies to enhance worker protections like prohibiting worker-paid recruitment fees.

Mandated due diligence and supply chain transparency legislation, which have taken root in California and in several other countries, have created greater urgency among the business community, including at the executive level, to identify human trafficking risks and strengthen monitoring and evaluation processes of their supply chains. The United States' Tariff Act of 1930, which prohibits the importation of goods made wholly or in part with forced labor, and the Trade Facilitation and Trade Enforcement Act of 2015, which granted further enforcement authority to counter the importation of goods made with forced labor, have reinforced the need for improved due diligence in the private sector. In addition, Executive Order 13627 on Strengthening Protections Against Trafficking in Persons in Federal Contracts, Title 17 of the National Defense Authorization Act of 2013, and the Federal Acquisition Regulation on Ending Trafficking in Persons have all provided an additional impetus to businesses and federal contractors to better identify trafficking risks and strengthen their monitoring of their global supply chains.

Investors too have elevated their attention to the risks of forced labor in global supply chains, signaling to business this a priority for them, and in some cases have used shareholder resolutions as a tool to influence corporate decision-making.

In part as a result of NGO advocacy and effort, consumers have also become more concerned about the products and services they are buying and, as a result, are demanding more transparency about business practices and enhanced worker protections in supply chains.

Photo left to right

The plaque and medallion for the 2019 Presidential Award for Extraordinary Efforts To Combat Trafficking in Persons ahead of the award ceremony. Photo by: Ariana Holly.

President Trump honors Kendis Paris of Truckers Against Trafficking and the Responsible Business Alliance in 2019.



RECIPIENTS OF THE PRESIDENTIAL AWARD FOR EXTRAORDINARY EFFORTS TO COMBAT TRAFFICKING IN PERSONS

2019

Kendis Paris for her trailblazing leadership of Truckers Against Trafficking and her sustained efforts to transform the nation's transportation sector by catalyzing professionals in the trucking and bussing industries to combat human trafficking.

Responsible Business Alliance for its innovative work and leadership with the global business community to push an industry-wide change to enhance worker protections, transform the market for ethical recruitment practices, and promote strong management systems to prevent human trafficking and trafficking risks in global supply chains.



Photo left to right

Representatives of the Coalition of Immokalee Workers with their Presidential award in 2015. Representatives of Students Opposing Slavery with their Presidential award in 2016, along with Ambassador Susan Coppedge and representatives of President Lincoln's Cottage.

2018

Minal Patel Davis for her innovative efforts and unparalleled leadership in crafting and pioneering the City of Houston's comprehensive and collaborative approach to combating human trafficking, which represents a model for municipalities across the nation and around the world.

William Woolf III for his sustained dedication and achievements in combating human trafficking by employing a victim-centered approach to transform law enforcement efforts, and equipping communities and front-line responders to more effectively address and prevent human trafficking.

2016

Students Opposing Slavery for sustained leadership and efforts to inform, inspire, and empower the next generation by raising awareness and building a network of students across the United States and around the world dedicated to ending modern slavery.

Dr. Christopher White and the Defense Advanced Research Projects Agency for unparalleled leadership and dedication in developing new and powerful technologies to enhance the capacity of U.S. law enforcement, military, and intelligence entities to dismantle human trafficking enterprises and bring traffickers to justice.

2015

The Coalition of Immokalee Workers for pioneering a zero-tolerance program that puts workers and social responsibility at the center, and has eradicated human trafficking in the farms that participate in its Fair Food Program.



Photo left to right

Representatives of the Coalition to Abolish Slavery & Trafficking with their Presidential award in 2014. Ms. Florrie Reed Burke with her Presidential award in 2013, along with Ambassador Luis CdeBaca and TIP Office staff.



2014

The Coalition to Abolish Slavery & Trafficking for extraordinary efforts to provide comprehensive services to survivors of modern slavery, its bold leadership on behalf of and in partnership with survivors to advocate for robust anti-trafficking policies and laws, and its unwavering mission to empower survivors by building a community network and helping leaders thrive.

2013

Carlson for its demonstrated commitment and corporate leadership in combating modern slavery through the adoption and promotion of business practices that seek to protect victims of human trafficking, and the development of proactive measures to train employees and encourage its partners and the broader business community to take a stand against human trafficking.

Florrie Reed Burke for her sustained dedication and unparalleled leadership in combating modern slavery through the development and delivery of comprehensive services, the empowerment of survivors to move from slavery to independence, and the transformation of policy to eradicate all forms of human trafficking.

TIP REPORT HEROES

Through the annual TIP Report, the TIP Office has long sought to recognize those individuals around the world who have devoted their lives to the fight against human trafficking, often at great personal risk.

Since 2004, the TIP Report has dedicated a section of the report to such heroes, which quickly became a popular staple of the Report. These individuals have represented more than 70 different countries and include NGO workers, lawmakers, government officials, survivors of human trafficking, and concerned citizens committed to ending human trafficking. In the early years, they were called “Heroes Acting to End Modern-day Slavery” and recognized solely in the Report.

In 2009, the Department of State began inviting the TIP Report Heroes to come to the United States to be recognized by the Secretary of State at the public launch of the TIP Report. Later, the TIP Office teamed up with DOS’s Bureau of Educational and Cultural Affairs, which developed an Invitational Visitor Leadership Program for the Heroes. During this program, the Heroes met with their counterparts working in Federal agencies and in civil society in Washington, DC. Within a few years, DOS invited the Heroes to travel to other U.S. cities where they met with local anti-trafficking NGOs and task forces for informational exchanges. Over the years, they have visited cities such as Cincinnati, Los Angeles, Denver, Miami, and New York, among others.

Photo top left to right

2012 TIP Report Heroes at the TIP Report rollout ceremony. 2019 TIP Report Heroes with Secretary of State Michael Pompeo, Advisor to the President Ivanka Trump, and Ambassador John Richmond.



U.S. Department of State
International Information Programs

HEROES

THEIR BLOGS | BLOG | RESOURCES | ABOUT | SOCIAL MEDIA

MEET THE HEROES

Explore all the Heroes! Use the filters below to check out where and how they work, or view by cities to make connections between heroes working all over the globe.

SHOW BY REGION: ALL COUNTRIES: ALL YEARS: ALL HEROES

SEARCH: HEROES BY NAME OR COUNTRY

A grid of approximately 100 small portrait photos of diverse individuals, representing the TIP Report Heroes.

A TIP Report Heroes Network was established in 2012 in partnership with the Department of State and the National Underground Freedom Center in order to enable these TIP Report Heroes to better connect with one another, learn more about their respective work, and share resources, videos, publications, and blog posts.

FOCUS FOR THE FUTURE

The TVPA of 2000 established a comprehensive approach to addressing human trafficking for the United States. The first two decades of implementing the TVPA has been a time to build a framework both with and outside government to better understand and confront this crime and to test different approaches of applying the 3P paradigm—prosecution, protection and prevention.

Global estimates of human trafficking over the years, including the latest ILO figure of 24.9 million people around the world at any given time, have been powerful in elevating awareness and grasping the enormity of the problem.

At the same time, the 2019 TIP Report included estimates derived from data provided by foreign governments and other sources indicating that only 85,613 trafficking victims were identified globally in 2018. When compared to the ILO estimate, this represents 0.3 percent of all the victims in the world. Such statistics serve as a stark reminder of how much critical work is yet to be done. Governments and civil society are compelled to continue combating all forms of trafficking. Over the next few decades, policymakers and advocates alike will look to scale proven interventions and strategies while continuing to innovate and find new solutions to eradicate human trafficking.

Good measurement of the scale and scope of the crime as well as evaluation of anti-trafficking efforts should undergird our future efforts. In many cases, however, the quality and quantity of human trafficking data collected is inadequate for implementing accurate prevalence estimates. Not only are tailored methodologies needed to refine measurements, but data collection will also need to be customized as traffickers' modus operandi often differ. Thus piloting different methodologies, such as multi-systems estimation, or the network scale up model, and focusing on

different industries or specific geographic areas will likely lead to more helpful prevalence measures. For example, survey instruments designed to measure the number of adults compelled to work in agricultural fields will not be effective to measure boys exploited in the commercial sex industry. Methods of recruiting, grooming, and coercing victims will differ and thus researchers will need to design qualitative and quantitative research tools to deliver the best outcomes depending on the type of trafficking being studied.

By conducting measurements before an intervention—whether launching an awareness campaign, training health care providers, providing victim services, or improving the criminal justice system—and then measuring or evaluating again, using the same methodology, funders and implementers can demonstrate whether their intervention achieved its objectives. Knowing which interventions are effective in which context in turn will allow for the scaling of the successful interventions and repurposing of efforts that are not having an impact. Overall, this work will also require systematic program evaluations to ensure that anti-trafficking policies, programs, and initiatives are having a measurable impact.

PROSECUTION

Looking ahead, the goal should be to increase human trafficking investigations, prosecutions, and convictions, across all forms of trafficking, while also ensuring that training instills a victim-centered and trauma-informed approach and is tailored to different types of cases and their unique characteristics. The 2019 Trafficking in Persons Report noted a 42 percent drop in global prosecutions over the last four years. The number of new human trafficking prosecutions in the United States has fluctuated from year to year; from 2017 to 2018, the United States experienced a decrease of 36.5 percent in federal prosecutions.

Identifying trafficking cases requires intentionality. Since 2011, globally, the majority of victims identified have experienced sex trafficking (76 percent). Similarly, for the past 20 years in the United States, the majority of federal prosecutions have been sex trafficking cases (88 percent). To identify and prosecute forced labor cases, investigators will need to be trained to find those cases and work with prosecutors to establish strong foundations for prosecution. Training could also focus on prosecutorial strategies to achieve notable penalties and avoid defaulting to lesser charges under administrative or other labor violations.

In the United States, establishing specialized human trafficking investigative units and prosecution units dedicated to following through with federal human trafficking prosecutions has proven effective. Announced on the 10th anniversary of the TVPA, the Anti-Trafficking Coordination Team (ACTeam) Initiative was designed to create interagency teams of federal agents and federal prosecutors. In the districts in which ACTeams work, prosecutions rose by 119 percent, compared to 18 percent in non-ACTeam districts during the same period of time. This is a model that could be scaled in the United States and adopted in other cities around the world. In addition to advancing these models in more places, it would be beneficial if other jurisdictions also opted to further expand the victim-centric, trauma-informed, and culturally appropriate model to prosecution.

In addition to increased enforcement, anti-trafficking legislation warrants expansion and improvement in many

regions of the world to ensure governments hold traffickers accountable. For example, laws should prescribe sentences that include adequate jail time; suspended sentences, fines, administrative penalties should not stand in lieu of imprisonment. Further, when sex trafficking cases involve children under 18 years old, force, fraud, or coercion need not be proved. There is no exception to the rule that a child engaged in commercial sex is a trafficking victim and the offense must be prosecuted as human trafficking.

PROTECTION

Over the past 20 years, the care that service providers have provided to victims and survivors has evolved to become more victim-centered and trauma-informed. Yet, globally, the availability of comprehensive quality care for victims remains lacking, in particular access to both short- and long-term housing that is specific to trafficking victims and responsive to the needs of both children and adults. The next evolution in protection is to design services that are individualized for each victim such that each survivor can flourish. Individualized plans could be further developed with expanded comprehensive services so that survivors have their unique needs met while all survivors can count on access to appropriate shelter, medical and mental health care, legal services, and employment and training. Such services need to be tailored in length, duration, and approach based on the requirements of the survivor. Individualized plans will require additional time and resources but will allow survivors to thrive.

In looking to the future, non-penalization and vacatur are two complementary principles that should be further promoted. Victims of human trafficking deserve justice and protection—not blame and punishment; they should never be arrested, fined, or incarcerated for the unlawful acts their traffickers force them to commit.

Traffickers may compel their victims to commit crimes because traffickers know the likelihood that they will be caught and held accountable is very low. To protect victims and hold traffickers accountable, law enforcement and prosecutors should screen for potential victims before arresting or deporting potential victims. The criminal justice system in many places needs to ensure there are provisions in place to vacate the criminal convictions of trafficking victims and expunge their records so that they can move on without the burden of a criminal record as they seek future employment and/or education opportunities. Non-penalization and vacatur are thus essential to prevent further harm to survivors and help them reclaim and rebuild their lives.

PREVENTION

Prevention and educational efforts can be further tailored for targeted audiences. For example, SOAR (Stop, Observe, Ask, Respond) has been a model for health care professionals. Curricula to help children and youth resist exploitation by better understanding risk factors and identifying indicators of trafficking and knowing how to respond. These and other types of prevention education should be promulgated across sectors and education levels.

Further, education efforts should expand to include certifications or coursework in human trafficking at the post-secondary level. This allows students to explore careers in the anti-trafficking field or integrate their learnings in other

sectors. The work of fighting trafficking demands a variety of skills and talents and an increased number of eyes and ears in the field will serve to enhance detection and prevention of human trafficking.

Over the last two decades, there have been other notable developments such as efforts to prevent child sex trafficking online or legislation to prevent forced labor through due diligence requirements, public procurement regulations, and bans on the importation of goods made from forced labor.

Moving forward, the focus must be on the implementation of such policies, regulations, laws, and/or initiatives. In the case of the online sexual exploitation of children, the low financial cost of the criminal enterprise, coupled with its low risk and high profitability, are driving its rapid growth globally. Governments, international organizations, and NGOs must work together to reverse this trend by establishing or expanding community-based Internet safety educational measures; examining ways to include prevention and deterrence messages to potential buyers of commercial sex; and developing and enhancing outreach and educational efforts for children and parents on these specific threats.

In the case of global supply chains, the future for business is transparency and traceability as both investors and consumers continue to signal concerns about forced labor. For governments, the future is responsible procurement and increased oversight, particularly for contracts in high-risk areas, where workers' vulnerabilities are heightened. In addition, governments can take action to require and incentivize the private sector to increase transparency and due diligence efforts through mandated due diligence, public reporting, and bans on worker-paid recruitment fees and the importation of goods made with forced labor. The implementation of greater data-driven, metrics-based approaches with evidence-based research and impact evaluations will also be beneficial in determining which policies and regulations are having the greatest impact.

Finally, the voices of those who have survived human trafficking are vital to establishing effective and comprehensive strategies that advance all prosecution, protection, and prevention efforts. In the coming decade, survivor voices should be at the core of any comprehensive response to combating human trafficking. Survivors know firsthand what is needed to improve government anti-trafficking responses and their input is key to ensuring policies reflect perspectives that only those with a lived experience can provide. Their input into policy and program development is essential and should be elevated at the federal, state, and local level and with other foreign governments.

AMBASSADORS



Nancy Ely-Raphel (2001-2002)

Nancy Ely-Raphel served as Senior Advisor on Trafficking to Secretary of State Colin L. Powell from 2001-2002 and as the first head of the newly established Office to Monitor and Combat Trafficking in Persons. Ambassador Ely-Raphel oversaw the creation and organization of the office and its foundational policies and led the State Department's efforts to implement the recently enacted Trafficking Victims Protection Act of 2000. Over the first year, she led her small staff to stand up the first Presidential Task Force meeting and the first Senior Policy Advisory Group (predecessor to the SPOG) meeting. She also obligated the TIP Office's first set of anti-trafficking funds and rolled out the Office's first TIP Report. Beyond embassy input, she oversaw a process to integrate NGO input into the annual TIP Report where she invited 150 organizations to submit information on trafficking in persons.

Prior to leading the TIP Office, she served as the U.S. Ambassador to Slovenia from 1998-2001 and held several other senior State Department positions during her civil service career, including Coordinator for the Balkans, Principal Deputy Assistant Secretary of State for Democracy, Human Rights and Labor, and Assistant Legal Adviser for African Affairs. In all these roles, she worked to promote human rights and democracy around the world, whether by combating trafficking in persons, addressing humanitarian concerns in the former Soviet Union, developing a legal assistance program for political detainees in South Africa, or drafting the document that formed the basis for the Constitution adopted by the first democratically elected government in Namibia.

Ambassador Ely-Raphel is enjoying her retirement.



John R. Miller (2002-2006)

John R. Miller led the Office to Monitor and Combat Trafficking in Persons from 2002-2006 as Director and, beginning in 2004, as the first Ambassador-at-Large. He served under both Secretaries of State Colin L. Powell and Condoleezza Rice. Leading the TIP Office, Ambassador Miller furthered implementation of the TVPA and led the effort as SPOG Chair to formalize the process to exchange information across the U.S. government on anti-trafficking programs to encourage collaboration and avoid duplication of effort in the field. He also played an instrumental part in working with the White House on a National Security Presidential Directive on Combating Trafficking in Persons. He also challenged governments on the importance of addressing demand for victims of sex trafficking, including supporting the UN's first anti-demand resolution at the Commission on the Status of Women, supporting research on demand within the United States, raising awareness of child sex tourism, and overseeing the TIP Office's first public-private partnership with Carlson Companies to advance the Code of Conduct for the Protection of Children from Sexual Exploitation in Travel and Tourism.

Prior to joining the Office, Ambassador Miller was Chairman of the Board of the Seattle-based Discovery Institute, an organization devoted to research and writing on international affairs, trade, defense, science, economics, technology, and transportation. From 1985 to 1993, Ambassador Miller served in the U.S. House of Representatives from the state of Washington. He held a seat on the House Committee on International Relations, served as a member of the Congressional Human Rights Caucus, and worked to further the struggle of Eastern European countries to gain freedom from the then-Soviet Union.

Ambassador Miller passed away in 2017. (Please see In Memoriam section for more on his vibrant life.)



Mark P. Lagon (2007-2008)

Mark P. Lagon was Ambassador-at-Large to Monitor and Combat Trafficking in Persons and served under Secretary of State Condoleezza Rice from 2007-2008. Ambassador Lagon prioritized implementation of the Trafficking Victims Protection Act and its 2008 reauthorization, coordinated U.S. foreign assistance funding to support NGOs' global anti-trafficking efforts, raised global awareness on reducing migrant workers' vulnerability to human trafficking, and promoted corporate social responsibility initiatives. Ambassador Lagon also believed in advancing U.S. interests in multilateral venues. He extended the office's anti-trafficking engagement into various UN and regional fora such as the Organization for Security and Co-operation in Europe and the Organization of American States. Ambassador Lagon successfully co-led the first U.S. delegation to appear before the UN Committee on the Rights of the Child on the status of U.S. implementation of two optional protocols supplementing the Convention on the Rights of the Child. Prior to leading the TIP Office, Ambassador Lagon served as Deputy Assistant Secretary of State for International Organization Affairs from 2004-2007 with lead responsibility for UN-related human rights

and humanitarian issues, UN administration and reform, and the Bureau's public diplomacy and outreach programs. From 1999 to 2002, he served on the Republican staff at the Senate Foreign Relations Committee, with particular responsibility for the State Department authorization bill, international organizations, economic sanctions, human rights, and broadcasting and public diplomacy.

Ambassador Lagon is currently the Chief Policy Officer at Friends of the Global Fight Against AIDS, Tuberculosis and Malaria, as well as a Distinguished Senior Scholar in the Walsh School of Foreign Service, Georgetown University.



Luis CdeBaca (2009-2015)

Luis CdeBaca was Ambassador-at-Large to Monitor and Combat Trafficking in Persons and served under Secretaries of State Hillary Rodham Clinton and John F. Kerry from 2009-2015. With the longest tenure as Ambassador to the TIP Office, Ambassador CdeBaca expanded the reach of the TIP Report to nearly all countries, including adding the United States, and demonstrated leadership on new issues like the intersection of human trafficking and environmental issues, including by highlighting endemic abuses in the global fishing industry and abuses of domestic workers by diplomats. He also oversaw the invigoration and growth of the interagency coordination process and prioritized efforts to prevent forced labor in supply chains through both the consumer and federal procurement lenses. He also sought to elevate understanding of and support for victims' journeys towards being survivors with the freedom to choose their own futures. Under his leadership, the first multi-year Congressionally mandated Child Protection Compact Partnership was negotiated to effectively address child trafficking in all its forms in concert with the government of Ghana.

Before joining the Department of State, he served as Counsel to the House Committee on the Judiciary, where his portfolio for Chairman John Conyers, Jr. included national security, intelligence, immigration, civil rights, and modern slavery issues. Ambassador CdeBaca also served as a federal prosecutor at the Department of Justice where he prosecuted human trafficking cases, as well as money laundering, organized crime, and hate crimes. He served as lead trial counsel in the largest involuntary servitude prosecution in U.S. history involving the enslavement of more than 300 Vietnamese and Chinese workers in a garment factory in American Samoa.

Ambassador CdeBaca is Director of Justice Programs at Chambers Lopez Strategies and is Senior Fellow in Modern Slavery at Yale University's Gilder Lehrman Center for the Study of Slavery, Resistance, and Abolition, where he serves as a Visiting Lecturer in Law at Yale Law School.



Susan Coppedge (2015-2017)

Susan Coppedge was Ambassador-at-Large to Monitor and Combat Trafficking in Persons from 2015 to 2017 and served under both Secretaries of State John F. Kerry and Rex W. Tillerson. She provided pivotal support to stand up the inaugural United States Advisory Council on Human Trafficking, comprising survivors of human trafficking, and championed survivor engagement and leadership roles as an integral part of successful public policy to fight human trafficking. Ambassador Coppedge also advocated for improved laws and policies to ensure trafficking victims, whether children or adults, would not be held criminally responsible for their involvement in unlawful activities that were a direct result of their victimization. She also raised with the National Association of Attorneys General the importance of putting systems in place at the state level to vacate, or expunge, the criminal records of such trafficking victims. In addition, Ambassador Coppedge demonstrated continued U.S. leadership to combat child trafficking by concluding two new Child Protection Compact Partnerships, and led the creation of the TIP

Office's Congressionally mandated Program to End Modern Slavery and made the first \$25 million funding decision in 2017, which was matched quickly with an equal pledge by the United Kingdom.

Ambassador Coppedge previously served for 15 years as Assistant United States Attorney in the Northern District of Georgia where she prosecuted more than 45 human traffickers in federal cases and assisted more than 90 trafficking victims.

Ambassador Coppedge is a Managing Director and head of Nardello & Co.'s Atlanta office.



John Cotton Richmond (2018-Present)

John Cotton Richmond is the current Ambassador-at-Large to Monitor and Combat Trafficking in Persons. Ambassador Richmond leads the United States' global engagement to combat human trafficking and supports the coordination of anti-trafficking efforts across the U.S. government. During his tenure thus far Ambassador Richmond has championed a comprehensive approach to combating all forms of human trafficking and the need for increased accountability and an end to impunity for traffickers. He has prioritized funding for prevalence estimates that are targeted, whether by industry or geography, and that can serve to both scale interventions that are effective and discontinue those that fail.

Prior to his current position, Ambassador Richmond co-founded the Human Trafficking Institute, a nongovernmental organization that seeks to decimate modern slavery at its source by empowering police and prosecutors to use victim-centered and trauma-informed methods to hold traffickers accountable and ensure survivors are treated with dignity. Richmond also served as a federal prosecutor for 10 years at the U.S. Department of Justice's Human Trafficking Task Force, where he investigated and prosecuted numerous victim-centered labor and sex trafficking cases throughout the United States. He is an expert to the UN Working Group on Trafficking in Persons. He worked on the ground in India as part of the U.S. Justice Mission's anti-slavery work.

“

*...so monstrous is not a political issue; it is
...erative, and a human responsibility. This is
...till modern-day abolitionists. And this is why
the rest of us should join them.”*

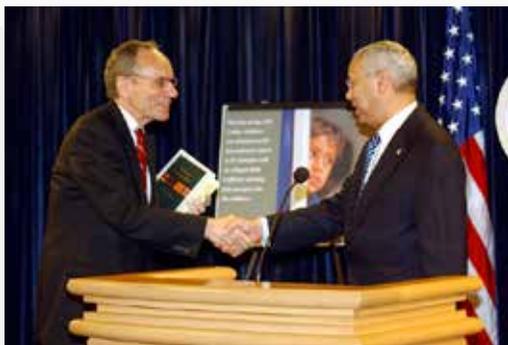
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Richard Holbrooke, 2008

– 2018)

American politician who was elected to 16 terms to serve as a U.S. Representative from 1987 until her death in 2018. The only woman to ever chair the House of Representatives, Representative Slaughter was known to be a fierce advocate for women's rights and health as well as for medical research, neurology, and genetic research. Her work resulted in her co-authoring the Violence Against Women Act of 2000 that expressed concern regarding trafficking in persons and girls, reflecting her determination to elevate the issue. She also focused on strengthening child welfare responses to child abuse through the Improving Opportunities for Youth in Foster Care Act of 2002, the 2000 TVPA and its 2003 and 2005 Reauthorizations. This section highlights some of her advocacy, legislative achievements, and legacy, specifically related to the trafficking issue.



*Photo Credit: Louise McIntosh Slaughter, Photographic print, b/w (gelatin silver print).
Collection of the U.S. House of Representatives.*



John R. Miller (1938 – 2017)

Ambassador John R. Miller was an American diplomat, former Congressman, former Army infantry officer, and author who dedicated his life to serving his community and made a lasting impact. He served as U.S. Congressman from Washington State's First Congressional District, Assistant Attorney General for Washington, Vice President and Legal Counsel for the Washington Environmental Council, Seattle City Councilman, and Chairman of the Board of the Seattle-based Discovery Institute; and he taught at George Washington University, Yale University, and at Yeshiva High School in Seattle. A longstanding champion and crusader of human rights, while in Congress he promoted human rights in China, improvement of life for Soviet Jews, and liberation for people in the old Warsaw Bloc. President George W. Bush in 2002 appointed him to lead the government's effort to combat trafficking in persons. He led the TIP Office from 2002 to 2006 as Office Director and the first Ambassador-at-Large to Monitor and Combat

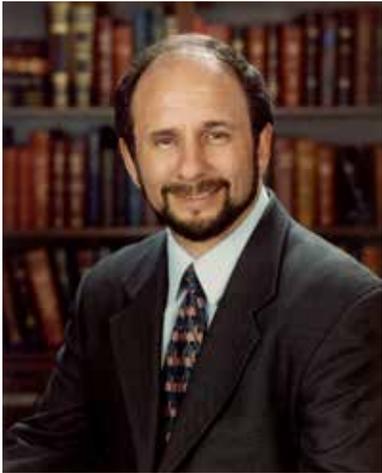
Trafficking in Persons. At the start of his tenure at the TIP Office, the human trafficking issue was a little known phenomenon but under his leadership, the Office grew in stature and significance. He dedicated his talents and energy to doing everything he could to eradicate human trafficking, including raising awareness of the crime, addressing the demand for trafficking, and building a global abolitionist movement. On a more granular scale, he campaigned against the use of children as camel jockeys and elevated awareness of child sex tourism. On a more personal level, his staff remembers him as a tall, lanky, and generous fellow with an effusive grin, someone who was a modern-day abolitionist championing the cause of eradicating human trafficking, and someone who left an indelible imprint on the DNA of the TIP Office. Even journalists noticed this hard-charging individual who was definitely not shy; journalist Nicholas Kristof described Ambassador Miller in a 2004 article "Stopping the Traffickers" as bludgeoning foreign governments, telling them to curb trafficking or face sanctions. In his last stage of his career, Ambassador Miller wrote *The Man Who Could Be King* a compelling novel about one of his own great heroes, George Washington.



Richard Holbrooke (1941 – 2010)

Ambassador Richard Holbrooke was an American diplomat and author. Many are familiar with his storied history in Vietnam, his service as one of the youngest Assistant Secretaries in history, his central role in ending the Balkan wars, his service as Ambassador to the United Nations, and, his work as Special Representative for Afghanistan and Pakistan. But few people know about Richard Holbrooke's heartfelt commitment to fighting modern slavery. In 2009, while serving as Special Representative for Afghanistan and Pakistan, Ambassador Holbrooke learned of a group of workers in Pakistan who were being held in debt bondage. He did not dismiss their plight as a local dispute or write them off to an entrenched social system in Pakistan or resist raising the issue during his critically important security discussions with the Pakistani government. Rather, Ambassador Holbrooke cajoled, worked the phones, convened meetings, and energized the bureaucracies of two countries through sheer force of will. The result of this whirlwind activity

was that almost 200 people, who had been held captive through force and threats, were free because of his personal and sustained intervention. This was not an isolated incident. Throughout his career, Ambassador Holbrooke saw not only the geopolitical stakes in negotiations but also the people that mattered, even in a hidden issue like modern slavery.



Paul Wellstone (1944 – 2002)

Senator Wellstone was an American academic, author, and politician who represented Minnesota in the United States Senate from 1991 until he was killed in a plane crash in 2002. A conscience of the Senate, he championed labor rights, campaign finance reform, and health care issues among others. Senator Wellstone was known to be a voice for the vulnerable and an inspiration to many whether it was supporting the rights of victims of domestic violence or elevating the issue of mental illness. To the TIP Office, he will always be best known for being the sponsor of the original Trafficking Victims Protection Act. It was because of Senator Wellstone that federal law allows us to focus on the psychological coercion that the garment factory owner used to hold his victims in bondage. It was because of Senator Wellstone that the dozens of witnesses who testified—and the hundreds more who stood ready to tell their story—were able to remain in the United States through the “T visa” program for victims of trafficking and get refugee-like services through the Department of Health and Human Services. And in the following years, it was because of Senator Wellstone that the survivors were able to bring their families to the United States and begin their new lives.

Photo Credit: U.S. Senate Historical Office.

20 ACTIONS IN 2020

Anyone can join in the fight against human trafficking. Here are 20 ideas to consider acting on in the year 2020.

- 1** Learn the **indicators of human trafficking** on the TIP Office's website (<https://www.state.gov/identify-and-assist-a-trafficking-victim/>) or by taking a training. Human trafficking awareness training is available for individuals, **businesses, first responders, law enforcement, educators**, and federal employees, among others.
- 2** If you are in the United States and believe someone may be a victim of human trafficking, call the 24-hour National Human Trafficking Hotline at 1 888 373 7888 or report an emergency to law enforcement by calling 911. Trafficking victims, whether or not U.S. citizens, are eligible for services and immigration assistance.
- 3** Be a conscientious and informed consumer. Find out more about who may have picked your tomatoes or made your clothes at [ResponsibleSourcingTool.org](https://www.responsible sourcing tool.org), or check out the Department of Labor's **List of Goods Produced by Child Labor or Forced Labor**. **Encourage companies** to take steps to prevent human trafficking in their supply chains and publish the information, including supplier or factory lists, for consumer awareness.
- 4** Volunteer and support anti-trafficking efforts **in your community**.
- 5** Meet with and/or write to your **local, state, and federal** elected officials to let them know you care about combating human trafficking and ask what they are doing to address it.
- 6** Be well-informed. Set up a web alert to receive current human trafficking news. Also, check out **CNN's Freedom Project** for more stories on the different forms of human trafficking around the world.
- 7** Host an awareness-raising event to watch and discuss films about human trafficking. For example, learn how modern slavery exists today; watch an investigative documentary about sex trafficking; or discover how forced labor can affect global food supply chains.
- 8** Organize a fundraiser and donate the proceeds to an **anti-trafficking organization**.
- 9** Encourage your local schools or school district to include human trafficking in their curricula and **develop protocols** for identifying and reporting a suspected case of human trafficking or responding to a potential victim.
- 10** Use your social media platforms to raise awareness about human trafficking, using the following hashtags: **#endtrafficking, #freedomfirst**.

- 11** Think about whether your workplace is trauma-informed and reach out to management or the Human Resources team to urge implementation of trauma-informed business practices.
- 12** Become a mentor to a young person or someone in need. Traffickers often target people who are going through a difficult time or who lack strong support systems. As a mentor, you can be involved in new and positive experiences in that person's life during a formative time.
- 13** Parents and Caregivers: Learn how human traffickers often target and recruit youth and who to turn to for help in potentially dangerous situations. Host community conversations with parent teacher associations, law enforcement, schools, and community members regarding safeguarding children in your community.
- 14** Youth: Learn how to recognize traffickers' recruitment tactics, how to safely navigate out of suspicious or uncomfortable situations, and how to reach out for help at any time.
- 15** Faith-Based Communities: Host awareness events and community forums with anti-trafficking leaders or collectively support a local victim service provider.
- 16** Businesses: Provide jobs, internships, skills training, and other opportunities to trafficking survivors. Take steps to investigate and prevent trafficking in your supply chains by consulting the **Responsible Sourcing Tool** and **Comply Chain** to develop effective management systems to detect, prevent, and combat human trafficking.
- 17** College Students: **Take action** on your campus. Join or establish a university club to raise awareness about human trafficking and **initiate action** throughout your local community. Consider doing one of your research papers on a topic concerning human trafficking. Request that human trafficking be included in university curricula.
- 18** Health Care Providers: **Learn** how to identify the indicators of human trafficking and assist victims. With assistance from local anti trafficking organizations, extend low cost or free services to human trafficking victims. Resources from the Department of Health and Human Services can be found on their website.
- 19** Journalists: The media plays an enormous role in shaping perceptions and guiding the public conversation about human trafficking. Seek out some **media best practices** on how to effectively and responsibly report stories on human trafficking.
- 20** Attorneys: Offer human trafficking victims legal services, including support for those seeking benefits or special immigration status. **Resources** are available for attorneys representing victims of human trafficking.

See the online version of this list, which includes links to resources, at: www.state.gov/j/tip.

CLOSING NOTE

The modern movement to combat human trafficking began with the prescience and persistence of the sponsors and drafters of the Trafficking Victims Protection Act and negotiators of the Palermo Protocol. They were influenced by the many stakeholders who advocated for robust legislation that would bring justice to traffickers and protect victims.

We herald the passion and perseverance of early implementers and innovators. Because of their efforts, there are many notable developments to celebrate on this 20th anniversary of the TVPA—too many to account in one report.

We selected a dark blue report cover, which symbolizes devotion and loyalty in the U.S. heraldic tradition, to honor all the stakeholders—those named and unnamed—who have been dedicated to combating trafficking in persons. Our hope is that this refreshing of our collective memory will serve to spur on the movement.

Looking ahead, by seeking Freedom First together, we will work to prevent the crime, traffickers will be held to account, victims will be protected, and survivors will be able to thrive.



Photo by: © International Labour Organization/Ouseph



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