



**ASSESSMENT OF  
U.S. GOVERNMENT  
EFFORTS TO  
COMBAT  
TRAFFICKING  
IN PERSONS**

**SEPTEMBER 2006**

**Assessment of U.S. Government Efforts to Combat  
Trafficking in Persons in  
Fiscal Year 2005**

September 2006

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## **I. Introduction**

*Human trafficking is an offense against human dignity, a crime in which human beings, many of them teenagers and young children, are bought and sold and often sexually abused by violent criminals. Our nation is determined to fight and end this modern form of slavery.*

--President George W. Bush, January 2006

Trafficking in persons (“TIP”) is a regrettably widespread form of modern-day slavery. The United States is among the nations leading the fight against this terrible crime. At the center of U.S. Government efforts is the Trafficking Victims Protection Act of 2000 (“TVPA”), Pub. L. 106-386, signed into law on October 28, 2000. The TVPA enhanced three aspects of federal government activity to combat TIP: protection, prosecution, and prevention. The TVPA provided for a range of new protections and assistance for victims of trafficking in persons; it expanded the crimes and enhanced the penalties available to federal investigators and prosecutors pursuing traffickers; and it expanded the U.S. Government’s activities internationally to prevent victims from being trafficked.

The Trafficking Victims Protection Reauthorization Act of 2003 (“TVPRA 2003”), Pub. L. 108-193, signed into law by President Bush on December 19, 2003, reauthorized the TVPA and added responsibilities to the U.S. Government’s anti-trafficking portfolio. In particular, the TVPRA 2003 mandated new information campaigns to combat sex tourism, added refinements to the federal criminal law, created a new civil action that allows trafficking victims to sue their traffickers in federal district court, established the Senior Policy Operating Group (“SPOG”) on Trafficking in Persons, and required a yearly report from the Attorney General to Congress on the U.S. Government’s activities to combat TIP.

On January 10, 2006, President Bush signed into law the Trafficking Victims Protection Reauthorization Act of 2005 (“TVPRA 2005”), Pub. L. 109-164. The TVPRA 2005 reauthorized the TVPA and created new anti-trafficking resources, including grant programs to assist state and local law enforcement efforts in combating TIP and to expand victim assistance programs to U.S. citizens or resident aliens subjected to trafficking; pilot programs to establish residential rehabilitative facilities for trafficking victims, including one program aimed at juveniles; and extraterritorial jurisdiction over trafficking offenses committed overseas by persons employed by or accompanying the federal government.

This Assessment is the fourth in four years that analyzes the practical effect of U.S. Government activities to combat trafficking in persons. Previous Assessments were published in August 2003, June 2004, and September 2005. The Assessment is separate from the annual Attorney General’s Report to Congress on U.S. Government Efforts to Combat Trafficking in Persons, which was submitted to Congress in May 2004, July 2005, and June 2006 and is available on the Department of Justice (“DOJ”) website at <http://www.usdoj.gov/trafficking.htm>. It is also separate from the annual Trafficking in

Persons Report issued by the Department of State (“DOS”) and available at <http://www.state.gov/g/tip>.<sup>1</sup>

In the September 2005 Assessment, four recommendations were made for improving the U.S. Government’s efforts to combat TIP:

- The U.S. Government, its state and local partners, and nongovernmental organizations (“NGOs”) need to improve their ability to find and rescue victims.
- The U.S. Government should conduct more research to determine an accurate estimate of the scope of the trafficking problem in the United States, including both domestic and foreign victims.
- The U.S. Government should attempt to measure the impact of its anti-trafficking activities both domestically and internationally, including, for example, enhancing U.S. embassies’ abilities to monitor and evaluate anti-trafficking projects, requiring grantees to provide self-assessments of their anti-trafficking projects, and conducting more site visits.
- The U.S. Government should ensure that its Task Forces are well-functioning and should encourage states to adopt and aggressively implement their own anti-trafficking laws.

The following sections of this Assessment describe U.S. Government successes, evaluate progress on the recommendations outlined in the September 2005 Assessment, and suggest ways that the U.S. Government can improve its efforts. As described in more detail below, many of the U.S. Government FY 2005 accomplishments addressed the recommendations in the September 2005 Assessment, including:

- The number of DOJ anti-trafficking task forces increased from 22 at the end of FY 2004 to 32 at the end of FY 2005. The task forces bring together state, local, and federal law enforcement with partners from NGOs to collaborate on interdisciplinary solutions to human trafficking in their areas. For example, in Houston, the task force has helped rescue and provide assistance to almost 100 victims of trafficking, and 10 defendants have been convicted on trafficking charges in cases involving forced prostitution and forced labor.
- During FY 2005, attorneys in the Civil Rights Division at DOJ spoke over 107 times at public events or training sessions on the issue of TIP. This included approximately 62 presentations to federal, state, and local law enforcement officers; 31 presentations to international audiences; and 14 educational presentations.

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<sup>1</sup> This Assessment is also separate from the recently issued GAO *Human Trafficking Better Data, Strategy, and Reporting Needed to Enhance U.S. Antitrafficking Efforts Abroad*. The major domestic recommendations in that study are covered in this Assessment.



- The National Institute of Justice (“NIJ”) is undertaking research that focuses on developing an empirically credible method which, given available data, may be used to generate transparent and reproducible estimates of the prevalence of human trafficking into the United States.
- In FY 2005, the Civil Rights Division and United States Attorneys’ Offices more than doubled the number of initiated trafficking prosecutions from 47 to 95.
- The Bureau of International Labor Affairs (“ILAB”) at the Department of Labor (“DOL”), which provided over \$38 million to 13 projects in 18 countries in FY 2005, actively measures the impact of its anti-trafficking grants, keeps Embassy staff informed about its projects, requires grantees to monitor their projects through regular progress reports, and strives to conduct site visits of DOL-funded projects by ILAB or Embassy staff.
- As of September 2006, 22 states have passed anti-trafficking legislation and seven more states are considering anti-trafficking legislation.
- The U.S. government has worked on identifying TIP victims by focusing on particular work sectors or first responders, for example the travel industry, faith-based communities, and victim service providers.
- In FY 2005, the Immigration and Customs Enforcement’s Human Smuggling and Trafficking Unit opened 328 human trafficking investigations, which has increased from 220 in the previous fiscal year.

## **II. Benefits and Services Given Domestically to Trafficking Victims**

The success of U.S. Government efforts to combat trafficking in persons domestically hinges on pursuing a victim-centered approach. All U.S. Government agencies are therefore committed to providing victims access to the services and benefits provided by the TVPA. Because government benefits are typically tied to a person’s immigration status, the TVPA created a mechanism for allowing certain non-citizens trafficking victims access to benefits and services from which they might otherwise be barred. Under §§ 107(b)(1) and (b)(2) of the TVPA, various federal agencies must extend some of existing benefits to trafficking victims and are authorized to provide grants to effectuate such assistance. This section reviews the activities of the Department of Health and Human Services (“HHS”), the Department of Justice (“DOJ”), the Department of Homeland Security (“DHS”), the Department of State (“DOS”), the Department of Labor (“DOL”), and the Legal Services Corporation (“LSC”) to implement §§ 107(b) and 107(c) of the TVPA.

### **A. Department of Health and Human Services**

#### **1. Certification and Eligibility Letters**

The TVPA authorizes the “certification” of adult victims to receive certain federally-funded or -administered benefits and services, such as cash assistance, medical care, food stamps, and housing. In FY 2005, HHS’s Office of Refugee Resettlement (“ORR”) issued

196 certifications to adults and 34 eligibility letters to minors, a total of 230 certifications – a marked increase from previous fiscal years, as shown in the chart below. This makes 841 total letters issued during the first five fiscal years in which the program has operated.

FY 2001	FY 2002	FY 2003	FY 2004	FY 2005
198	99	151	161	230

To assist HHS with its certification responsibilities, DHS’s U.S. Immigration and Custom Enforcement (“ICE”) modified the Continued Presence application package to include an optional statement regarding cooperation with law enforcement. This modification allows HHS to prove victim cooperation, which is a requirement under § 107(b) of the TVPA.

The FY 2005 certification letters were sent to victims or their representatives in 19 states, with the largest concentrations in California, New York, and Texas. The countries of origin for reported victims were Albania, Bangladesh, Bolivia, Cambodia, Cameroon, Colombia, Chad, Czech Republic, Ecuador, El Salvador, Eritrea, Estonia, Ethiopia, Guatemala, Guyana, Honduras, Hungary, Indonesia, Ivory Coast, Jamaica, Kenya, Korea, Latvia, Malaysia, Mexico, Mongolia, Nepal, Nigeria, Paraguay, Peru, Russia, Sri Lanka, Thailand, and Western Samoa. The highest populations of victims originated in Korea (23.5%), Thailand (11.7%), Peru (10.0%), and Mexico (9.6%).

## 2. Service Grants

ORR, working closely with DOJ’s Office for Victims of Crime (“OVC”), has utilized discretionary grants to create a network of service organizations available to assist victims of trafficking. ORR and OVC meet regularly to review the status of the national service delivery mechanism. In the case of minors who are victims of trafficking, the policy of HHS is to enroll them in the Unaccompanied Refugee Minor program in order to provide care and services (even though they are not refugees as defined in statute). This enrollment can be accomplished very rapidly, usually within 24 hours of ORR being made aware of a victim. Participation in the program is voluntary.

Since the inception of its trafficking program in FY 2001, ORR has awarded discretionary grants to 28 organizations. During FY 2001, ORR awarded \$1.25 million in grants to eight organizations for an eighteen-month period. The purpose of these grants was to assist victims and promote awareness of trafficking by hosting training and media activities.

In FY 2002 and FY 2003, all trafficking grant awards were for a one-year period, renewable annually for an additional two years. ORR awarded these service grants in two categories: (1) Category One grants fund projects that raise awareness of trafficking in persons and/or provide case management and direct services to victims,<sup>2</sup> such as

<sup>2</sup> Under the TVPA as originally enacted, grantees could not use HHS-funded assistance for pre-certified adult or minor victims of trafficking. Depending on case circumstances, the prohibition frequently created a federal assistance gap between the time the victim was identified (whether by law enforcement or by NGOs) and the time of certification and eligibility for benefits. During that time period, grantees

establishing nationwide networks of non-governmental organizations and service providers; and (2) Category Two grants fund technical assistance projects that provide training and technical expertise to law enforcement agencies, social service providers, faith-based organizations, and professional associations. To complete the final year of direct services, approximately \$3.2 million was granted to the FY 2003 grantees in FY 2005.

In FY 2005, ORR did not award any new Category One or Two grants; rather, it awarded only Street Outreach grants (see Section VI.D.2).

### 3. Efforts to Improve Services

HHS is taking several steps to improve federal services for victims. In FY 2006, HHS will be shifting to a per capita payment system for providing services to victims of trafficking. It will be instituting a new comprehensive victim services model in order to more readily respond to the needs of victims anywhere in the country and to more successfully encourage victims to come forward and to seek certification under the TVPA. Currently, the geographic coverage of trafficking grants (meaning the locations in which a victim can receive services) is limited to the collective service areas of existing grantees. Under the new model, a victim of human trafficking anywhere in the country would receive services funded through financial support from ORR, and funds would be deployed to the provider of the services only in relation to the size of the case load of victims actually being served. This more direct relationship between ORR and the provider of the services will better achieve the objectives of the TVPA to provide services to these victims.

#### B. Department of Justice

OVC funds a total of 25 direct services projects for victims, one project that provides technical assistance to OVC trafficking grantees, and one that focuses on building shelter capacity for trafficking victims. During Calendar Year 2005 (OVC's reporting period), OVC's grantees provided services to 682 victims, up from 357 in the previous calendar year, bringing the number of victims served since the inception of the program to 1,184.<sup>3</sup>

Examples of OVC grantees include the International Institute of Connecticut, which provides comprehensive services to pre-certified victims identified in Connecticut; the Coalition to Abolish Slavery and Trafficking, which is working with the Los Angeles Anti-Trafficking Task Force to build effective community service networks to identify victims and respond to their needs; and the Asian Pacific Islander Legal Outreach, which works with community partners in the San Francisco Bay area, such as the Asian

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attempted to identify other sources of funds and assistance. For nonentitlement programs, the TVPRA 2005 now authorizes HHS to provide benefits and services to assist potential victims in achieving certification.

<sup>3</sup> Some victims were served by more than one service provider. This occurs when large numbers of victims are identified in a single raid/episode and the local service provider lacks the capacity to provide ongoing services to large numbers of victims.



Women's Shelter, the Donaldina Cameron House, and Narika (an organization committed to ending domestic violence) to provide services that are culturally and linguistically appropriate to pre-certified trafficking victims. OVC has also provided Federal Crime Victim Assistance Funds that can be used to provide emergency housing and other services. A list of all OVC funded projects can be found at: <http://www.ojp.usdoj.gov/ovc/help/traffickingmatrix.htm>.

C. Department of Homeland Security

With funding from OVC, U.S. Immigration and Customs Enforcement's ("ICE") Victim-Witness Assistance Program operates a Federal Crime Victim Assistance Fund ("Fund") that is available to assist Special Agents in Charge ("SACs") with emergency services for victims of crime, including trafficking and related crimes, until they can be safely transferred to NGOs. In FY 2005, ICE utilized the Fund to provide emergency housing, food, and incidentals for 17 Korean victims of sex trafficking in San Francisco; 10 Honduran victims (including juveniles) of sex trafficking in Newark; four Ukrainian victims of sex trafficking in Detroit; and Mexican sex trafficking victims in Baltimore, New York City, Newark, and Tampa. The Fund was also utilized to provide clothing and personal items for a victim rescued from a home in Colorado where she had been kept captive; health assessments for two child victims in Boston, Massachusetts; costs associated with the Center for Disease Control's tuberculosis testing for victims in San Francisco; and food for 100 potential victims in San Francisco.

Other services DHS provides to victims include supplying clothing, translators, and other items. For example, rescued victims frequently have only the clothing they are wearing when rescued. ICE has therefore prepared packets of clothing and essential hygiene items that are sent to field offices for investigations when large numbers of victims are to be rescued. Among other things, victim assistance staff must also be prepared to provide appropriate translation services, culturally appropriate food, and clothing. In one case, ICE arranged for a Catholic priest to provide mass for victims at a secure location because the traffickers had not allowed the victims to attend church. ICE has also developed an operational model to assist victim assistance staff, in the case of large raids, in determining who is a victim and who may be a trafficker. Under this model, potential victims are detained at hotels or other sites and provided services while ICE staff conducts interviews and its investigation.

Finally, to improve the process of identifying victims and disseminating information to victims, ICE employees drafted 28 C.F.R. § 1100, "Protection and Assistance for Victims of Trafficking." The regulation articulates government responsibilities for providing information to trafficking victims and for the training of federal staff in identifying victims and providing services. ICE is responsible for the publication of the regulation as a Final Rule and the Departments of Justice and State will jointly publish the Final Rule with DHS, which will include a new requirement provided in TVPRA 2005 that states "to the extent practicable, victims of a severe form of trafficking shall have access to information about federally funded or administered anti-trafficking programs that provide services to victims of severe forms of trafficking."<sup>4</sup>

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<sup>4</sup> 22 U.S.C. § 7105(c)

D. Department of State

DOS's services to victims in the U.S. are provided through the Bureau of Population, Refugees, and Migration ("PRM"). In FY 2005, PRM launched the Return, Reintegration, and Family Reunification Program for Victims of Trafficking in the United States, which reunites eligible family members with trafficked persons in the United States and assists victims who choose to return to their home country. This project was developed at PRM's request as part of the U.S. government's efforts in support of the TVPA, including its provisions of legal nonimmigrant status granted to TIP victims in the United States. The project is implemented by the International Organization for Migration ("IOM"), PRM's primary implementing partner in anti-TIP activities. IOM works collaboratively with NGOs, law enforcement agencies, the faith-based community, and U.S. Government agencies to assist the families of T visa recipients by providing financial and logistical support for travel of immediate family members through pre-departure assistance with travel documents, transportation arrangements, airport assistance, and escorts for children. For trafficked persons who elect to return to their home countries, the program provides safe return and reintegration assistance back to home communities. This may include pre-departure assistance, travel documentation, transportation, reception upon arrival by IOM partners on the ground, temporary shelter, health care, training and education, and small grants for income-generating activities. As of August 2006, this program assisted five trafficking victims who wished to return to their country of origin, and facilitated the family reunification of 33 family members with victims in the United States.

E. Department of Labor

DOL's Employment and Training Administration (ETA) utilizes existing job training and employment programs to make services available to rescued TIP victims in establishing a career, provided that they meet the eligibility requirements established under the Workforce Investment Act of 1998. ETA operates One-Stop Career Centers that offer a wide array of job training, education, and employment services to assist job seekers and employers. Services consist of job search and placement assistance; labor market information; skills assessment; career counseling, and access to training services. The Career Centers also offer an array of support services, including transportation, child care, housing, dependent care, emergency medical care, food stamps, and referrals to other workforce and social service organizations in the community. Unemployment compensation and services to migrant and seasonal farm workers can also be accessed through the Career Centers. These services are offered in accordance with the Guidance issued by ETA after the passage of the TVPA. The Guidance informs Career Centers about federal resources for victims of trafficking and notes that no state may deny services available to victims of severe forms of trafficking based on their immigration status.

DOL's Job Corps program assists eligible youth in obtaining a high school diploma or GED certificate, and offers vocational training and life skills programs. The program aims to increase participants' employability, independence, and ability to secure meaningful employment or further education. TIP victims would be eligible if they meet

the program requirements, which include certain low-income criteria, U.S. citizenship or permanent resident status, aged between 16 – 24, and in need of additional education and/or vocational training.

F. Legal Services Corporation

LSC is a private, non-profit corporation established by Congress that funds legal aid programs around the nation to help poor Americans gain access to the civil justice system. Under § 107(b) of the TVPA, LSC must make legal assistance available to trafficking victims, who often need assistance with immigration and other matters. LSC has issued guidance to all LSC program directors describing LSC's obligation to provide legal services to trafficking victims. In FY 2005, 11 LSC grantees assisted 141 trafficking victims. Additionally, the Legal Aid Foundation of Los Angeles served 127 derivative applicants (family members of those trafficked).

G. How Can Services to Victims Be Improved?

1. Continued Action on September 2005 Assessment Recommendations

In order to improve victim access to U.S. Government services, the U.S. Government must continue to work on its ability to identify victims. Acting on the recommendations in the September 2005 Assessment, the U.S. Government has improved its capacity to find and rescue trafficking victims by focusing on particular work sectors or first responders, such as the work sector, victim service providers, the travel industry, and the faith-based community. For example:

- DOJ has directed training and technical assistance efforts to extend the ability of “traditional” victim service providers, such as those who serve victims of domestic violence or sexual assault, to identify and respond to trafficking victims.
- DOS's Office to Monitor and Combat Trafficking in Persons has developed an educational CD-ROM on child sex tourism for use with the travel and tourism community. The CD-ROM includes public service announcements, posters, fact sheets, and examples of “best practices” taken by the travel industry.
- HHS is working on general outreach through its 17 trafficking coalitions. In an effort to improve its efficiency, HHS is changing to an incentive structure to find and identify TIP victims. HHS resources will go to places where victims are identified versus their estimated location.
- HHS's Administration for Children and Families is hosting a conference on survivors of human trafficking on September 28, 2006.
- DOJ will hold a national conference in October 2006 with a special focus on advancing the Government's knowledge base about human trafficking and on improving access to actionable research to better target law enforcement resources in finding and rescuing victims.

- ICE has created database files for Continued Presence applications to assist in program planning and training. The database files are used for archiving relevant information about victim nationalities, location of victims, the type of trafficking, and the manner of entry.
- NIJ has funded research projects to examine how trafficking victims have had their personal and criminal situations resolved, to identify effective ways to secure victim/witness cooperation, and to evaluate victims' medical and legal needs.

## 2. Recommendations for FY 2006

Once victims are identified, the U.S. Government must improve its efforts to coordinate victim services offered by federal agencies and grant recipients. Although the U.S. Government has improved interagency coordination on TIP issues, increased coordination could improve victim access to services and assistance. For example:

- HHS and OVC should inform DOL's Employment and Training Administration ("ETA") when grants assisting trafficking victims in specific areas are awarded. This would facilitate connections between the grantee and the local workforce investment area to ensure that trafficking victims served by these grants are aware of the employment and training services in their respective areas.
- ORR should provide information regarding employment and training services offered by ETA when issuing certification letters to trafficking victims. This could be accomplished by simply including the number 1-877-US2-JOBS or ETA's website [www.servicelocator.org](http://www.servicelocator.org) that provides information on the nearest One-Stop Career Center in their area and the types of services available
- DOJ, DHS, and HHS should continue to improve coordination on tracking rescued victims' cases and the support that they receive.
- DOJ, DHS, and HHS should continue their efforts to gather, share, and analyze TIP information, for example, information about victims, traffickers, and the trafficking routes.
- The U.S. Government should expand the work sector approach to the public health sector, the education community, and faith leaders.

### **III. Immigration Benefits Given to Trafficking Victims: Continued Presence and T Non-immigrant Status**

Trafficking victims in the United States are eligible to receive two types of immigration relief – T nonimmigrant status, also known as a "T visa," and Continued Presence ("CP").

DHS's U.S. Citizenship and Immigration Services ("CIS") awards T visas, which are available to minor victims or to victims over the age of 18 who have complied with reasonable requests for assistance in the investigation and prosecution of acts of

trafficking. A victim who receives a T visa may remain in the United States for an initial period of up to four years, with extensions available upon certification from a law enforcement agency that the victim’s presence in the United States is necessary to assist in the investigation and prosecution. Subject to certain statutory criteria, victims awarded T visas may apply for lawful permanent residency after three years.

**Number of persons who applied for, were granted, or were denied a T visa:**

	<b>FY 2005</b>	<b>FY 2004</b>
<i>Victims</i>		
Applied	229	302
Approved*	112	136
Denied**	213	292
<i>Family of Victims</i>		
Applied	124	177
Approved*	114	216
Denied**	18	25

\* Some approvals are from prior fiscal year(s) filings.

\*\* Some applicants have been denied twice (i.e., filed once, were denied, filed again), and 170 denials stemmed from one case in which it was determined that the applicants did not qualify as victims of trafficking under TVPA.

The Secretary of Homeland Security has delegated authority to the Parole and Humanitarian Assistance Branch (“PHAB”), within ICE’s Office of International Affairs, to grant CP to victims of severe forms of trafficking who are potential witnesses in the investigation or prosecution. CP must be requested by a federal law enforcement agency on behalf of the potential witness. When the PHAB authorizes CP, the approved application is forwarded to the Vermont Service Center within CIS for production of an employment authorization document and an I-94, Arrival/Departure Record. CP is initially authorized for a period of one year; however, an extension (re-parole) of CP may be authorized for a longer period if the investigation is ongoing.

In FY 2005, PHAB received 160 requests for CP. Of these, 158 requests were granted and two requests were withdrawn by the requesting federal law enforcement agencies due to insufficient evidence available to substantiate the individuals were trafficking victims. ICE also received 92 requests for extensions to existing CP, and all the extensions were granted. The majority of extensions represent an ICE investigation in Long Island involving Peruvian victims of forced labor.

<b>Requests for CP in FY 2005</b>	<b>Number Awarded</b>	<b>Number Withdrawn</b>	<b>Countries Represented</b>	<b>Cities – Most CP Requests</b>
160	158	2	29 (Most victims from Korea, Peru, Honduras)	New York San Francisco Newark
<b>Request for Extensions</b> 92	<b>Extensions Authorized</b> 92			New York

## IV. Investigations and Prosecutions of Trafficking in Persons

### A. Investigations

#### 1. Federal Bureau of Investigation

Special agents in the Civil Rights Unit (“CRU”) at FBI Headquarters and in field offices around the country investigate trafficking in the United States. In addition, FBI agents in the CRU coordinate with agents in the Organized Crime and Crimes Against Children Units to ensure that cases initially identified as smuggling cases, Internet crimes against children, and/or sex tourism are also identified for potential human trafficking elements. In FY 2005, the FBI made significant advances in investigating TIP through its Human Trafficking Initiative and the Innocence Lost Initiative.

Under the Human Trafficking Initiative, started in FY 2005, FBI’s field offices determine, via a threat assessment, the existence and scope of the trafficking problem in their region, participate in an anti-trafficking task force, establish and maintain relationships with local NGOs and community organizations, conduct victim-centered investigations, and report significant case developments to the CRU. In FY 2005, the FBI opened 130 trafficking investigations and made 50 arrests.

The Innocence Lost Initiative is a collaborative effort with the Child Exploitation and Obscenity Section (“CEOS”) of DOJ’s Criminal Division and the National Center for Missing and Exploited Children (“NCMEC”) to address the growing problem of child prostitution. Initially, the FBI identified 14 field offices in areas with a high incidence of child prostitution. In FY 2005 and through the first quarter of FY 2006, an additional 10 field offices were identified as areas in which these criminal enterprises were operating. As shown in the chart below, the number of investigations, arrests, complaints, indictments, and convictions under the Innocence Lost Initiative increased, sometimes dramatically, in FY 2005.

**Innocence Lost Initiative**

<b>FY</b>	<b>Investigations</b>	<b>Arrests</b>	<b>Complaints</b>	<b>Indictments</b>	<b>Convictions</b>
<b>2005</b>	72	387	49	44	45
<b>2004</b>	67	118	11	26	22
<b>Total</b>	<b>139</b>	<b>505</b>	<b>60</b>	<b>70</b>	<b>67</b>

#### 2. Immigration and Customs Enforcement

Within ICE, oversight of the enforcement of trafficking cases lies with the Human Smuggling and Trafficking Unit (“HSTU”) in the Office of Investigations. The responsibility for human trafficking investigations is under the purview of ICE domestic field offices and attaché offices overseas. In addition, the Cyber Crimes Center is responsible for worldwide oversight and management of child sex tourism investigations. In FY 2005, ICE opened 328 human trafficking investigations (86 investigations of forced labor and 188 investigations of commercial sexual exploitation), which is an



increase from 220 investigations in FY 2004. ICE also made 167 arrests (146 for sex trafficking and 21 for forced labor), which is a decrease from the 379 arrests in FY 2004.<sup>5</sup>

ICE is also actively involved in investigating the sexual exploitation of children overseas and safeguarding children from foreign national sex offenders, international sex tourists, Internet child pornographers, and human traffickers through “Operation Predator.” In FY 2005, ICE made 2,380 Operation Predator arrests, bringing the total number of arrests since 2003 to over 7,000. Under the international component to Operation Predator, leads developed by domestic ICE offices are shared with ICE Attaché offices overseas and foreign law enforcement for action. This information sharing has contributed to more than 1,000 arrests overseas. With regard to sex tourism, since the PROTECT Act was enacted in 2003, ICE has conducted over 190 investigations of U.S. citizens traveling abroad for the purpose of sexually exploiting children. In FY 2005, ICE agents arrested 15 individuals for child sex tourism violations.

### 3. Human Smuggling and Trafficking Center

The interagency Human Smuggling and Trafficking Center (“HSTC”) was created in July 2004 as a joint DOS, DHS, and DOJ project, and subsequently established by statute under § 7202 of the Intelligence Reform and Terrorism Prevention Act (“IRTPA”) of 2004. The HSTC provides a mechanism to bring together federal agency representatives from the policy, law enforcement, intelligence and diplomatic areas to work together on a full-time basis to achieve increased effectiveness and to convert intelligence into effective law enforcement and other action. The HSTC serves as an information clearinghouse to ensure that all community members receive all useful information and foster a collaborative environment through sharing tactical, operational, and strategic intelligence.

In FY 2005, the HSTC made progress in its anti-trafficking efforts, providing intelligence products and support for a number of U.S. Government agencies. On a limited basis, it is disseminating intelligence, producing strategic assessments, and assisting in the dismantling of significant criminal organizations.

There remains, however, considerable work to be done for the HSTC to become capable of fulfilling the totality of its responsibilities under the interagency charter and IRTPA. This additional work generally falls into the areas of assuring adequate staffing, data connectivity, establishing a firm administrative infrastructure, and delegating certain legal authorities to the HSTC’s Director and staff. Currently, the HSTC is staffed by desk officers and analysts detailed from the participating departments, agencies, and the intelligence communities. To these ends, the Administration is actively working to establish staffing requirements and sources, and a viable, long-term funding mechanism. Until these issues are resolved its functionality is limited.

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<sup>5</sup> Due to the nexus between human smuggling and human trafficking and the misuse of the term “trafficking,” case category codes were utilized inappropriately and caused a discrepancy in the FY 2004 statistics. In October 2004, in an effort to standardize case categories in human smuggling and trafficking investigations and assist SAC offices in categorizing cases, ICE implemented a new case category and sub-categories for trafficking and smuggling cases.

The HSTC's clearinghouse function required by the IRTPA necessitates appropriate access to a significant number of agency data systems. Significant progress has been made in developing connectivity to several of these data systems. However, the HSTC and participating agencies are still working on obtaining access to certain key databases. The HSTC may also explore the creation of a centralized U.S. Government database to store relevant information related to illicit travel facilitators, as no such database currently exists. The HSTC developed a detailed plan to establish administrative and information-sharing support structures and procedures to accomplish its work that was presented to the HSTC Steering Group.

#### 4. Department of Labor

DOL participates in law enforcement efforts to investigate trafficking in persons by continuing to increase its emphasis on compliance with labor standards laws, such as the Fair Labor Standards Act and the Migrant and Seasonal Agricultural Worker Protection Act, in low-wage industries like garment manufacturing and agriculture through the work of Wage and Hour Division ("WHD") investigators. In the conduct of their investigations, WHD investigators have been trained to recognize situations where workers have been intimidated, threatened, or held against their will. WHD investigators also review payroll records, inspect migrant farm worker housing, and make inquiries into the transportation of migrant farm workers. This "on the ground" investigative presence allows WHD investigators to quickly identify and report instances of suspected human trafficking.

Additionally, criminal enforcement agents from DOL's Office of the Inspector General have worked with their FBI and ICE counterparts on a growing number of criminal investigations, particularly those involving organized crime groups.

#### B. Prosecutions

The Criminal Section of DOJ's Civil Rights Division, in collaboration with U.S. Attorneys' Offices nationwide, has principal responsibility for prosecuting human trafficking crimes, except for cases involving trafficking in children, which is a specialization of CEOS.

From 2001 to 2005, the number of trafficking investigations has more than doubled. In FY 2005, the Civil Rights Division and United States Attorneys' Offices initiated prosecutions against 95 defendants, 87 percent of whom were charged with violations under the TVPA. More than twice the number of defendants were charged in 2005 than had been prosecuted in 2004, the highest number prosecuted in a single year.

The following two charts list the numbers of defendants charged, prosecuted, and convicted of trafficking offenses and offenses under the TVPA since FY 2001. Defendants charged in FY 2005 with a trafficking offense are not necessarily the same defendants convicted and sentenced in FY 2005. (These figures do not include CEOS prosecutions of child trafficking and sex tourism.)

<b>All Trafficking Prosecutions<sup>6</sup></b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
<b>Investigations – Total</b>	<b>63</b>	<b>65</b>	<b>82</b>	<b>129</b>	<b>139</b>
<b>Cases Filed</b>					
Labor	6	3	6	6	8
Sex	4	7	8	23	26
<b>Total</b>	<b>10</b>	<b>10</b>	<b>11</b>	<b>26</b>	<b>34</b>
<b>Defendants Charged</b>					
Labor	9	17	6	7	20
Sex	26	27	21	40	75
<b>Total</b>	<b>35</b>	<b>41</b>	<b>27</b>	<b>47</b>	<b>95</b>
<b>Convictions</b>					
Labor	8	5	5	3	10
Sex	15	23	16	30	25
<b>Total</b>	<b>23</b>	<b>28</b>	<b>21</b>	<b>33</b>	<b>35</b>

<b>TVPA Prosecutions</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
<b>Cases Filed</b>					
Labor	3	2	3	1	8
Sex	2	5	7	9	19
<b>Total</b>	<b>5</b>	<b>7</b>	<b>10</b>	<b>10</b>	<b>27</b>
<b>Defendants Charged</b>					
Labor	5	8	6	5	19
Sex	6	13	20	19	64
<b>Total</b>	<b>11</b>	<b>21</b>	<b>26</b>	<b>24</b>	<b>83</b>
<b>Convictions</b>					
Labor	2	0	5	2	8
Sex	3	6	13	13	18
<b>Total</b>	<b>5</b>	<b>6</b>	<b>18</b>	<b>15</b>	<b>26</b>

In addition to these trafficking cases, under the provisions of the PROTECT Act, there have been roughly 60 investigations (many still pending) of individuals who traveled abroad to exploit children, known as “sex tourism” cases. Since 2003, there have been approximately 50 sex tourism indictments and 29 convictions (although these indictments and convictions reflect conduct that occurred both before and after the passage of the PROTECT Act).

<sup>6</sup> Many of the TIP cases contain both labor and sex elements, making it difficult to categorize the cases. DOJ is continuing to discuss the best method for addressing this problem.

### C. Sentences

In order to present data regarding sentences, DOJ's Bureau of Justice Statistics reviewed the Administrative Office of the U.S. Courts ("AOUSC") criminal case database to make a preliminary calculation of the average length of sentence for cases completed in FY 2005 that involved the trafficking offenses of 18 U.S.C. §§ 1581 (peonage), 1583 (enticement for slavery), 1584 (sale into involuntary servitude), 1589 (forced labor), 1590 (trafficking with respect to peonage/slavery/involuntary servitude/forced labor), 1591 (sex trafficking of children or by force, fraud or coercion), 1592 (unlawful conduct with respect to documents in furtherance of trafficking), and 1594 (general provisions). This calculation differs from the case statistics presented in the preceding charts, because the AOUSC database tracks the statutes involved in a court case rather than the underlying facts of each case. As a result, the AOUSC database search was unable to determine sentences in trafficking prosecutions in which defendants pleaded guilty to non-trafficking offenses such as immigration violations or visa fraud. In addition, the AOUSC database chronicles only the top five offenses charged, and not the full scope of charges brought.

Of the 25 defendants convicted under one the statutes listed in the TVRPA as required to be reported by the Attorney General, 23 received a prison-only term, one received both prison and supervised release, and one received a probation-only sentence. The average prison term imposed for the 23 defendants was 103 months and prison terms ranged from 14-270 months. Ten received a prison sentence from 1-5 years, five received terms from 5-10 years, and eight received a prison term of more than 10 years. One defendant received a probation-only term of 12 months and one defendant received a split sentence of 37 months prison and 36 months probation.

### D. What Can Be Done to Obtain a Better Estimate of the Number of Victims?

The number of federal investigations and prosecutions of trafficking has increased significantly since the passage of the TVPA. Nevertheless, as noted in the September 2005 Assessment, some observers have suggested that U.S. prosecutions are not numerous enough, given past estimates of victims that may be trafficked into the United States each year. The difficulty of developing accurate estimates reflects the challenges of quantifying the extent of victimization in a crime whose perpetrators go to great lengths to keep it hidden. Nonetheless, the U.S. Government needs to undertake efforts to estimate more reliably the number of trafficking victims in the United States so that the Government can evaluate whether efforts to combat trafficking in persons is producing the results it seeks, to wit reducing the number of victims.

Further research is underway to try to determine more accurate information on the nature of trafficking, although actual figures of TIP victims will never be precise due to the hidden nature of the crime. DOJ spearheaded the formation of a U.S. TIP statistics research subcommittee of the Senior Policy Operating Group ("SPOG") to study and improve the knowledge base about where victims are located in the United States and to improve the quality of volume estimates. Efforts should continue to obtain more accurate

information, but the emphasis should be on “actionable research” that informs anti-trafficking policy on how best to free victims and successfully prosecute traffickers.

NIJ is conducting several studies to assist the U.S. Government in understanding the nature and extent of the trafficking problem. One study will focus on developing a methodology that will generate credible and reproducible estimates of the prevalence of human trafficking in the United States. Specifically, this project will: (1) describe the stages of trafficking from countries of origin into the United States; (2) identify potential data sources for assessing each stage; (3) determine gaps in data and suggest means to fill the gaps; (4) produce a methodology to estimate the magnitude of human trafficking; and (5) given available complete and accurate data, test the method to create a preliminary estimate of human trafficking from Central America across the southwest United States border. The first phase of the project should be completed and reviewed in time for the October Conference.

#### E. What More Can Be Done to Prosecute Trafficking Crimes?

In absolute numbers, it is true that the prosecution figures pale in comparison to the estimated scope of the problem. This incongruity, however, may be a result of the disparity between estimates of the number of victims and those actually found. Furthermore, law enforcement statistics show that in FY 2005 the U.S. Government increased sometimes dramatically, its efforts to combat TIP. From FY 2004 to FY 2005, the number of arrests under the Innocence Lost Initiative more than tripled and the number of convictions more than doubled. Both the FBI and ICE also saw an increase in the number of investigations in FY 2005. From FYs 2001-2005, the Civil Rights Division and United States Attorneys’ Offices have:

- Prosecuted 248 defendants compared to 80 defendants charged during the prior five years, representing more than a 200% increase;
- Secured 140 convictions and guilty pleas, a 109% increase over the 67 obtained over the previous five years; and
- Opened 480 new investigations, about 325% more than the 113 opened in the previous five years.

Additionally, the number of anti-trafficking task forces increased from 22 in FY 2004 to 32 in FY 2005, with an additional 10 anticipated by the end of FY 2006.

Internationally, the number of trafficking-related convictions worldwide increased to 4,700 in FY 2005 from about 3,000 the previous year. These numbers are likely to increase in the next year due to the passage of new anti-trafficking legislation in 41 countries during FY 2005.

The U.S. Government recognizes, however, that more needs to be done to increase the number of investigations and prosecutions. It has taken several steps to do so, primarily by involving state and local authorities in the anti-trafficking fight.

To improve the U.S. Government's ability to investigate and prosecute traffickers, NIJ is conducting research on the best methods for detecting and investigating traffickers and the legal challenges the U.S. Government encounters in prosecuting traffickers. These projects include: surveys of local law enforcement responses to TIP, surveys of federal and state attorneys, analysis of domestic and international TIP legislation, and surveys of law enforcement agencies to determine local definitions of TIP and the number and type of investigations conducted. This research will assist in identifying best methods for combating TIP at the state and local level.

In an effort to reduce and prevent domestic human trafficking, TVPRA 2005, § 201(a), directed the Department of Justice to hold an annual conference in FY 2006-2008 (and biennially thereafter) to address severe forms of TIP and commercial sex acts that occur within the United States. The first conference is scheduled for October 3-5, 2006, in New Orleans and will bring together officials from DOJ, HHS, DHS, DOL, and DOS, as well as members of the DOJ multidisciplinary task forces, NGOs, and other state and local law enforcement officials. The conference will include an evaluation of recent statistical research on TIP in the United States and disseminate best methods and practices for training state and local law enforcement personnel in enforcing anti-trafficking laws, investigating and prosecuting traffickers, and collaborating with NGOs and social service providers.

In FY 2005, several states enacted anti-trafficking legislation, following the 2004 drafting of the Model State Anti-Trafficking Statute by the Civil Rights Division and the Office of Legal Policy. The model statute is based on the TVPA and federal experience prosecuting trafficking cases. It seeks to expand anti-trafficking authority to the states to harness the almost one million state and local law enforcement officers who might come into contact with trafficking victims. In FY 2005, Attorney General Gonzales wrote to the governors and legislative leaders of all 50 states and U.S. territories and commonwealths to encourage them to adopt the model law to promote enforcement uniformity and as part of a national strategy to combat human trafficking. Twenty-two states have enacted anti-trafficking statutes and seven more states are considering the issue of human trafficking. The states that have enacted such statutes include Arizona, Arkansas, California, Colorado, Florida, Georgia, Idaho, Illinois, Indiana, Iowa, Kansas, Louisiana, Michigan, Minnesota, Mississippi, Missouri, Nevada, New Hampshire, New Jersey, South Carolina, Texas, and Washington. States that are considering such anti-trafficking laws include Connecticut, Hawaii, Maine, Massachusetts, New York, North Carolina, and Oregon.

Finally, the U.S. Return, Reintegration, and Family Reunification Program was an important step taken by the U.S. Government to maximize the role that protection and assistance for victims can have in furthering prosecution.

## **V. International Programs**

### **A. U.S. Government International Programs**

Through the DOS, DOL's Bureau of International Labor Affairs ("ILAB"), and the U.S. Agency for International Development ("USAID"), the U.S. Government gives a



substantial amount of international assistance aimed at preventing trafficking in persons, protecting victims, and prosecuting traffickers abroad. In FY 2005, the U.S. Government supported 266 international anti-trafficking programs, totaling approximately \$95 million and benefiting 101 countries, which represents an increase of 16 percent in international programs funding over FY 2004 and a 27 percent increase over FY 2003 funding. The funding increase can partly be explained by the one-time Presidential Anti-Trafficking Initiative, which transferred almost \$50 million to eight countries: Brazil, Cambodia, India, Indonesia, Mexico, Moldova, Sierra Leone, and Tanzania. The majority of ILAB's funding comes from annual Congressional appropriations for ILAB's International Child Labor Program.

Examples of projects funded in FY 2005 include:

- In Albania, USAID supports the Terre des hommes Transnational Action against Child Trafficking project, which is focused on identifying at-risk children, providing social and educational assistance to families, and reintegrating trafficked children.
- In Sierra Leone and Liberia, DOL provided funding for a project that assists children who are victims of, or at-risk of, trafficking for purposes of sexual exploitation and forced labor in diamond mines. The project will remove children from the worst forms of child labor, strengthen national and local systems for monitoring education and eliminating exploitive child labor, and assist local partners with developing individual child-tracking and project-monitoring systems.
- In Morocco, DOS provided funding to a project by the NGO Bayti to rescue and rehabilitate child maids, provide them with education or vocational training, and attempt reintegration with their families. The project included a residential shelter facility and drop-in center that provides access to information and basic out-patient-like services.
- In Uganda, DOS provided funding to the International Rescue Committee ("IRC") to enhance reunification and follow up interventions for trafficking victims abducted by the Lord's Resistance Army in Northern Uganda. IRC accompanies former abductees and ensures their safety during reunification with a team of social workers. The social workers collaborate with families and communities to ensure reunification and reintegration for formerly abducted children and young adults.
- Worldwide, with DOS support, the IOM Global Emergency Fund provides for the protection, return, and reintegration for victims of trafficking. This program has assisted 418 trafficking victims return home from various parts of the world. It provides global referral, assessment, and rapid assistance to trafficked migrant men, women, and children who are stranded outside their home countries and require immediate assistance for voluntary return. Assistance packages include pre- and post-return assistance as well as tailored reintegration support. IOM field offices throughout the world are implementing this project with oversight

and overall project management by the Counter-Trafficking Service at IOM Headquarters.

In awarding funds, DOS and USAID focus their program funding primarily on countries identified in the annual DOS report as needing to improve their efforts to combat TIP, while DOL uses the TIP report as one of several criteria when awarding funds. The DOS report has focused considerable diplomatic and political attention on the issue of trafficking in persons. It rates countries in tiers (Tier 1, Tier 2, Tier 2 Watch List, or Tier 3) according to their efforts to combat trafficking and is used by DOS to encourage reform of laws and practices to more effectively combat trafficking.

B. Increasing the Effectiveness of International Programs

To increase the effectiveness of the grant programs, the September 2005 Assessment recommended the U.S. Government attempt to measure the impact of its anti-trafficking activities both domestically and internationally, including, for example enhancing U.S. embassies' abilities to monitor and evaluate anti-trafficking projects, requiring recipients to provide self-assessments of their anti-trafficking projects, and conducting more site visits. The paragraphs below provide examples of how DOL, USAID, and DOS have instituted measurement tools and will continue to refine these tools in FY 2006.

The DOL ILAB carries out a range of activities to measure, monitor, and evaluate the impact of its grant program. First, ILAB measures the impact of anti-trafficking activities in a number of ways, which include (1) reporting on selected goals and outcome indicators for Government Performance and Results Act ("GPRA"), (2) conducting mid-term and final evaluations of projects, and (3) developing and utilizing tracker/tracer and impact assessment methodologies to measure impact of DOL-funded international projects. Second, ILAB personnel conduct annual training for DOS Labor Officers and other key personnel that carry out labor reporting functions, prior to their U.S. Embassy postings, to ensure that U.S. Embassy personnel are aware of DOL's research and reporting requirements. Third, grantees of DOL-funded international projects are required to continuously monitor their anti-trafficking projects and submit this information to ILAB every six months in technical progress reports. Additionally, ILAB's International Child Labor Program ("ICLP") hosts an annual workshop in which grantees from around the world come together to share with each other proven methodologies that are achieving positive results, and to enhance their understanding of measuring and reporting results. Fourth, ILAB personnel strive to carry out site visits of DOL-funded international projects by ILAB or Embassy personnel for the duration of a project.

USAID collects performance information on anti-trafficking activities as part of its annual performance and accountability reporting. USAID's FY 2005 Performance and Accountability Report ("PAR") provides performance results and audited financial statements that enable Congress, the President, and the public to assess the performance of the Agency in achieving its mission and stewardship of its resources. Data on anti-trafficking activities is included in the Addendum to the FY 2005 report. USAID Missions in the field manage most of the agency's anti-trafficking activities and provide

regular on the ground oversight. USAID is placing increased emphasis on evaluations and assessments of its anti-trafficking activities. Assessments were planned for early 2006 in Albania and Cambodia.

DOS's efforts to measure the success and impact of its programs occur at several levels. In 2003 PRM initiated discussions with IOM and provided funds in 2004 to develop a performance indicators module to assess the impact of anti-trafficking programs. Since FY 2005, all PRM-funded anti-trafficking projects have been required to include performance indicators in project proposals and to report against them in quarterly progress reports. In addition, the U.S. Government is looking for a coordinated way to measure the results of the President's Anti-Trafficking Initiative. The Office to Monitor and Combat Trafficking in Persons ("G/TIP") has developed a list of program indicators for assessing measurable outcomes of G/TIP-funded projects, including activities related to public awareness and prevention, protection and assistance to victims, investigation and prosecution, and training of professionals. G/TIP shared this list with PRM and the IOM, and has begun applying the indicators to new grant projects. Further, G/TIP has set aside FY 2006 funds for projects to support establishing a foundation for evaluation of G/TIP-funded programs.

## **VI. Training and Outreach**

### **A. Domestic Law Enforcement Training**

#### **1. Department of Justice**

##### **a. Civil Rights Division**

In FY 2005, the Civil Rights Division continued to build upon the July 2004 national conference that brought together federal, state, and local law enforcement officials to establish anti-trafficking task forces throughout the United States. In February 2005, in Houston, Texas, Civil Rights Division attorneys participated in training sponsored by DOJ's Bureau of Justice Assistance ("BJA") for state and local law enforcement using the national curriculum on human trafficking developed in FY 2004. The training brought together multi-disciplinary teams from 20 anti-trafficking task forces.

In May 2005, the Office of Justice Programs ("OJP"), BJA, and OVC issued a joint call for concept papers from state and local law enforcement agencies and victim service agencies as a preliminary step to applying for federal funds to (1) form collaborative human trafficking task forces or (2) supplement current trafficking victim service provider funding in areas where a BJA-funded task force already existed. Through this solicitation, BJA funded 10 additional anti-human trafficking task forces. In all, DOJ has formed, and funded with \$13 million, 32 task forces in 21 states and territories and all of the task forces have OVC funded trafficking victim services.

The Civil Rights Division has supplemented task force training with a "train the trainer" curriculum that is available to the task forces through the 27 locations of the Office of Community Oriented Policing's Regional Community Policing Institutes.

This training is designed to improve the skills of each component of the trafficking team, and it provides advice on interagency collaboration. Task force training emphasizes proactive investigations, victim safety and restoration, and the importance of conducting investigations across state and international borders. BJA delivered the “train the trainer” program to 113 law enforcement trainers.

In addition, Civil Rights Division attorneys and victim-witness staff conducted more than 70 training programs for federal and local law enforcement agencies, non-governmental and health care organizations, and business leaders and legal practitioners. Also, the Executive Office for U.S. Attorneys’ Office of Legal Education hosted several comprehensive training sessions for federal agents, prosecutors, and victim-witness coordinators at DOJ’s National Advocacy Center. The Civil Rights Division actively participates in human trafficking training at U.S. Attorneys’ Offices and as part of the regular curricula of the FBI, ICE, and DOS’s Diplomatic Security Service.

Finally, the Civil Rights Division’s victim-witness staff contributed a chapter on human trafficking victims as part of the 2005 revision to the *Attorney General’s Guidelines for Victim and Witness Assistance*. Civil Rights Division staff also trained federal victim coordinators and attorneys on those Guidelines.

#### b. Criminal Division, Child Exploitation and Obscenity Section

CEOS conducted its annual Advanced Child Exploitation course for federal prosecutors and agents at the National Advocacy Center in March 2005. The course covered topics relevant to the investigation and prosecution of child exploitation crimes involving the Internet and included training on addressing the needs of child prostitution victims as well as effectively investigating and prosecuting child prostitution cases. Further, in conjunction with the Innocence Lost Initiative, CEOS partnered with the FBI and NCMEC to develop an intensive week-long training seminar, solely dedicated to the investigation and prosecution of cases involving child prostitution. The ongoing program brings state and federal law enforcement agencies, prosecutors, and social service providers to NCMEC, where the group is trained together. The training, which has extended into 2006, has trained approximately 350 key personnel.

CEOS also trained FBI agents working on the Innocence Lost Initiative at a conference in March 2005; trained FBI agents on child exploitation crimes in general, including sex tourism and child prostitution in June 2005; and presented training as part of the Civil Rights Division’s Human Trafficking Conference concerning the Innocence Lost Initiative and child sex trafficking in August 2005.

In addition, CEOS provides numerous publications to prosecutors across the country, including a quarterly newsletter prepared and distributed to each U.S. Attorney’s Office containing practical tips and analysis of the most current legal issues and cases. In FY 2005, many articles in the quarterly newsletter focused on sex trafficking cases. CEOS attorneys also participated in the development of the 2005 revision to the *Attorney General’s Guidelines for Victim and Witness Assistance*, most notably with respect to the

chapter on guidelines for child victims and witnesses. Additionally, CEOS attorneys trained federal prosecutors and victim witness coordinators on those guidelines.

### c. Federal Bureau of Investigation

During FY 2005, at the request the Civil Rights Division, the FBI participated in training of federal, state and local investigators, prosecutors and non-government organizations, and victim advocacy groups in 16 cities. In addition, the FBI focused on training its agents on trafficking issues. Training was given to new special agents of the FBI at the FBI National Academy and to FBI supervisory special agents from 54 field offices at a civil rights training conference in May 2005. All special agents in field offices specializing in civil rights were given training in advanced human trafficking investigation, prosecution procedures, and best practices from June through September 2005. FBI special agents assigned as legal attaches to more than 30 various foreign country posts were also given anti-trafficking training.

## 2. Department of Homeland Security

Three components of DHS conducted anti-TIP training either for their own officers or for state and local law enforcement officers in FY 2005.

### a. Immigration and Customs Enforcement

ICE's focus on its statutory responsibility to train its own agents has resulted in over 4,000 agents completing a comprehensive TIP training course called "Stop Trafficking" as part of ICE's Virtual University. The ICE Training Division documented completion by individual and location. The Federal Law Enforcement Training Center is currently revising ICE's intranet human trafficking course to fit a CD format.

In FY 2005, ICE staff participated in, or hosted over 45 training sessions on trafficking for international, federal, state, and local groups, with the goals of increasing public awareness, improving the ability to find and rescue victims, providing information about the difference between smuggling and trafficking, and urging collaboration. For example, ICE conducted an ICE Victim-Witness Staff's one-day training for all officers and detectives from Montgomery County, Maryland, and trained FBI staff on the difference between smuggling and trafficking and procedures for interviewing large numbers of potential witnesses. In addition, ICE staff provided training on the impact of human trafficking on juveniles in the United States for the National Juvenile Justice Coordinating Council in September 2005.

ICE also participated in developing the "train the trainer" curriculum. ICE staff designed the course on immigration issues and victim assistance for the training curriculum. This course is now being provided nationwide and has provided a forum for state and federal law enforcement agency coordination.

## b. Customs and Border Protection

In FY 2005, U.S. Customs and Border Protection (“CBP”) provided training to all incoming CBP law enforcement personnel on how to identify and respond to cases of human trafficking. The training taught CBP law enforcement personnel how to identify victims and perpetrators of human trafficking and provided information about the non-immigrant visa classifications available to allow victims of human trafficking to remain in the United States to facilitate prosecution of human traffickers and/or protect the victims from extreme hardships they may experience if removed from the United States. A mandatory immigration law review course provided similar training for CBP agents and officers already deployed to the field.

## c. Citizenship and Immigration Services

In FY 2005, CIS participated in several training sessions hosted by other federal agencies to provide training to service providers and law enforcement officers on immigration relief for crime victims, including the eligibility requirements for T nonimmigrant status, training regarding human trafficking, and continued presence. Examples of training sessions in which CIS has participated include presentations at the Trafficking Grantees Meeting co-sponsored by OVC and ORR, the Fourth National Symposium on Victims of Federal Crime offered by OVC, and the DHS Seminar for Victim-Witness Coordinators.

CIS has offered ongoing and advanced training to its personnel on identifying trafficking victims and on the statutory requirements to provide such victims with information regarding available services and assistance. T visa adjudicators, officers from the Administrative Appeals Office, Asylum Officers, Supervisory Asylum Officers, and Immigration Information Officers all received in-person instruction on victim identification through a series of training courses involving CIS personnel, as well as federal law enforcement officials. Additional CIS personnel were trained using the “Stop Trafficking” web-based course described above.

The USCIS Vermont Service Center T visa unit attended and participated in training with both NGOs and other government agencies. The unit participated in the “Freedom Network Annual Conference” held in Los Angeles in March 2005. The VSC unit was also a part of the Trafficking in Women and Children conference in Seattle, WA, sponsored by DHS and hosted by the Seattle ICE Office of Chief Counsel in June 2005.

Furthermore, CIS held advanced training for its T visa adjudicators and Administrative Appeals Office officers. The training covered substantive training on human trafficking, T visa eligibility requirements, waivers of inadmissibility, the psychological dynamics of trafficking, trafficking prosecutions, and cultural awareness. CIS personnel, representatives of local law enforcement, federal law enforcement agencies, and national advocacy groups offered presentations at the training.



### 3. Human Smuggling and Trafficking Center

During FY 2005, HSTC staff presented at a number of law enforcement trafficking conferences and workshops. The Center also gave a presentation at a trafficking oriented intelligence conference hosted by US SOUTHCOM. The HSTC regularly provides trafficking training at the State Department's National Foreign Affairs Training Center as part of the Consular Fraud Prevention Manager course. A HSTC guide on identifying the differences between smuggling and trafficking is used by U.S. federal law enforcement, state law enforcement, and the Royal Canadian Mounted Police in their trafficking training courses.

#### B. International Law Enforcement Outreach and Training

In FY 2005, U.S. Government personnel conducted international outreach and offered training programs aboard and to foreign visitors and officials visiting the United States.

##### 1. Department of Justice

In FY 2005, the Civil Rights Division provided training and technical assistance to foreign officials both in the United States and abroad. In Washington, D.C., Civil Rights Division personnel met with officials from Japan, Uzbekistan, Kazakhstan, Ukraine, Brazil, Colombia, Peru, Taiwan, Guinea, Poland, China, Kenya, and Macedonia. Civil Rights Division personnel also traveled on outreach missions to Cambodia, Singapore, Malaysia, Austria, Mexico, India, Tanzania, Thailand, Germany, and El Salvador, and assisted in the drafting of national anti-trafficking legislation in Azerbaijan, Georgia, and Mexico. Finally, Civil Rights Division attorneys are detailed to Moldova and Colombia to assist the host governments in their efforts to combat human trafficking.

In September 2005, DOJ's team implementing President Bush's Initiative to combat trafficking made a "best practices" presentation to the Mexican government that resulted in a Letter of Agreement and an implementation plan to exchange intelligence and produce collaborative efforts to combat trafficking through Central America, Mexico, and the United States. Even prior to the letter agreement, DOJ and ICE worked with Mexican officials to prosecute traffickers. In *United States v. Carreto*, ICE agents, coordinating with their ICE counterparts in Mexico and with Mexican law enforcement agents, identified two co-conspirators in Mexico who had aided and abetted the traffickers apprehended in the United States. The co-conspirators were arrested on Mexican federal charges related to the sex trafficking operation, and were indicted in the U.S. as co-conspirators of the lead defendants. The Mexican trial court has granted the extradition request as to one defendant, and the order is on appeal before the Mexican appellate court. The U.S. Return, Reintegration, and Family Reunification Program facilitated the victims' cooperation with law enforcement by allowing the victims' children to be reunited with their mothers in the United States.

During FY 2005, CEOS attorneys traveled at least 14 times overseas to such countries as Costa Rica, the Czech Republic, Suriname, Honduras, Brazil, Guatemala, El Salvador, Indonesia, Romania, Bulgaria, and Russia to train international law

enforcement to address child sex trafficking effectively. In addition, CEOS provided training to foreign officials from 35 countries concerning child sex trafficking when those officials were in Washington, D.C.

DOJ's Office of Overseas Prosecutorial Development, Assistance and Training (OPDAT) prepares foreign counterparts to cooperate more fully and effectively with the United States in combating transnational crimes, including human trafficking, by encouraging legislative and judicial reform in countries with inadequate laws, by improving the skills of foreign prosecutors and judges, and by promoting the rule of law and regard for human rights. With funding provided by DOS and USAID, OPDAT conducted 62 anti-TIP programs in FY 2005 in 19 countries: Azerbaijan, Bangladesh, Bulgaria, Costa Rica, El Salvador, Georgia, Guatemala, Honduras, Kazakhstan, Kosovo, Macedonia, Moldova, Nicaragua, Panama, Romania, Russia, Serbia-Montenegro, Suriname, and Thailand.

DOJ's International Criminal Investigative Training Assistance Program ("ICITAP") reaches out to and trains foreign law enforcement officials on methods to combat trafficking in persons by focusing on the development of police forces and the improvement of capabilities of existing police forces in emerging democracies. During FY 2005, with funding provided by DOS and USAID, ICITAP operated TIP programs in Albania, Azerbaijan, Bosnia, Costa Rica, Croatia, Kazakhstan, Indonesia, Macedonia, and Ukraine.

An example of DOJ's international training efforts is the collaborative effort of OPDAT and ICITAP to develop an anti-child sexual exploitation program in Costa Rica funded by DOS. During FY 2005, Costa Rican police and prosecutors, who were trained by DOJ in the previous year, served as instructors during training programs. In addition, DOJ brought in several experts to train 40 Costa Rican judges, prosecutors, investigators, social workers, NGO representatives, and psychologists on the best methods for interviewing child victims.

## 2. Department of Homeland Security

In FY 2005, ICE provided training to both foreign dignitaries visiting the United States and to international law enforcement. The ICE training sessions for foreign dignitaries covered the following topics: the TVPA, smuggling and trafficking investigations, child sex tourism and child exploitation, victim assistance, and options for immigration relief. ICE conducted a total of 16 sessions that were attended by dignitaries from 64 countries.

ICE training of international law enforcement officers was conducted through the International Law Enforcement Academies ("ILEA"). ICE staff provided nine human trafficking trainings at the ILEAs for 361 law enforcement personnel from 28 countries. Training modules included: investigation methodologies in human trafficking cases, human trafficking indicators, global networks, victim interviews, victim services, and task force methodology. Officials from the following countries attended the training: Brunei, Indonesia, Philippines, Cambodia, Singapore, China, Macao, Thailand, Hong Kong, Malaysia, Vietnam, Kazakhstan, Kyrgyzstan, Uzbekistan, Hungary, Romania,

Croatia, Macedonia, Bulgaria, Bosnia & Herzegovina, Slovenia, Georgia, Ukraine, Colombia, Dominican Republic, and El Salvador. The ICE Cyber Crimes Center (“C3”) also participated in ILEA training by conducting Child Sex Tourism Investigations training classes at the ILEAs in Bangkok, Thailand, and Budapest, Hungary.

In addition to ILEA training, ICE worked to train foreign law enforcement officials on the provisions of the Protect Act of 2003 relating to U.S. citizens traveling abroad to sexually exploit children. ICE is working with Mexico as part of the DOS program and has provided training to the Mexican Federal Police (“PFP”) on Child Sex Tourism Investigations and ICE’s ability to assist in their investigations. ICE is assisting the PFP with establishing their own Child Exploitation Unit modeled after the ICE C3 and the National Center for Missing and Exploited Children. The C3 is currently developing a computer forensic training course for foreign law enforcement that will be provided to Mexico when it is completed.

Finally, as part of the President’s Initiative, ICE is providing technical assistance in training and on-site law enforcement expertise through the ICE Attaché offices in Brazil and India. In Mexico, an ICE Project Coordinator arrived at the U.S. Embassy in Mexico City to serve a one-year temporary detail to the project. The Project Coordinator has initiated regular meetings between ICE and the PFP in order to implement the initiative and to define Mexican training, technical assistance, and equipment needs. Through these projects, ICE anticipates the development of cooperative investigative efforts between Mexican, Brazilian, and Indian law enforcement that will lead to successful prosecution of TIP violations, both in those countries and in the United States.

### 3. Human Smuggling and Trafficking Center

In June 2005, the Center sponsored a bilateral meeting between U.S. and Russian prosecutors and law enforcement officers that focused on transnational human trafficking and allowed both sides to explore respective TIP legislation and other issues. Delegates from the United States included representatives from DOJ’s Organized Crime and Racketeering Section, CEOS, the Asset Forfeiture and Money Laundering Section, the Office of International Affairs, and OPDAT, along with FBI, ICE, and DOS’s Bureau of Diplomatic Security. The Center is organizing a second meeting planned for 2006.

The Center participated in, and gave presentations at, a number of international law enforcement trafficking conferences and workshops. These included workshops sponsored by the INTERPOL and the Australian Federal Police.

### 4. Department of State

With PRM support, the IOM has developed the *Counter-Trafficking Training Modules* series in response to the need for practical, “how to” training materials for NGOs, government officials (including law enforcement), and other IOM partners engaged in counter-trafficking activities around the world. Designed to enhance understanding of some of the key elements necessary in building a comprehensive counter-trafficking strategy, the *Modules* series provides an introduction to essential components of a comprehensive counter-trafficking response, and is being translated into

several languages. The *Modules* trainings were developed through a participatory, field-based approach involving IOM missions around the world and include training on: Information Campaigns, Return and Reintegration Assistance, and Victim Identification and Interviewing Techniques. These Modules were tested in 2005 in the Caribbean and have since been used in IOM programs in Indonesia, Japan, Cambodia, and South Africa.

#### 5. Federal Bureau of Investigation

During FY 2005, FBI conducted training in Washington, D.C., for visiting officials from Australia, Italy, the People's Republic of China, Suriname, and the United Kingdom, and for a contingent of representatives from more than 31 different countries, including South Africa, Senegal, Sweden, the Dominican Republic, and Israel.

#### C. Training of Non-Governmental Organizations

The U.S. Government collaborates routinely with NGOs that provide victims with direct services and who have been instrumental in helping to identify trafficking cases and victims. Outreach activities include presentations to corporate associations, academic groups, and local agencies. Outreach addresses multi-jurisdictional issues, collaborative activities, and problems of distinguishing between trafficking in persons and migrant smuggling. The following paragraphs provide examples of the U.S. Government's efforts to train NGOs in FY 2005.

In June 2005, ICE victim assistance staff provided training on human trafficking at a national conference sponsored by the National Center for Victims of Crime attended by over 1,000 participants representing victim services agencies throughout the nation. In October 2005, ICE staff joined with Catholic Charities to provide a one-day training session on trafficking at Marywood University in Scranton, Pennsylvania. In addition, ICE and NGOs such as World Vision have established partnerships to enhance the effectiveness of ICE's child sex tourism investigations program. ICE has worked closely with World Vision, which is running public service announcements paid for by DOS and HHS, to educate the tourism industry and international traveling public on the child sex tourism issue.

In FY 2005, HHS participated in more than 25 speaking engagements before NGOs and other public service organizations, including: health care organizations, such as the American Academy of Family Physicians; social services organizations, such as the U.S. Conference of Catholic Bishops; ethnic affinity organizations, such as the League of United Latin American Citizens and the Ethiopian Development Community Council; child welfare organizations, such as the National Center for Missing & Exploited Children; and the legal community, such as the American Immigration Lawyers Association, the Louisiana District Attorneys Association, and the National Council of Juvenile and Family Court Judges.

To address the issue of sex tourism, DOS funded NGOs to further enhance awareness about crimes against children, strengthen law enforcement and consular training, and encourage private sector support for a global *Code of Conduct for the Protection of Children from Sexual Exploitation in Travel and Tourism*. By the end of

FY 2005, 200 travel companies from 21 countries had signed the Code. In implementing the Code, Carlson Companies – which includes Carlson Wagonlit Travel, the world’s second largest travel company – developed training materials for worldwide hotel staff. The impact of this initiative means there will be thousands of employees around the world trained to recognize the signs of child sex tourism.

D. Department of Health and Human Services Public Awareness Campaign and Outreach Grants

1. *Rescue and Restore Victims of Human Trafficking* Public Awareness Campaign

FY 2005 encompassed months seven through eighteen of the HHS public awareness campaign, *Rescue and Restore Victims of Human Trafficking*. The second year of the campaign targeted intermediaries – those persons or entities who are most likely to come into contact with victims, such as local law enforcement officials (particularly vice squads), social service providers, health care professionals, faith-based organizations, domestic violence groups, ethnic organizations, refugee assistance professionals, homeless assistance professionals, drug rehabilitation organizations, child protective services officials, juvenile court officials, educational organizations, and legal assistance organizations. Outreach efforts included development of local coalitions, local and national media outreach, distribution of original campaign materials, and development of national partnerships.

a. Media Outreach

By the end of FY 2005, nearly 4000 calls were made to the campaign hotline resulting in more than 120 case leads. Nearly 20 percent of calls were referred to local organizations for help to potential victims. In addition, local and national media outreach efforts have resulted in more than 173.3 million media impressions.

By the end of FY 2005, 17 cities had established HHS anti-trafficking coalitions aimed at enlisting local community organizations in the task of combating trafficking within their communities and more than 900 local and national organizations have formally partnered with the *Rescue and Restore Victims of Human Trafficking* public awareness campaign. The campaign’s ten launches in FY 2005 – Chicago, Las Vegas, Long Island, Los Angeles, Miami, Milwaukee, Minneapolis, Portland, St. Louis, and Seattle – generated a significant amount of media coverage, resulting in increased community awareness of trafficking and services available for victims. By the end of this fiscal year, media impressions surrounding Year Two launches totaled more than 22.5 million.

In addition to media outreach efforts in advance of city launch events, HHS worked with media in different regions to encourage coverage of local coalition and campaign-related activities. In FY 2005, the HHS public affairs team contacted local wire, print, and broadcast reporters prior to many task force training events. In Arizona, Illinois, and Washington these contacts resulted in local media coverage.

The HHS public affairs team also explored additional national media angles and capitalized on celebrity partnerships with, for example, singer Ricky Martin, to help raise awareness of human trafficking. HHS worked with Mr. Martin to produce television and radio public service announcements (“PSAs”) in English and Spanish that were distributed across the country. Distribution of the PSAs garnered more than 66 million radio placements and 750,000 impressions for television placements both in English and Spanish media. The English radio PSA aired a total of 1,605 times in nine of the nation’s top-10 media markets and in 48 of the top 50. The Spanish radio PSA generated a total of 167 airings in seven of the nation’s top-10 media markets and in 28 of the top 50 markets. The television and radio PSAs were both played in seven of the top-10 markets throughout the country with total media impressions estimated to be more than 67 million.

In addition to the PSAs, HHS distributed a press release and pitched key national and Hispanic media outlets on the *Rescue & Restore* partnership with the Ricky Martin Foundation that generated extensive media coverage, with print and broadcast stories in more than 30 news outlets, including the Associated Press, *People en Espanol*, Telemundo, Univision, Yahoo! En Espanol, *Washington Hispanic*, and *El Diario*.

#### b. Distribution of Materials

Nearly one million *Rescue & Restore* materials were distributed through the campaign's more than 900 national and local partners. The materials can be previewed on the HHS website, [www.acf.hhs.gov/trafficking](http://www.acf.hhs.gov/trafficking). In addition, HHS produced a 10-minute video to help train intermediaries on how to recognize cases of human trafficking and learn how to initiate support services for those victims, as well as the resources available to help victims rebuild their lives. The video was distributed in August 2005 to the then-more than 800 *Rescue & Restore* coalition members across the country. It is also promoted via the campaign website, [www.rescueandrestore.org](http://www.rescueandrestore.org); *Rescue & Restore* training sessions; booth exhibits; and speaking engagements, as well as in campaign mailings to media and intermediary groups. The [www.rescueandrestore.org](http://www.rescueandrestore.org) website address is used as a campaign resource since it can be easily remembered; however, it serves as a placeholder site that directs visitors to the official campaign site, [www.acf.hhs.gov/trafficking](http://www.acf.hhs.gov/trafficking), for more information. The number of visitors to the *Rescue & Restore* website in FY 2005 tripled over the previous year.

#### c. Developing Partnerships

In FY 2005, HHS focused on the expansion of current national partnerships and the development of new relationships to increase the level of awareness among these intermediary groups. Recent successful partnerships include: providing speakers to participate in law enforcement trainings and internal staff meetings to educate National Center for Missing & Exploited Children staff on the issue of human trafficking; partnering with recording artist Natalie Grant to record a radio PSA for distribution to mainstream and Christian music stations; developing articles for publication in National Consumer League, American Medical Association, National Association of School Nurses, Forensic Nurse Association, American College of Emergency Physicians, and the National Association of Urban Hospitals; presenting at the National Sheriffs’ Association



mid-winter conference and annual conference; and expanding the number of organizations involved in *Rescue & Restore*.

## 2. Street Outreach

In FY 2005, ORR awarded 18 grants for street outreach to organizations to help identify victims of trafficking among populations within which they are already operating and have already built a level of trust. Some of the vulnerable population groups to which the grantees provide outreach are homeless and at-risk youth, girls exploited through commercial sex, migrant farm workers, prostitutes, and women exploited by forced labor in beauty parlors and nail salons. The grants support direct, person-to-person contact, information sharing, counseling, and other communication between agents of the grant recipient and members of a specified target population. The box below lists the FY 2005 grantees.

Catholic Charities, Inc.
City of Homestead
Good Shepherd Corporation of Atlanta
Crisis House, Inc.
Refugee Women's Alliance
Breaking Free, Inc.
Catholic Social Services of Central and Northern Arizona
Farmworker Legal Services of New York, Inc.
Girls Educational & Mentoring Services
West Care Nevada, Inc.
Catholic Charities of the Archdiocese of Milwaukee
Georgia Legal Services Program, Inc.
The Salvation Army
Rural Opportunities, Inc.
The Door - A Center of Alternatives, Inc.
Colorado Legal Services
Coalition to Abolish Slavery and Trafficking
U.S. Conference of Catholic Bishops

## E. Outreach to Foreign Governments

The annual TIP Report produced by G/TIP spotlights modern-day slavery, encourages the work of the civil sector, and is the U.S. Government's principal diplomatic tool used to engage foreign governments. Secretary of State Condoleezza Rice released the 2006 TIP Report on June 5, 2006. It provides an analysis of human trafficking and government efforts to combat it in 149 countries, a net increase of seven ranked countries over the previous year, while the 2005 TIP Report was expanded from 131 to 142 ranked countries. The 2005 TIP Report also included detailed information on U.S. Government policy covering prostitution, child sex tourism, child soldiers, involuntary servitude, and corruption. Each country's ranking is determined solely on the government's actions against trafficking in persons. The goal of the report is to stimulate action; the State Department works throughout the year to engage governments to

strengthen their commitment to ending this abuse. In the twelve-month period leading up to the 2005 TIP Report, G/TIP visited 66 countries to engage foreign governments on issues raised by the TIP Report.

Organized on the basis of the “Three-P” paradigm – prevention, protection, and prosecution – diplomatic engagement surrounding the report is having a positive impact: convictions worldwide have increased to over 4,700 for trafficking-related crimes in 2005 increasing from about 3,000 the year before; new anti-human trafficking legislation was approved in 41 countries; and scores of new survivor shelters were set up.

Several countries on Tier 1 in the 2005 TIP Report showed anti-trafficking in persons leadership through strong policies and implementation of laws during the 2005 TIP Report season.

- South Korea launched an initiative to close down outlets for commercial sexual exploitation and trafficking, arresting over 500 people and rescuing over 1,000 victims.
- Morocco has led efforts to hold accountable United Nations (UN) peacekeepers guilty of sexual abuse of minors in areas of UN deployment.

There were also countries initially rated as tier 3, when the 2005 TIP Report was released in June that took significant action to improve anti-TIP efforts thereby warranting an upgrade in September 2005.

- The United Arab Emirates embarked on a program to rescue and repatriate an estimated 2,000 child camel jockeys being exploited in the Emirates.
- The Government of Qatar took greater steps to protect victims of trafficking, including opening a shelter for foreign domestic servants who have been victims of forced labor or other abuses.
- Jamaica significantly improved its anti-trafficking law enforcement efforts, primarily through its creation of a police anti-trafficking unit which conducted a number of effective operations and arrests in the months following the TIP Report’s release.

Increasingly, by bringing to bear resources from the three main functional divisions of G/TIP (reports, programs, and public outreach), the U.S. Government is able to help spur an anti-slavery approach in countries heretofore unengaged. In Japan, for example, after finding itself in Tier 2 Watch List in 2004, the country scrutinized its visa system and reduced the number of visas awarded for “entertainers” – often a cover for human trafficking schemes. As a result, Japan was raised to Tier 2 in 2005. In the Near East, G/TIP is increasingly directing its effort at stopping forced labor of migrants, particularly domestic servitude of young women.

Additional outreach to foreign governments occurs in regional migration dialogues. For example, the U.S. Government, led by DOS/PRM, participates in the

Regional Conference on Migration (RCM); the Intergovernmental Consultations on Asylum, Refugee, and Migration Policies (IGC); and the People Smuggling, Trafficking in Persons and Related Transnational Crime (the “Bali Process”). PRM provides annual contributions to each of these regional processes and to those in other regions, such as southern Africa. The U.S. has undertaken joint initiatives through the RCM to establish guidelines that aim to provide member countries with guidance for carrying out the safe and prompt repatriation of child victims of trafficking in a manner that respects their rights, takes into account their opinions, and keeps their best interests in mind.

## **VII. Senior Policy Operating Group**

Congress authorized the creation of the SPOG in TVPRA 2003 to coordinate the implementation of the TVPA and address emerging interagency policy, grants, and planning issues. The SPOG reports to the President’s Interagency Trafficking Task Force to Monitor and Combat Trafficking in Persons and is chaired by the DOS G/TIP director.

The SPOG meets quarterly and includes representatives from DOS, DOJ, DHS, HHS, DOL, DOD, USAID, the Office of the Director of National Intelligence, and most recently, the Office of the U.S. Global AIDS Coordinator. The National Security Council, the Domestic Policy Council, the Office of Management and Budget, the Department of Veterans Affairs, and the Department of Education also participate in SPOG meetings. In FY 2005, the President’s Interagency Task Force met once and the SPOG met three times. Several subcommittees have been established underneath the SPOG to further its work, including, the Subcommittees on Regulations and Statistics, chaired by DOJ, and the Subcommittees on Grant-Making, Research, and Public Affairs, chaired by DOS.

In FY 2005, the SPOG helped identify weaknesses in interagency coordination and initiated action to address these weaknesses, such as involving the Office of the U.S. Global AIDS Coordinator in SPOG activities in order to better link TIP and HIV/AIDS policies and creating a Subcommittee on Domestic Trafficking in Persons to address concerns about the treatment of TIP victims. The SPOG Subcommittee on Public Affairs improved coordination efforts on domestic media by identifying media strategies. Outlets such as *Lifetime*, *GQ* magazine, and *The Oprah Winfrey Show* publicized the global crime of trafficking to a wider domestic audience. The SPOG Subcommittee on TIP Research helped convene an international seminar on TIP research and compile a matrix of all U.S. government-funded TIP research projects for FYs 2002 to 2005 to show where research has been conducted and identify gaps. This document is posted on the G/TIP web site at [www.state.gov/g/tip](http://www.state.gov/g/tip). In FY 2005, DOS also promulgated a rule in the Federal Register on *Sharing of Information and Coordination of Activities* to reinforce the current mechanism for effective exchange of information on agency policies and programs. This rule implements § 105 of the TVPA, as amended by the TVPRA 2003.

The SPOG continued its coordination of the President’s \$50 million initiative to combat trafficking. As described earlier, this multi-agency effort provided funding through DOS, DOJ, DOL, HHS, DHS, and USAID to eight foreign countries. Highlights of the initiative include:

- Brazil launched a public information campaign in collaboration with World Vision, to reach would-be U.S. sex tourists. Catholic Relief Services established support centers for vulnerable workers and human trafficking survivors and trained 600 youth and local community leaders to raise awareness on human trafficking for forced labor.
- Cambodia launched a project to help survivors of human trafficking reintegrate that provides shelter; counseling; health services; and literacy, life, and vocational training.
- Indonesia and IOM opened the first medical recovery center for victims of human trafficking, which helped 646 victims between March 2005 and January 2006.
- In Mexico, the Bilateral Safety Corridor Commission (BSCC) was funded to address the public health implications of human trafficking in Mexico's northern border region.

### **VIII. Recommendations for Action**

Taking into account the successes and areas for improvement described above, the U.S. Government recognizes that it should take the following action:

- The U.S. Government, its state and local partners, and NGOs need to improve coordination of services to victims. This includes increased efforts to find victims, track the support they receive from the U.S. Government and U.S. Government grantees, and coordinate efforts to effectively provide services to the victims.
- The U.S. Government needs to enhance its efforts to monitor and combat labor trafficking both domestically and internationally, especially in light of the new mandate in the 2005 TVPRA concerning forced labor and child labor.
- The U.S. Government should continue research efforts to obtain more accurate information, including estimates of trafficking victims in the United States, but the emphasis should be on “actionable research” that enhances the U.S. Government’s ability to combat trafficking. Further research should increase our understanding of the nature and scope of trafficking in the United States and improve our ability to free victims and prosecute traffickers.
- The U.S. Government should increase efforts to identify victims, particularly through expanding the work sector approach to the public health sector, the education community, faith leaders, and other work sectors or first responders.

### **IX. Conclusion**

In his first policy address as Attorney General, Alberto Gonzales called trafficking “one of the most pernicious moral evils in the world today.” As Attorney

General Gonzales stated, “This abomination does not exist only in other lands; it exists right here, on our shores. Today its victims are usually aliens, many of them women and children, smuggled into our country and held in bondage, treated as commodities, stripped of their humanity.”

Yet as this Assessment and the 2006 Annual Report show, the U.S. Government and its domestic and international partners have made significant progress in combating this crime. In a speech at the Freedom Network USA Conference, Attorney General Gonzales stated that the 2006 Annual Report “tells the story of an aggressive, proactive, and victim-centered approach to prevention, investigations and prosecutions. We’ve deployed a comprehensive strategy that includes federal and State lawmakers, dedicated investigators, tough prosecutors, the international community, and the partnership of federally-supported victim services and outreach programs.” Attorney General Gonzales praised the work of victim support groups, like the Freedom Network USA, for its efforts to “rescue victims and help restore their human dignity . . . [, to] take care of them with the comfort of a counselor, the knowledge of an educator, the spirit of an advisor, the strength of an attorney, and the sympathy of someone who understands – sometimes all at once . . . [, and to] help them re-enter a world that seems newly welcoming and dangerous at the same time.”

Through continued cooperation with state and local officials, NGOs and service providers, faith-based organizations, and the international community, the U.S. Government will continue its commitment to combating this moral evil with all the resources available to it. The fight against human trafficking is one of our highest priorities for ensuring justice in the United States and around the world.