



**Attorney General's Annual Report to  
Congress and Assessment of the U.S.  
Government Activities to Combat  
Trafficking in Persons  
Fiscal Year 2007**

**May 2008**

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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), or human trafficking, is a regrettably widespread form of modern-day slavery. Traffickers often prey on individuals, predominantly women and children in certain countries, who are poor, frequently unemployed or underemployed, and who may lack access to social safety nets. Victims are often lured with false promises of good jobs and better lives, and then forced to work under brutal and inhuman conditions. It is difficult to accurately estimate the extent of victimization in this crime whose perpetrators go to great lengths to keep it hidden. Nonetheless, the United States has led the world in the fight against this terrible crime.

The centerpiece of U.S. Government efforts to eliminate trafficking in persons 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 international activities to prevent victims from being trafficked. The TVPA defines trafficking in persons as "sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such act has not attained 18 years of age" or "the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery." 22 U.S.C. § 7102(8).

Specifically, the TVPA:

- Provided for victim assistance in the United States by making trafficking victims eligible for federally funded or administered health and other benefits and services; mandated U.S. Government protections for victims of trafficking and, where applicable, their families; outlined protections from removal, including T non-immigrant status for trafficking victims over the age of 18 who cooperate with law enforcement in the investigation and prosecution of trafficking (victims under 18 are not required to cooperate in order to receive immigration benefits); and allowed T non-immigrant status holders to adjust to permanent resident status;
- Created new crimes and enhanced penalties for existing crimes, including forced labor, trafficking with respect to peonage, slavery, involuntary servitude, sex trafficking of children, sex trafficking of adults by force, fraud or coercion, and unlawful conduct with respect to documents; criminalized attempts to engage in these behaviors; and provided for mandatory restitution and forfeiture;
- Provided for assistance to foreign countries in drafting laws to prohibit and punish acts of trafficking and strengthen investigation and prosecution of traffickers; created programs to assist

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victims; and expanded U.S. Government exchange and international visitor programs focused on trafficking in persons; and

- Created the Interagency Task Force to Monitor and Combat Trafficking to coordinate the U.S. Government's anti-trafficking efforts. The TVPA directed the Task Force, among other activities, to: (1) measure and evaluate progress of the United States and other countries in the areas of trafficking prevention, protection, and assistance to victims; (2) expand interagency procedures to collect and organize data; (3) engage in efforts to facilitate cooperation among countries; (4) examine the role of the international sex tourism industry; and (5) engage in consultation and advocacy with governmental and non-governmental organizations.

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 provisions, and created a new civil action that allows trafficking victims to sue their traffickers in federal district court. In addition, the TVPRA 2003 required an annual report from the Attorney General to Congress. This report was mandated to provide information on the following U.S. Government activities to combat trafficking in persons:

- The number of persons in the United States who received benefits or other services under section 107(b) of the TVPA in connection with programs or activities funded or administered by the Secretary of Health and Human Services, the Secretary of Labor, the Board of the Directors of the Legal Services Corporation, and other appropriate federal agencies during the previous Fiscal Year;
- The number of persons who had been granted "continued presence" in the United States under TVPA section 107(c)(3) during the previous Fiscal Year;
- The number of persons who applied for, had been granted, or had been denied T non-immigrant status or otherwise provided status under section 101(a)(15)(T)(i) of the Immigration and Nationality Act (8 U.S.C. § 1101(a)(15)(T)(i)) during the previous Fiscal Year;
- The number of persons who were charged or convicted under one or more of sections 1581, 1583, 1584, 1589, 1590, 1591, 1592, or 1594 of title 18, United States Code, during the previous Fiscal Year, and the sentences imposed against each such person;
- The amount, recipient, and purpose of each grant issued by any federal agency to carry out the purposes of sections 106 and 107 of the Act, or section 134 of the Foreign Assistance Act of 1961, during the previous Fiscal Year;
- The nature of training conducted pursuant to section 107(c)(4) during the previous Fiscal Year; and
- The activities undertaken by the Senior Policy Operating Group (SPOG) on Trafficking in Persons to carry out its responsibilities under section 105(f) of the TVPRA 2003 during the previous Fiscal Year.

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 authorized 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. The TVPRA 2005 also expanded the reporting requirements of the TVPRA 2003, providing for the inclusion of information in the annual report to Congress on the amount, recipient, and purpose of each grant under sections 202 and 204 of the TVPRA 2005.

This report, the fifth required under the TVPRA of 2003, is submitted to Congress in compliance with that directive. It details U.S. Government activities to combat TIP during Fiscal Year 2007 (FY 2007), with a focus on the categories above. For the first time, however, the report will also analyze the practical effect of U.S. Government activities to combat trafficking in persons. For the past five years, the U.S. Government has issued both this report and an Assessment of U.S. Government Efforts to Combat Trafficking in Persons, which has served as a self-evaluation document on U.S. Government anti-trafficking policy. Although the assessment is not statutorily required, these documents will now be released as a single document.

## **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 with access to the services and benefits provided by the TVPA. Under sections 107(b)(1) and (b)(2) of the TVPA, various federal agencies must extend some 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), the Legal Services Corporation (LSC), and the Department of Defense (DOD) to implement sections 107(b) and 107(c) of the TVPA.

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

The Trafficking Victims Protection Act (TVPA) designated HHS as the agency responsible for helping victims of human trafficking become eligible to receive benefits and services so they may rebuild their lives safely in the United States. The HHS Anti-Trafficking in Persons (ATIP) program in the Administration for Children and Families (ACF), Office of Refugee Resettlement (ORR): (1) provides services and case management to victims of trafficking through a network of service providers across the United States (U.S.), as well as certifies non-U.S. citizen victims of human trafficking; (2) administers a national public awareness campaign designed to rescue and restore victims of trafficking; (3) builds capacity at the regional level through anti-trafficking coalitions and a network of discretionary grants and contracts; and (4) builds capacity nationally through training and technical assistance and operation of the National Human Trafficking Resource Center.

In Fiscal Year 2007 (FY 2007), HHS promoted greater decentralization of anti-trafficking efforts and reconceptualized the role that it plays relative to its grantees and contractors. The result

of this reconceptualization is a Rescue and Restore Victims of Human Trafficking Regional Program, which employs an intermediary model to conduct outreach, identification and service activities on behalf of victims of human trafficking. Importantly, HHS requires that its regional intermediary contractors and grantees sub-award 60 percent of funds received in order to create networks and bring more anti-trafficking advocates and service providers into the Rescue and Restore anti-trafficking movement. The Rescue and Restore Regional Program reinforces and is strengthened by every other ATIP program activity, including street outreach grantees, the per capita services contract, public awareness, the National Human Trafficking Resource Center, and the Rescue and Restore coalitions.

### 1. Certifications and Letters of Eligibility

Section 107(b)(1)(E) of the TVPA states that the Secretary of Health and Human Services, after consultation with the Attorney General, may certify an adult victim of a severe form of trafficking who: (1) is willing to assist in every reasonable way in the investigation and prosecution of severe forms of trafficking in persons; and (2) has made a bona fide application for a visa under section 101(a)(15)(T) of the Immigration and Nationality Act that has not been denied; or is a person whose continued presence in the United States the Attorney General is ensuring in order to effectuate prosecution of traffickers in persons. The TVPA authorizes the “certification” of adult victims to receive certain federally funded or federally administered benefits and services, such as cash assistance, medical care, food stamps, and housing. Though not required to be certified by HHS, minors who are determined to be victims of severe forms of trafficking receive “letters of eligibility” for the same types of services.

On March 28, 2001, then-HHS Secretary Thompson delegated the authority to conduct human trafficking victim certification activities to the Assistant Secretary for ACF, who in turn re-delegated authority on April 18, 2002, to the Director of ORR. In FY 2007, ORR issued 270 certification letters to adults and 33 eligibility letters to minors for a total of 303 letters issued. Thirty percent of victims certified in FY 2007 were male, a significant increase from the six percent male victims certified in FY 06. The chart that follows is a cumulative summary of victim certifications:

<b>Fiscal Year</b>	<b>Minors</b>	<b>Adults</b>	<b>Total</b>
<b>2001</b>	4	194	<b>198</b>
<b>2002</b>	18	81	<b>99</b>
<b>2003</b>	6	145	<b>151</b>
<b>2004</b>	16	147	<b>163</b>
<b>2005</b>	34	197	<b>231</b>
<b>2006</b>	20	214	<b>234</b>
<b>2007</b>	33	270	<b>303</b>
<b>Total</b>	<b>131</b>	<b>1248</b>	<b>1379</b>

FY 2007 letters were provided to victims or their representatives in 29 states plus the District of Columbia and Saipan, a 35 percent increase from FY 06. Certified victims came from over 50 countries, spanning the Americas, Asia, Africa, and Europe. Forty-one percent of victims originated in Latin America and the Caribbean, and an additional 41 percent of victims originated in Asia. The

following list depicts the top five countries of origin, the number of certified victims, and total percentage respectively:

<b>Country of Origin</b>	<b># of victims</b>	<b>% of total</b>
Thailand	48	16%
Mexico	42	14%
Guatemala	25	8.2%
Philippines	23	7.6%
China	21	6.9%

Victim certification does not necessarily equate with victim identification. HHS grantees and contractors work with trafficking victims at every stage of the potential victim identification pipeline, ranging from initial contact with potential victims to helping certified victims rebuild their lives with the help of the federal benefits to which they are entitled, and every stage in between. Language barriers, safety concerns, and trauma present significant barriers to potential victims coming forward and once they do, they rely on highly trained social service providers, attorneys, and law enforcement agents to help them navigate through the certification process. Still other foreign-born potential victims may elect to return to their country of origin without seeking any benefits in the United States. HHS provides potential victims identified by our partners with the services that will best allow them to pursue certification should they choose to cooperate with law enforcement and receive the full benefits available to them under the TVPA.

## 2. Per Capita Service and Case Management

ORR has utilized both contracts and discretionary grants to create a network of service organizations available to assist victims of a severe form of human trafficking. In FY 2007, ORR continued a contract with the U.S. Conference of Catholic Bishops (USCCB) to provide comprehensive support services to victims of human trafficking. Through this contract, ORR has streamlined support services to help victims gain access to shelter, job training, and health care, and provided a mechanism for victims to receive vital emergency services prior to receiving certification. USCCB provides case management services to pre-certified and certified victims on a per capita reimbursement basis. In FY 2007, 207 pre-certified and 457 certified victims received services through this contract. At the end of FY 2007, USCCB had 93 subcontracts with service providers in 125 locations to provide services to trafficking victims in their communities. The HHS' victim services network is illustrated in the appendix.

## 3. Rescue and Restore Victims of Human Trafficking Coalitions

Rescue and Restore coalitions consist of dedicated social service providers, local government officials, health care professionals, leaders of faith-based and ethnic organizations, and law enforcement personnel. The goal of the coalitions is to increase the number of trafficking victims who are identified, assisted in leaving the circumstances of their servitude, and connected to qualified service agencies and to the HHS certification process so that they may receive the benefits and services for which they are eligible. Along with identifying and assisting victims, coalition members use the Rescue and Restore campaign messages to educate the general public about human trafficking. In FY 2007, HHS worked with anti-trafficking Rescue and Restore coalitions in 21 areas, including HHS's 17 previously founded coalitions in: Atlanta, Georgia; Houston, Texas; Illinois; Las Vegas, Nevada; Long Island, New York; Los Angeles, California; Miami, Florida;

Milwaukee, Wisconsin; Minnesota; Newark, New Jersey; Philadelphia, Pennsylvania; Phoenix, Arizona; Portland, Oregon; St. Louis, Missouri; San Francisco, California; Seattle, Washington; and Tampa, Florida. Also, in FY 2007, HHS founded four additional coalitions in Sacramento, California; Nashville, Tennessee; Columbus, Ohio; and statewide in North Carolina. Each new coalition launch included a press conference and a human trafficking training, and involved collaborations with local and Federal law enforcement in each area.

Examples of the work of the Rescue and Restore coalitions in FY 2007 include:

- The Los Angeles Rescue and Restore coalition held a Freedom Day event sponsored by local non-governmental organizations and Rescue and Restore coalition members. The event shed light on modern-day slavery on the 200th anniversary of the abolition of slavery in British Parliament. The event was covered by several newspapers and featured in the Orange County Register.
- The Houston Rescue and Restore coalition coordinated a press conference with Texas State Senator Leticia Van de Putte's office announcing an anti-trafficking state legislation package. The press conference received coverage in the Fort Worth Star-Telegram, Associated Press, El Paso Times, KTRK-TV and KTWX-TV. The coalition also sponsored the area's first Human Trafficking Awareness week with a city proclamation, a press conference, art exhibit and fashion fundraiser, as well as continuing education credit trainings for health professionals.
- The Minneapolis/St. Paul Rescue and Restore coalition collaborated with the Guthrie Theatre on the production of a play entitled "Boats on a River." The play explored the issue of human trafficking through the eyes of Cambodian girls sold into prostitution. Coalition members participated in post-play discussions following several of the performances, and the contact information for our intermediary contractor and a 24-hour Minnesota trafficking crisis line were prominently featured in the playbill.
- The Greater Milwaukee Rescue and Restore coalition partnered with the local DOJ-funded Task Force to conduct a day long training for law enforcement, social service providers, healthcare professionals, and NGO partners. The event included a community mapping exercise to jointly develop a response action plan for responding to needs of trafficking victims identified through enforcement raids.

#### 4. Building Anti-Trafficking Capacity at the Regional Level

##### a. Regional Efforts

Building capacity for the identification and serving of victims at the regional level is the heart of the HHS anti-trafficking program. HHS requires that its regional recipients of funding, including intermediary contractors and applicants for regional grants, sub-award 60 percent of funds received in order to create networks and bring more anti-trafficking advocates and service providers into the Rescue and Restore anti-trafficking movement. In this way, HHS builds infrastructure by providing financial assistance to existing programs of direct outreach and services to populations among which victims of human trafficking may be found in order to support and expand these programs' capacity to identify, serve, and seek certification for trafficking victims in their

communities. HHS' Rescue and Restore Victims of Human Trafficking Regional Program reinforces and is strengthened by many other ATIP program activities, including street outreach and regional coalition building.

At the end of FY 2007, HHS formalized the creation of this regional program and issued a request for proposals to build upon the regional work currently performed by intermediaries. Regional grantees will increase the number of victims of trafficking in their communities who are identified, assisted in leaving the circumstances of their exploitation, and connected to a service delivery system that may include the National Human Trafficking Resource Center, the HHS certification process, and the Services to Victims of Human Trafficking contract funded by HHS. Awards for five cooperative agreements will be announced in early 2008.

In FY 2007, HHS funded four contracts to "intermediary" organizations to foster connections between the Rescue and Restore national campaign and local awareness building and service provision. These intermediaries form the basis of a Rescue and Restore Regional Program, and serve as the focal point for regional public awareness campaign activities and intensification of local outreach to identify victims of human trafficking. Each Rescue and Restore intermediary oversees and builds the capacity of a local anti-trafficking network, sub-awarding 60 percent of grant funds to grassroots organizations that identify and work with victims. By acting as a focal point for regional anti-trafficking efforts, Rescue and Restore intermediaries encourage a cohesive, collaborative approach in the fight against modern-day slavery.

In FY 2007, intermediaries made contact with over 200 victims or suspected victims, 75 of which started the certification process and 26 of which received certification. Intermediaries reported that 26 of their trafficking clients were involved with open law enforcement investigations. Intermediaries use a Victim Identification Pipeline to track interactions with vulnerable persons, chronicling the slow-building relationships of trust that often result in certification and, as possible, prosecution of a trafficker. It is important to note that intermediaries do not discriminate based on nationality. Therefore, the numbers of suspected and confirmed victims tracked in the pipeline include both U.S. citizens and foreign nationals.

In addition to identifying and serving victims, each of the intermediaries and their subs conduct a number of human trafficking trainings and public awareness activities. In FY 2007, intermediaries conducted 1045 trainings, reaching an estimated 35,173 persons.

Examples of the work of the Rescue and Restore intermediaries in FY 2007 include:

- The Bilateral Safety Corridor Coalition, in conjunction with the local Rescue and Restore coalition, held a "Freedom Day" that drew 1,100 participants from student, faith-based, law enforcement, NGO and community sectors. A highlight of the day was six trafficking workshops taught by various members of the coalition. The event drew print and radio media coverage across Orange County, California.
- Civil Society, in conjunction with the local Rescue and Restore coalition, hosted a day-long Human Trafficking Conference in Minnesota that was attended by 217 people. Speakers included the United States Attorney, law enforcement representatives, immigration attorneys, representatives from the Minnesota legislature, and faith-based organizations. Following the conference, many attendees decided to get more involved and formally joined the Rescue and

Restore coalition.

- The Immigrants Rights Advocacy Center, in conjunction with the local Rescue and Restore coalition, hosted more than 80 participants throughout Florida and the U.S. at its Second Annual Human Trafficking Conference. With the knowledge gained from the conference, members of the San Antonio Sheriff's Office subsequently identified a human trafficking ring, arresting four traffickers and rescuing eleven trafficking victims. The Immigrants Rights Advocacy Center continues to sustain a lead role in facilitating successful partnerships at the local, state, and Federal levels.
- Practical Strategies, in conjunction with the local Rescue and Restore coalition, hosted an annual rally to raise awareness about trafficking during the International Institute of Wisconsin's Holiday Folk Fair. The Fair was attended by over 40,000 people during the three-day event, and generated media attention. Thousands of Rescue and Restore public awareness materials were displayed and distributed throughout the event.

**Intermediary Contractors**

Bilateral Safety Corridor Coalition, CA, \$601,159  
Civil Society, MN, \$348,219  
Immigrants Rights Advocacy Center, FL, \$666,666  
Practical Strategies, WI, \$174,284

**b. Street Outreach Grants**

In FY 2007, ORR provided continued funding to 18 organizations to conduct street outreach services to help identify victims of trafficking among populations that they already serve. 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. Grantees include public, private for-profit (although HHS funds may not be paid as profit), and private nonprofit organizations, including faith-based organizations. Some of the vulnerable population groups to which the grantees provide outreach are homeless and at-risk youth, girls exploited through the commercial sex industry, migrant farm workers, people in prostitution, and women forced to work in beauty parlors and nail salons. Grantees were eligible for these grants regardless of whether they had previously participated in anti-trafficking efforts.

Because these organizations are already engaged in outreach to specified vulnerable populations, both U.S.-citizen and foreign, these grantees are able to capitalize on their existing expertise working with these populations and the accompanying trust that has been built. Grantees are evaluated on their ability to connect identified victims to services, and achieve certification by building strong relationships with law enforcement. Suspected victims were identified through mobile feeding programs that target immigrant populations, single women's shelters, known areas of street prostitution, and youth centers, among other locations. Additionally, street outreach grantees provided training on identifying trafficking victims to local law enforcement agencies, community-based organizations, faith-based organizations and health providers.

In FY 2007, street outreach grantees made contact with approximately 1500 victims or suspected victims, 127 of which started the certification process and 23 of which received certification. Grantees reported that 120 of their trafficking clients were involved with open law enforcement investigations. Like intermediary contractors, street outreach grantees use a Victim Identification Pipeline to track interactions with vulnerable persons that chronicles the slow-building relationships of trust that often result in certification and, as possible, prosecution of a trafficker. Street outreach grantees do not discriminate based on nationality; therefore the numbers of suspected or confirmed victims tracked in the pipeline include both U.S. citizens and foreign nationals.

**Street Outreach Grantees**

Alternatives for Girls, MI, \$25,000  
Breaking Free, St. Paul, MN, \$110,000  
Catholic Charities of the Diocese of Camden, NJ, \$70,000  
Catholic Charities Community Services, Phoenix, AZ, \$101,462  
Center for Social Advocacy, San Diego, CA, \$27,502  
Coalition to Abolish Slavery and Trafficking of California, \$75,000  
Farmworker Legal Services of New York, \$75,537  
Girls Educational and Mentoring Services, New York City, NY \$109,473  
International Rescue Committee, AZ, \$103,779  
Mosaic Family Services, Dallas, TX, \$88,465  
Polaris Project, NJ, \$57,466  
Positive Options, Referrals and Alternatives, IL, \$115,000  
SAGE Project, San Francisco, CA, \$121,979  
Salvation Army, IL, \$82,871  
Southeastern Network of Youth and Family Services of Alabama, \$90,000  
Southeastern Network of Youth and Family Services of Florida, \$46,700  
Tapestri, GA, \$48,772  
Texas Rio Grande Legal Aid, \$71,871

## 5. In-Reach Campaign

The HHS Anti-Trafficking in Persons (ATIP) In-Reach Campaign is an educational outreach within the HHS community. Formally launched in April 2007, the HHS ATIP In-Reach Campaign aims to: (1) Galvanize HHS leadership and program staff to address human trafficking issues in their programs and areas of research expertise; (2) Leverage existing HHS funding mechanisms to better serve human trafficking victims; (3) Increase U.S. domestic citizen and international human trafficking victim identification and service provision across HHS; and (4) Map, strengthen, and streamline the HHS U.S. domestic citizen and international human trafficking victim service provision pipelines.

The Campaign's work has included quarterly meetings open to HHS staff on issues such as victim identification, street outreach, and victim services. The Campaign also facilitates leadership and program-level ATIP education and training meetings with HHS agencies whose missions compliment that of the ATIP Program. Programs ready to move to the next level of strategic involvement in anti-trafficking efforts have the opportunity to receive targeted assistance from the Polaris Project, HHS's technical assistance provider.

From April to September of 2007, ATIP leadership and staff participated in nearly 20 intra-agency ATIP In-Reach meetings and trainings. They have provided education and/or training to hundreds of HHS staff, grantees, and contractors, including those from the U.S. Public Health Service Commissioned Corps; Centers for Disease Control and Prevention (CDC); Substance Abuse and Mental Health Services Administration (SAMHSA); ACF's Administration on Children, Youth and Families; ACF's Office of Community Services; Office of Faith-Based and Community Initiatives; Health Resources and Services Administration (HRSA); Office of Women's Health; and the National Institutes of Health. In addition, HRSA, SAMHSA and the ACF Office of Community Services have designated In-Reach points of contact within their staff to further facilitate collaboration.

During FY 2007, ATIP engaged several of the ACF Regions and collaborated with ACF's Family and Youth Services Bureau (FYSB), Youth Development Division for more in-depth training and technical assistance on human trafficking as part of a field pilot program. The Polaris Project worked with regional technical assistance providers for the Youth Development Division's Runaway and Homeless Youth Programs, encompassing the Basic Center, Transitional Living, Maternity Group Homes, and Street Outreach Programs, to incorporate a trafficking lens in the work they do with vulnerable youth. The first pilot presentation was made in Spokane, Washington, at the Northwest Network for Youth Street Outreach Symposium. FYSB featured the issue of human trafficking among runaway and homeless youth in its July 2007 issue of "The Exchange," a newsletter that reaches people interested in the youth services field.

In leveraging existing HHS mechanisms, the In-Reach Campaign has targeted services for victims of trafficking who are minors. Unaccompanied minors who are victims of trafficking are eligible for foster care administered through the ORR Unaccompanied Refugee Minors (URM) program. This program offers a variety of care levels appropriate to the needs of the victim and enrolls unaccompanied trafficked minors as expeditiously as possible. ORR's Division of Unaccompanied Children's Services (DUCS) program can accept unaccompanied undocumented trafficked minors and provides comparable services through a system of group homes and shelters.

Minors in the DUCS program that are potential trafficking victims are screened for evidence of trafficking and referred to law enforcement. In FY 2007, the ATIP and DUCS programs jointly hired a child trafficking specialist to assist with case management of trafficked children in ORR care and training the staff of DUCS group homes and shelters on victim identification and care.

ACF also provides emergency shelter options for minors through its in-reach network. Those options include State Child Protective Services and the 336 Basic Centers and 193 Transitional Living Programs for Older Homeless Youth throughout the country supported by FYSB.

## B. Department of Justice

### 1. Bureau of Justice Assistance

The Bureau of Justice Assistance (BJA) began the Human Trafficking Task Force Initiative by making awards to 18 law enforcement agencies to form victim centered human trafficking task forces in November 2004. The awards were for a three-year period and all 18 were due to expire on November 30, 2007. During 2007, BJA provided supplemental funding to six of these human trafficking task forces: Harris County, TX; Los Angeles, CA; Seattle, WA; Oakland, CA; Collier County, FL; and Austin, TX. BJA offered no-cost extensions to the other twelve BJA Task Forces that were formed in 2004 – all of which had sufficient funding to continue into 2008. The task forces are set forth in the appendix.

### 2. Office for Victims of Crime

The Office for Victims of Crime (OVC) continues to work in partnership with BJA to administer the Services for Trafficking Victims Discretionary Grant Program. In 2007, OVC and BJA issued letters of invitation to current task force and service provider recipients of trafficking funding to continue their anti-trafficking activities and to identify, rescue and serve human trafficking victims. During FY 2007, OVC awarded a total of \$ 3,854,016 in funding to support the effort of 13 existing programs and one new program in New Orleans that work collaboratively with the law enforcement task forces funded by BJA, ensuring the provision of comprehensive services to victims of human trafficking throughout the United States. One grantee, Project Reach, provides specialized services as described below.

From the inception of the program in January of 2003 through June 2007, OVC's grantees provided services to 1,924 pre-certified trafficking victims.<sup>1</sup> In addition, grantees have trained over 77,990 practitioners from the disciplines of law enforcement, prosecution, healthcare, legal services, as well as members of the faith community and other allied practitioners about the dynamics of human trafficking, its impact on victims and the very comprehensive and specialized needs of these victims.

Comprehensive services grants enable the grantee organization to provide direct services to meet the broad range of trafficking victims' needs, including case management; legal assistance to obtain immigration relief; medical, mental health, and dental services; shelter, clothing, and daily

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<sup>1</sup> OVC does not track pre-certified victims by name or identifiable data; this number includes pre-certified victims who received services from more than one OVC grantee, thereby counting a few victims more than once in the total number.

sustenance; transportation; interpretation; English-as-a-Second-Language education; and access to a broad range of other educational services, job skills training, and other needed social services. The services are dedicated primarily to assisting victims during the period of time between rescue by law enforcement and their certification by HHS to receive other benefits (the so-called “pre-certification period”). With prior written authorization from OVC, grantees may be allowed to provide some services to certified victims, such as case management or legal assistance, if there is no local provider available to provide these vital services. HHS and OVC coordinate to ensure that providers do not “double-dip” and receive funding from both HHS and OVC to serve any trafficking victim, pre-certified or certified.

OVC service providers also expend great effort in the development of close collaborative efforts among a broad range of players in the community, such as other social service providers and local, state, and federal law enforcement agencies, including the law enforcement anti-trafficking task forces funded by BJA. Service providers also use grant funding to support public outreach and awareness initiatives on the nature of human trafficking and the specialized, sometimes catastrophic needs of the victims of this crime. Funding also supports training and evaluation activities, and grantees are required to set aside 5 percent of total project costs to cover these activities.

One OVC grant funded project, Project REACH, provides specialized services to victims of human trafficking. Project REACH is part of The Trauma Center at the Justice Resource Institute in Brookline, Massachusetts. Project REACH is a mobile crisis intervention team of trauma specialists. They work with local providers to address the psychological needs of trafficking survivors. Available on short-term notice, the teams can travel to sites where human trafficking victims have been discovered to provide direct services, training and consultation to local providers. Project REACH can also provide phone consultations. Services are available to communities throughout the United States and are free-of-charge. A few of the specialized areas of assistance include:

- Understanding special issues in working with child and adolescent victims
- Working with survivors with severe mental illness
- Understanding the psychological basis of re-enactments and identification with the perpetrator
- Developing alternative therapies for human trafficking victims.

Beginning in October 2007, OVC worked with BJA, under the auspices of the OVC Training and Technical Assistance Center, to convene a federal working group composed of key stakeholders that form the overall federal response to human trafficking to address the training and technical assistance needs of both agencies’ trafficking grantees. This new collaborative initiative is rooted in both agencies’ recognition of the need for a comprehensive training and technical assistance (T&TA) strategy to enhance anti-trafficking task forces nationwide, for the benefit of victims. The general objectives were echoed in the recent GAO report entitled “Human Trafficking: A Strategic Framework Could Help Enhance the Interagency Collaboration Needed to Effectively Combat Trafficking Crimes.” This working group will provide input to BJA and OVC regarding the development of collaborative outreach and T&TA strategies for anti-trafficking task forces, and will guide any additional improvements to the T&TA needs that the group deems necessary. Participating agencies within DOJ include OVC, BJA, the Bureau of Justice Statistics, the National Institute of Justice, the Office of General Counsel and the Office of the Assistant Attorney General within the Office of Justice Programs; the Office of Legal Policy; the Office on Violence Against Women; the Executive Office for United States Attorneys; the Federal Bureau of Investigation; and

the Human Trafficking Prosecution Unit within the Civil Rights Division. Other participating federal agencies include the Department of Defense; DOS; DOL; HHS; the Human Smuggling and Trafficking Center; and Immigration and Customs Enforcement (ICE) within DHS.

**Trafficking Victim Service Grant Recipients**

Asian Pacific Islander Legal Outreach (San Francisco, CA)  
Bilateral Safety Corridor Coalition (San Diego County, CA)  
Boat People S.O.S., Inc. (Washington, D.C. Great Metropolitan Area)  
Catholic Charities (San Antonio, TX)  
City of Indianapolis/Julian Center (Indianapolis, IN)  
Civil Society (St. Paul, MN)  
Coalition to Abolish Slavery and Trafficking (Los Angeles, CA)  
Guma' Esperansa-Karidat (Commonwealth of Northern Mariana Islands)  
Heartland Alliance for Human Needs and Human Rights (Chicago, IL)  
Hope House (Independence, MO)  
International Institute of Boston (Boston, MA)  
International Institute of Buffalo (Buffalo, NY)  
International Institute of Connecticut (Stamford, CT)  
International Institute of St. Louis (St. Louis, MO)  
International Rescue Committee Miami (Miami, FL)  
International Rescue Committee Phoenix (Phoenix, AZ)  
International Rescue Committee Seattle (Seattle, WA)  
Metropolitan Center for Women and Children (South Louisiana)  
Mosaic Family Services (Dallas, TX)  
Refugee Women's Network (Atlanta, GA)  
Refugee Services of Texas (Austin, TX)  
Safe Horizon (New York, NY)  
Salvation Army (Honolulu, HI)  
Salvation Army (Las Vegas, NV)  
Salvation Army Western Territory (Long Beach, CA for sites in El Paso, TX; Denver, CO;  
Anchorage, AK)  
Tapestri, Inc. (Georgia)  
The Tides Center (Salt Lake City, UT)  
U.S. Conference of Catholic Bishops (Washington, D.C. for sites in DE, MD, NJ, PA)  
U.S. Conference of Catholic Bishops (Washington, D.C. for a site in Portland, OR)  
World Relief Corporation (Baltimore, MD for sites in Western Central Florida)  
World Relief Corporation (Baltimore, MD for sites in High Point, NC; Nashville, TN;  
Jacksonville, FL; and Lee County, FL)  
YMCA of the Greater Houston Area (Houston, TX)  
Justice Resource Institute (Mobile unit out of Brookline, MA)

A list of all OVC funded projects can be found on the OVC website at: <http://www.ojp.usdoj.gov/ovc/help/traffickingmatrix.htm>, and are also set forth in the appendix to this report.

**C. Department of Homeland Security**

The ICE Victim/Witness Assistance Program implements a Federal Crime Victim Assistance Fund for victims of crime. The fund is available to assist Special Agents in Charge (SAC) with emergency services for victims of crime. This includes victims of slavery, peonage, involuntary servitude, and trafficking. The fund is provided by DOJ's Office for Victims of Crime (OVC) to assist crime victims when local resources are not available. OVC provides this limited funding to

ICE through an interagency agreement that provides emergency services to crime victims when no other funds are available. The project is entitled “Federal Crime Victims Assistance”. These funds are essential to fill a current gap in services for victims of trafficking, until the victims can be safely transferred to NGOs.

In FY 2007, ICE’s VWAP provided several days of substantive training to the over 300 Victim Witness Coordinators; collateral duty agents and officers who are assigned victim assistance responsibilities in the field. These Victim Witness Coordinators are trained to not only recognize indicators of human trafficking during the course of an investigation but also to provide direct support and assistance when victims are encountered. Victim Witness Coordinators are responsible for ensuring that victims are aware of their rights under the VTVPA and other relevant Federal laws as well as making referrals to appropriate local services when victims are first encountered by ICE. They are also responsible for assisting the case agent with applying for continued presence on behalf of victims; arranging suitable housing, healthcare, interpreter services, and other basic needs in the immediate aftermath of a rescue; and ensuring that law enforcement interviews are conducted in a sensitive, victim-centered way that will minimize further trauma to the victim.

In cases in which trafficked minors are identified, the Victim Witness Coordinator works to ensure that the special needs of the victimized children are met. In a recent forced labor case involving more than 20 victims, including 7 minors, from West Africa, ICE Victim Witness Coordinators worked closely with the ICE Office of Detention and Removal and the HHS Office of Refugee Resettlement to ensure rapid and appropriate placement of an unaccompanied alien child (non-victim) with the Division of Unaccompanied Children and eventually, the Unaccompanied Refugee Minor (URM) foster care program. Victim Witness Coordinators in this case also secured the appropriate temporary transfer of care of a U.S. citizen infant identified during the rescue to child protective services. They also coordinated URM placement of the minor victims after the conclusion of the initial law enforcement interviews. As is standard in all trafficking cases, the Victim Witness Coordinators in this case continue to follow up with the victims as necessary and work closely with the NGO partners involved in long-term service provision.

D. Department of State

In 2007, DOS’s Bureau of Population, Refugees, and Migration (PRM) supported the Return, Reintegration, and Family Reunification Program for Victims of Trafficking, which reunites eligible family members with trafficked persons identified in the United States. PRM’s implementing partner, the International Organization for Migration (IOM), works collaboratively with NGOs, law enforcement agencies, the faith-based community, and U.S. Government agencies to assist the families of identified trafficking victims. After receiving a T visa (discussed in Section III below), trafficked persons can bring their eligible family members to the United States as provided for by the TVPA. IOM may provide 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 do not wish to avail themselves of the T visa benefits in the United States, the program also works to ensure safe return and reintegration assistance in home communities. This may include pre-departure assistance, travel documentation, transportation, and reception upon arrival by IOM partners on the ground, when possible. Reintegration assistance may be provided through NGO partners to reduce the likelihood of re-trafficking and may include: temporary shelter, health care, training and education, and small grants for income-generating activities. Since it started in 2005, this program has facilitated the

reunification of 143 family members with a victim of trafficking in the United States and assisted 10 trafficking victims who wished to return to their country of origin.

E. Department of Labor

The DOL's One-Stop Career Centers are available to provide employment and training services—notably job search assistance, career counseling, and occupational skills training—to victims of trafficking. These services are provided in accordance with the Training and Employment Guidance Letter No. 19-01 issued by DOL's Employment and Training Administration (ETA) in 2002 after the passage of the TVPA. In addition to informing the career centers about federal resources for victims of trafficking, the guidance letter notes that no state may deny Workforce Investment Act of 1998 (WIA)-funded services available to victims of severe forms of trafficking based on their immigration status. Any such services are provided directly by state and local grantees to trafficking victims, and ETA does not collect information on the extent to which such services are offered or utilized by trafficking victims.

Used in the One-Stop Career Center's Resource Room or accessed remotely on the Internet, the National Electronic Tools provide self-service access to career and workforce information. These tools include: America's Career InfoNet (<http://www.ACINet.org>); America's Service Locator (<http://www.servicelocator.org>); Toll-Free Help Line (TFHL) at 1-877-US2-JOBS, or TTY: 1-877-899-5627. Also available is the Occupational Information Network (<http://www.online.onetcenter.org>). To link to state job banks, private sector job banks and portal web sites, visit <http://www.jobbankinfo.org>.

The Job Corps program assists eligible youths in achieving a High School Diploma or GED, is available to provide vocational skill training and an array of life success skills to assist the youths in becoming employable and independent, and helps secure meaningful jobs or opportunities for further education.

F. Legal Services Corporation

The Legal Services Corporation (LSC) is a private, non-profit corporation established by Congress to fund legal aid programs throughout the nation to assist low-income persons with gaining access to the civil justice system. Under section 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 obligations to provide legal services to trafficking victims. The current guidance is available at: <http://www.rin.lsc.gov/Reference%20Materials/Refrmts/Progltrs/progltrs/05-2.htm>

In FY07, 13 LSC grantees assisted 258 trafficking victims, as shown in the chart below.

<b>LSC Grantees</b>	<b># of Persons Served</b>
Legal Aid Foundation of Los Angeles	91
Utah Legal Services	57
Colorado Legal Services	31
Legal Aid Society of Cincinnati	22
Micronesian Legal Services	21
Legal Aid Society of Mid-New York	14
Pine Tree Legal Services	8
Legal Services of Eastern Missouri	5
Southern Arizona Legal Aid	3
Texas Rio Grande Legal Aid	3
Legal Aid of Western Missouri	1
Legal Aid of West Virginia	1
Legal Services of North Florida	1
<b>TOTAL</b>	<b>258</b>

G. Department of Defense

The Combating Trafficking in Persons (CTIP) program implemented by the DOD is primarily focused on members of the DOD, and it does not provide victim services. However, the DOD Inspector General operates a hotline (1-800-424-9098) that refers victim callers to those agencies that can provide the requested assistance. Additionally, DOD is compiling a list of NGO TIP services in countries in which the Department has a presence. This list will provide combatant commands with information about organizations in their areas to which they can refer TIP victims for assistance.

H. How Can the U.S. Government Improve Benefits and Services to Victims?

1. Continued Action on September 2006 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. Because trafficking is often a hidden crime, the U.S. government has made it a priority to initiate outreach into vulnerable communities and to raise

public awareness of potential indicators of human trafficking. Acting on the recommendations in the September 2006 Assessment, the U.S. Government has improved its capacity to find and rescue trafficking victims by focusing on particular work sectors or first responders, for example, in pertinent industries, the faith-based community, the education community, the public health sector, and the travel industry. The U.S. Government has also worked with its state and local law enforcement partners, as well as NGOs, to improve victim identification efforts and 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.

- HHS created an Anti-Trafficking in Persons (ATIP) In-Reach Campaign as an educational outreach within the HHS community designed to increase and improve service provision for victims of human trafficking. The Campaign's work has included quarterly meetings open to HHS staff on issues such as victim identification, street outreach, and victim services for both U.S. citizens and non-U.S. citizen trafficking victims. In leveraging existing HHS mechanisms, the In-Reach Campaign has targeted services for victims of trafficking who are minors. In FY 2007, the ATIP and Division of Unaccompanied Children's Services (DUCS) programs jointly hired a child trafficking specialist to assist with case management of trafficked children in care of the Office of Refugee Resettlement ORR and train the staff of DUCS group homes and shelters on victim identification and care. ACF also provides emergency shelter options for minors through its in-reach network. Those options include State Child Protective Services and the 336 Basic Centers and 193 Transitional Living Programs for Older Homeless Youth throughout the country supported by FYSB.
- To improve identification of victims, track the support they receive from the U.S. Government and U.S. Government grantees, and coordinate efforts to effectively provide services to victims, HHS operates a Per Capita Services Contract, Intermediaries Contracts, and a Technical Assistance Contract. HHS also issued a Request for Applications for a Rescue and Restore Victims of Human Trafficking Regional Program, which will identify and serve victims, manage local anti-trafficking coalitions, and create regional promising practices compendiums to be of use to social service providers, law enforcement and other anti-trafficking advocates. Awards will be announced in early 2008.
- HHS' Assistant Secretary for Planning and Evaluation conducted a study on services available to U.S. citizen/Lawful Permanent Resident victims of domestic human trafficking. The study, entitled "Finding a Path to Recovery: Residential Facilities for Minor Victims of Domestic Sex Trafficking," is the first in a series of Issue Briefs produced from a study of HHS programs serving human trafficking victims. The brief provides practical information about the characteristics and needs of minors who are victimized by sex traffickers across the U.S. and can be found at <http://aspe.hhs.gov/hsp/07/humantrafficking/index.htm>.
- 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. For example, OVC has worked to incorporate information about human trafficking into videos and other publications that may be disseminated to the larger victim assistance field. It has developed a human trafficking video that addresses the need for the victim services providers in the field to work in partnership with immigrant service providers and other allied professionals to better serve victims of human trafficking. The

video is targeted specifically at traditional victim service providers with the aim of helping them expand their existing skill set and resources to serve individuals who have been trafficked. The video was released in April of 2008.

- OVC has also partnered with the faith-based community. In 2006, OVC provided funding to support the development of a video entitled “Faith-Based Responses to Crime Victims” which includes a specific chapter about human trafficking. The video can be used as an outreach and educational tool to encourage an increased number of collaborative partnerships between traditional victim service providers and faith-based organizations. This video was released in April of 2008.
- OVC provided funding to the National Sheriffs Association to produce an educational multimedia package entitled “First Responses to Victims of Crime” that looks at the impact of crime on victims and describes steps that law enforcement can take as first responders to meet victims needs. Among the type of victimizations covered are sexual assault, drunk driving, homicide, human trafficking and mass casualties. The special needs of older victims, child victims, immigrants, and victims with disabilities are addressed as well. OVC released this resource in April 2008.
- The Wage and Hour Division (WHD) of DOL continues to emphasize 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 that employ vulnerable and potentially trafficked victims. WHD staff also helps to educate its various partners and public on the various aspects of federal law enforced by DOL.

## 2. Recommendations for FY 2008

As part of its victim-centered approach to combating human trafficking, the U.S. Government has made significant improvements in its efforts to provide services to victims. It is critically important that these improvements continue in FY 2008. Some areas where the U.S. Government can focus on improvement are as follows:

- Given the tremendous growth of OJP efforts through OVC and BJA, it is vital to initiate a collaborative program of technical assistance to the task forces and service providers. OVC and BJA are developing a joint training and technical assistance strategy to assist grantees with developing and implementing protocols; building and maintaining collaboration among numerous community partners; and collecting data that are standardized, accurate, and useful. Some grantees also require technical assistance in understanding the often subtle complexities of trafficking; how to best investigate and prosecute trafficking cases; and how to provide comprehensive, culturally competent services to trafficking victims. Since trafficking cases are rarely “routine,” grantees also need access to acknowledged experts as well as opportunities to share “lessons learned” and promising practices with one another.
- Because government benefits are typically available only to U.S. citizens or lawful residents, the TVPA created a mechanism for allowing certain non-citizen trafficking victims access to benefits and services from which they might otherwise be barred. The funds provided under the TVPA by the federal government for direct services to victims are dedicated to assist non-U.S. citizen victims

and may not currently be used to assist U.S. citizen victims; however, U.S. citizen victims are eligible to receive substantially similar and separately funded federal crime victim benefits and public assistance programs which non-U.S. citizens were otherwise ineligible to receive. A SPOG Subcommittee on Domestic Trafficking determined that by statute there are not many differences in trafficking victims' eligibility for services; although, the Subcommittee found that, in practice, U.S. citizen victims and those with legal permanent residence status may be less likely to have access to intensive case management services to which many non-U.S. citizen victims have access. Stakeholders in the treatment of domestic victims of trafficking in persons should examine how to rectify this disparity.

### **III. Immigration Benefits for Trafficking Victims**

#### **A. Continued Presence and T Non-Immigrant Status**

Trafficking victims in the United States are eligible to receive two types of immigration relief—Continued Presence (CP) and T nonimmigrant status, also known as a “T visa.” The Law Enforcement Parole Branch (LEPB), formerly named the Parole and Humanitarian Assistance Branch (PHAB), within the ICE Office of International Affairs, grants CP and U.S. Citizenship and Immigration Services (USCIS) awards T Visas. DHS provides copies of these awards to HHS. After HHS receives notification of either CP or a T Visa, HHS provides the actual certification<sup>2</sup> under section 107 (b) of the TVPA.

“Continued Presence” is a temporary status, applied for by a law enforcement officer, that permits an alien to be legally present in the United States during the pendency of the investigation. It is granted to trafficking victims in accordance with section 107(c)(3) of the TVPA. Pursuant to 28 C.F.R. Part 1103, DHS has the authority to grant CP to victims of severe forms of trafficking who are potential witnesses in the investigation or prosecution. CP requests are reviewed and, when warranted, authorized by the LEPB, pursuant to authority delegated to it by the Secretary of Homeland Security. Continued Presence is sought for victims who satisfy the legal definition of a Victim of a Severe Form of Trafficking, who are identified to federal law enforcement, and who are also potential witnesses in an ongoing investigation. Continued presence would not be sought for trafficking victims who are U.S. citizens or lawful permanent residents, or for victims who have requested to return home or who have received another form of immigration relief. Continued Presence would not be sought for victims of crimes other than human trafficking offenses. Continued presence is not required for juvenile victims to receive victim assistance benefits.

When the LEPB authorizes CP, the approved application is forwarded to the Vermont Service Center (VSC) within CIS, for production of an employment authorization document (EAD) and I-94, Arrival/Departure Record. CP is initially authorized for a period of one year; however, an extension of CP may be authorized for a longer period if the investigation is ongoing.

In FY 2007, the LEPB received 125 requests for CP. Of these, 122 requests were authorized and 3 requests were withdrawn by the requesting federal law enforcement agencies because there

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<sup>2</sup> Victims under 18 years of age do not need to cooperate in the investigation and prosecution of the traffickers to receive benefits. HHS requires a statement from DHS or DOJ that the juvenile has been determined to be a victim of a severe form of trafficking in persons. Juveniles are provided with “eligibility” letters allowing them to receive benefits.

was insufficient evidence to substantiate that the individual was a victim of a severe form of human trafficking as defined by statute or that the victim was determined to be a material witness. ICE also received five requests for extensions to existing CP and all extensions were authorized. In addition, the LEPB received 26 requests for termination of CP status either because the victim received a T Visa or the victim departed the United States and returned to their home country.

CP Requests in FY 07	Number Awarded	Number Withdrawn	Requests for Extensions	Extensions Authorized
125	122	3	5	5

Countries Represented	Countries with Highest Number of Victims	Cities with Most CP Requests
24	Mexico, El Salvador, and China	Los Angeles, Newark, Houston and New York

Through the BJA Human Trafficking Task Forces, more than 64,000 law enforcement officers and other persons likely to come into contact with victims of human trafficking have been trained on the identification of trafficking and its victims. From July 1, 2006 through June 30, 2007, the BJA Human Trafficking Task Forces identified 968 potential victims of human trafficking. Continued presence was requested on behalf of 81 of these victims. The cumulative total of potential victims that have been identified by BJA funded task forces during two years of operation is now 2,116 with 289 persons having had continued presence requested on their behalf by federal law enforcement.

Victims of trafficking may also apply with U.S. Citizenship and Immigration Services (USCIS) to receive a nonimmigrant T visa, which is available to an alien who (1) is a victim of a severe form of trafficking in persons, (2) is physically present in or at a port-of-entry to the United States (as defined in the immigration laws), American Samoa, or the Commonwealth of the Northern Mariana Islands on account of human trafficking, (3) has complied with reasonable requests for assistance in the investigation and prosecution of acts of trafficking or is less than 18 years old, and (4) would suffer extreme hardship involving unusual and severe harm upon removal. Victims who receive T nonimmigrant status are eligible to remain in the United States for up to four years, and their status may be extended if the law enforcement authority investigating or persecuting activity related to human trafficking certifies that the presence of the alien in the United States is necessary to assist in the investigation or prosecution of such activity. After three years, T non-immigrants are eligible to apply for adjustment of status to lawful permanent residence subject to certain statutory criteria.

See the chart below for numbers of persons who applied for, who were granted, and who were denied T visas in FY 2007.

Applications for T visas	FY 2007
<i>Victims</i>	
Applied	230
Approved*	279
Denied	70
<i>Family of Victims</i>	
Applied	149

Approved*	261
Denied	52

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

Since 2001, the United States government has granted 1,974 T visas to victims of human trafficking and their immediate family members.

#### IV. Investigations, Prosecutions, and Sentences

##### A. Investigations

Several federal agencies conduct investigations of trafficking in persons, with the majority of investigations undertaken by ICE and the Federal Bureau of Investigation (FBI).

##### 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. FBI Legal Attachés at U.S. embassies around the world support investigations with international links. 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.

On August 30, 2005, the FBI began its Human Trafficking Initiative. The initiative involved the FBI's field offices determining, via a threat assessment, the existence and scope of the trafficking problem in their region; participating in an anti-trafficking task force; establishing and maintaining relationships with local NGOs and community organizations; conducting victim-centered investigations; and reporting significant case developments to the Civil Rights Unit (CRU). To date, the FBI participates in a significant majority of the BJA-funded human trafficking task forces as well as other human trafficking task forces and/or working groups. In 2006, the CRU requested the 56 field offices complete a Civil Rights Program Threat Assessment. A review and analysis of those assessments formed the basis for the National Human Trafficking Threat Assessment which has been forwarded to all FBI field offices.

In FY 07, the FBI opened 120 trafficking investigations, made 155 arrests, and filed 63 complaints. In FY 07, 91 informations/indictments were filed in FBI human trafficking cases, and 57 convictions were obtained. (These numbers are different from the prosecutions detailed elsewhere in this report, as the FBI does not participate in every human trafficking investigation.)

**TIP Investigations by FBI's CRU**

FY	Cases Opened	Complaints/ Indictments/ Informations	Arrests	Convictions
2001	54	29	67	15
2002	58	26	65	15

<b>2003</b>	65	40	32	18
<b>2004</b>	86	32	16	22
<b>2005</b>	146	45	51	14
<b>2006</b>	126	97	142	70
<b>2007</b>	120	154	155	57
<b>Total</b>	<b>655</b>	<b>423</b>	<b>528</b>	<b>211</b>

In addition, the FBI's Crimes Against Children Unit continued to combat the exploitation of children in prostitution in the United States through the Innocence Lost National Initiative. In June 2003, the FBI, in partnership with the Child Exploitation and Obscenity Section (CEOS) of DOJ's Criminal Division and the National Center for Missing and Exploited Children (NCMEC), implemented the "Innocence Lost National Initiative" to address the growing problem of children exploited in prostitution, focusing on the sex trafficking of children within the United States, many instances of which involve U.S. citizen and U.S. permanent resident children. State and local law enforcement, as well as local NGOs, are key partners in the metropolitan areas where Innocence Lost National Initiative task forces operate. The Innocence Lost National Initiative uses a task force approach in targeted cities across the country to identify victims, provide needed services, and prosecute offenders. As of FY 2007, 23 task forces/working groups have been established throughout the country.

Innocence Lost task forces/working groups currently exist in the following cities: Miami and Jacksonville, Florida; Toledo, Ohio; Las Vegas and Reno, Nevada; Dallas and Houston, Texas; Boston, Massachusetts; Atlantic City, New Jersey; Phoenix, Arizona; Detroit, Michigan; San Francisco, Sacramento, and Los Angeles, California; Harrisburg, Pennsylvania; Honolulu, Hawaii; Denver, Colorado; Oklahoma City, Oklahoma; Chicago, Illinois; New York City, New York; Washington, D.C.; and Indianapolis, Indiana.

In FY 07, the Innocence Lost National Initiative resulted in 125 open investigations, 308 arrests, 125 complaints/informations/indictments, and 106 convictions in cases involving sex trafficking within the United States, many of which involve U.S. citizen or U.S. lawful permanent resident children. From its inception through FY 2007, the Innocence Lost National Initiative has resulted in 365 investigations, 965 arrests, 375 complaints/informations/indictments, 216 convictions, and the recovery and/or identification of more than 358 children.

<b>Innocence Lost National Initiative</b>				
<b>FY</b>	<b>Investigations</b>	<b>Arrests</b>	<b>Indictments/ Informations/ Complaints</b>	<b>Convictions</b>
<b>2007</b>	125	308	125	106
<b>2006</b>	103	157	115	43
<b>2005</b>	71	382	97	45
<b>2004</b>	66	118	38	22
<b>Total</b>	<b>365</b>	<b>965</b>	<b>375</b>	<b>216</b>

## 2. U.S. Immigration and Customs Enforcement

ICE strives to disrupt and dismantle domestic and international criminal organizations that engage in human trafficking by utilizing all ICE authorities and resources in a cohesive global enforcement response. Within ICE, oversight of the enforcement of the TVPA lies with the Human Smuggling and Trafficking Unit (HSTU) within the Office of Investigations and the Global Trafficking in Persons Program within the Office of International Affairs. The responsibility for human trafficking investigations is under the purview of ICE domestic field offices and Office of International Affairs Attaché offices overseas. The Office of International Affairs and its Attaché offices also provide training to foreign law enforcement officers and government officials, and conduct outreach on human trafficking to NGOs and international organizations. The ICE Asset Identification Unit targets the finances and assets of trafficking organizations and focuses on civil asset forfeiture. The ICE Law Enforcement Support Center (LESC) serves as a national enforcement operations center and provides timely information on the status and identities of aliens. The LESC enhances ICE's ability to rapidly arrest and maintain custody of potential traffickers on immigration charges while further investigations are being completed. ICE agents coordinate cases with DOJ's Civil Rights Division and CEOS as appropriate.

The ability to arrest and hold traffickers for immigration violations is often critical to an investigation. Trafficking cases are resource-intensive and often rely on the testimony of traumatized and frightened victims. It takes time and considerable support for victims to stabilize and feel comfortable enough with the U.S. law enforcement to tell their stories and prepare to participate in the criminal justice process. Consequently, ICE, from the time that victims are encountered, focuses on the victim centered approach to human trafficking investigations, which links victims to assistance services. The responsibility for ensuring victim assistance lies with approximately 300 collateral-duty ICE victim-witness coordinators (VWC) working in the Office of Investigations, Office of Detention and Removal Operations, and the Federal Protective Service as well as full-time victim specialists at ICE Headquarters who provide training, technical assistance, and case consultation to the field. ICE VWC also ensure that the proper referrals are made to non-governmental organizations that are equipped to meet the short- and long-term needs of victims.

In FY 2007, ICE opened 348 human trafficking investigations, which consisted of 129 investigations of forced labor and 219 investigations of commercial sexual exploitation. ICE made 164 arrests, 118 for sex trafficking and 46 for forced labor.

**ICE Investigations & Arrests**

<b>FY</b>	<b>Cases Opened</b>	<b>Indictments/ Informations</b>	<b>Arrests</b>	<b>Convictions</b>
<b>2004</b>	216	118	251	74
<b>2005</b>	322	111	186	91
<b>2006</b>	299	130	184	102
<b>2007</b>	348	107	164	91
<b>Total</b>	<b>1185</b>	<b>466</b>	<b>785</b>	<b>358</b>

ICE Cyber Crimes Center (C3) is also actively involved in investigating the sexual exploitation of children overseas. Since the Protect Act was enacted in 2003, ICE has conducted over 365 investigations of U.S. citizens traveling abroad for the purpose of sexually exploiting

children. In FY 2007, 66 investigations were initiated, and 23 individuals were convicted of child sex tourism violations. C3 also supports Child Sex Tourism investigations through assistance provided by the Computer Forensic Program. C3 Digital Forensic Agents have assisted in the examination of numerous computers seized in conjunction with Child Sex Tourism investigations. Child sex tourism cases are among the most difficult cases to investigate. The child victims are frequently from very poor families in rural areas of underdeveloped countries. Often, ICE agents must travel for days to reach the site of the crime and then identify the victims. Investigators must then face the difficult obstacle of bringing the children back to the U.S. to testify against the perpetrator. Prior to trial, many children and their families simply disappear back to rural villages; some “paid off” by often wealthy defendants.

Operation Predator is a comprehensive ICE initiative launched in 2003 to safeguard children from foreign national sex offenders, international sex tourists, Internet child pornographers, and human traffickers. In FY 2007, this initiative reached 10,514 arrests of child exploiters, over 5,872 of which have been removed from the United States. Child exploitation takes many forms. ICE targets child pornographers, child sex tourists and facilitators, human smugglers and traffickers of minors, criminal aliens convicted of offenses against minors and those deported for child exploitation offenses who have returned illegally. Those who prey on children are often trusted members of the victims’ families or communities. Among the over 10,514 predators arrested by ICE were: relatives of victims, clergymen, doctors, athletic coaches, daycare and camp directors, teachers, janitors, babysitters, law enforcement officers, firefighters and military officers.

Operation Predator has an important international component as leads developed by domestic ICE offices are shared with ICE Attaché offices overseas and foreign law enforcement for action. Leads shared with foreign authorities have resulted in more than 1,400 arrests overseas.

<b>Arrests Resulting from Operation Predator</b>	
<b>FY</b>	<b>Arrests</b>
<b>2007</b>	1630
<b>2006</b>	2,381
<b>2005</b>	2,380
<b>Total Since Program’s Inception:</b>	<b>10,514+</b>

### 3. Human Smuggling and Trafficking Center

The Human Smuggling and Trafficking Center (HSTC) is a joint venture of government experts from the prosecutorial, law enforcement, policy, intelligence, and diplomatic areas teamed to combat trafficking in persons, migrant smuggling, and clandestine terrorist travel. Established in legislation by the Intelligence Reform and Terrorism Prevention Act of 2004 (Pub. L. 108-458)(IRTPA), DOS, DOJ, and DHS created the HSTC to serve as the federal government’s intelligence fusion center and information clearinghouse for all federal agencies addressing human trafficking, human smuggling, and human smuggler and document provider facilitation of terrorist mobility. By co-locating representatives from the participating federal agencies, the HSTC facilitates the exchange of strategic and tactical information to support the U.S. strategy to investigate and prosecute criminals involved in trafficking in persons. This has both domestic and international components.

During 2007, the HSTC supported anti-trafficking efforts by reviewing thousands of cables

and intelligence reports in classified and unclassified systems in order to develop leads and disseminate information relative to the identification of major international trafficking networks. This comprehensive review of law enforcement data and collected intelligence assisted not only in the identification of domestic and foreign trafficking victims, but also in coordinating international efforts to disrupt trafficking networks. The HSTC has the ability to review information for potential human trafficking indicators, perform preliminary checks to follow-up on that information, and, when warranted, make sure the information is delivered to the appropriate parties for further investigation. In addition to providing specific case assistance; disseminating intelligence to the appropriate operational components; and assisting domestic and foreign law enforcement, the HSTC analyzes all-source information to identify trafficking trends. The HSTC prepares strategic assessments, thereby insuring that law enforcement investigations are effectively targeted at trafficking vulnerabilities.

During 2007 the HSTC fulfilled its congressional mandate to act as the U.S. Government clearinghouse for smuggling/trafficking/terrorist travel information by distributing to the community of interest approximately 1600 cables, 800 unclassified reports, over 50 Homeland Intelligence Reports, and 12 new strategic intelligence assessments (several of which impacted trafficking). In March 2007, the HSTC published a special assessment on the links between trafficking in persons and terrorism. This report was drafted in fulfillment of a Congressional requirement under the TVPRA of 2005. The HSTC also serves a vital de-confliction role for the various agencies who share jurisdiction over trafficking in persons investigations.

The HSTC is the official point of contact for INTERPOL on trafficking matters, and sits on the Steering Committee of the INTERPOL Working Group on Trafficking in Human Beings. Additionally the HSTC has direct ties and meets regularly with international organizations such as EUROPOL, FRONTEX, SOCA (The Serious and Organized Crime Agency of the United Kingdom) and the United Nations Office of Drugs and Crime (UNODC) Anti-Human Trafficking Unit. HSTC staff is part of a UNODC working group drafting and recommending law enforcement TIP training programs for developing countries.

#### 4. Department of Labor

Law enforcement efforts to investigate trafficking in persons also include those of DOL, which continues to increase its emphasis on compliance with labor standards laws, such as the Fair Labor Standards Act and Migrant and Seasonal Agricultural Worker Protection Act, in low-wage industries like restaurants, garment manufacturing, and agriculture. DOL civil law enforcement responsibilities are carried out by the Wage and Hour Division (“WHD”) with the support of the Office of the Solicitor. WHD investigators interview workers and assess situations where workers may have been the subject of trafficking for referral to appropriate law enforcement authorities. WHD investigators also review payroll records and inspect migrant farm worker housing. WHD also coordinates with other law enforcement agencies to ensure restitution on behalf of victims of trafficking. Additionally, criminal enforcement agents from DOL’s Office of the Inspector General (OIG) have worked with their FBI and ICE counterparts on a growing number of criminal investigations, particularly those involving organized crime groups.

#### 5. Department of Defense

The Defense Criminal Investigative Service (DCIS) and the Military Criminal Investigative

Organizations (MCIOs) are charged to investigate alleged trafficking cases by DOD members or by DOD contractors. DCIS special agents work with federal, state, and local law enforcement agencies and with the MCIOs to solve cases, but there are no specific reports of trafficking in persons cases currently.

DOD has conducted several assessments or inspections regarding trafficking in persons. The Department identified violations and took action to correct or report them to the appropriate agency for action. Specifically, the Multi-National Forces Iraq (MNF-I) commanding General ordered contractors in Iraq to return passports that were illegally confiscated from laborers on US bases after determining that such practices violate U.S. laws against trafficking for forced or coerced labor. The MNF-I Inspector General discovered abuses including deceptive hiring practices, excessive fees charged by overseas hiring agencies luring workers into Iraq, substandard living conditions once laborers arrive, violations of Iraqi immigration laws, and a lack of mandatory “awareness training” on U.S. bases concerning human trafficking.

The DOD can only prosecute military members charged with trafficking offenses and certain civilian contractors overseas under a recent amendment to the Uniform Code of Military Justice. The Department relies primarily on the civil judicial system to prosecute contractors and DOD civilian members. DOD will assist where needed on any TIP cases prosecuted by DOJ under the Military Extraterritorial Jurisdiction Act (MEJA).

#### 6. Department of the Treasury

During FY 2007, the Treasury Executive Office for Asset Forfeiture (TEOAF) was identified as a new office to pursue a partnership with given its appropriate member agency contacts. TEOAF administers the Treasury Forfeiture Fund and serves as the custodian of all non-tax forfeitures made by the following member agencies: Internal Revenue Service Criminal Investigation Division, U.S. Department of Treasury; ICE, U.S. Customs and Border Protection, U.S. Secret Service and the U.S. Coast Guard. Civil Rights Division staff traveled to New Orleans, LA to conduct a trafficking seminar titled *Investigation and Forfeiture in Cases of Smuggling and Trafficking of Illegal Aliens*, to member agency agents from ICE, IRS, DOL-OIG and DOS- OIG. This comprehensive training included a legal overview of trafficking, case studies and an interactive victim interviewing exercise.

#### B. Prosecutions

The Criminal Section of DOJ’s Civil Rights Division, in collaboration with U.S. Attorney’s Offices nationwide, has principal responsibility for prosecuting human trafficking crimes, except for cases involving sex trafficking of minors. Within DOJ’s Criminal Division, the Child Exploitation and Obscenity Section (CEOS) takes the leading role in the prosecution of cases of sex trafficking of minors and child sex tourism. In FY 2007, there were 15 child sex tourism indictments and 23 convictions in cases investigated by ICE.

In January 2007, the Attorney General created the Human Trafficking Prosecution Unit within the Criminal Section of the Civil Rights Division. This new Unit has played a significant role in coordinating DOJ's human trafficking prosecution programs. This Unit's mission is to focus the Division's human trafficking expertise and expand its anti-trafficking enforcement program to further increase human trafficking investigations and prosecutions throughout the nation. The Unit works to enhance DOJ investigation and prosecution of significant human trafficking and slavery cases, such as multi-jurisdictional and multi-agency cases and those involving financial crimes. The Unit also conducts training, technical assistance, and outreach initiatives to federal, state, and local law enforcement and NGOs.

In 2007, the Criminal Section launched a new initiative in which Section attorneys, deputy chiefs, and the chief met with all 42 task forces and provided training and technical assistance. These consultations were designed to build effective partnerships among prosecutors and key task force members; devise victim identification and service provision strategies; and address any prosecutorial challenges unique to each task force. The Criminal Section of the Civil Rights Division continues to operate the Trafficking in Persons and Worker Exploitation Task Force complaint line (1-877-428-7581) to advise the task forces and to receive allegations from victims who are ready to report to law enforcement.

In FY 2007, the Civil Rights Division's anti-trafficking efforts resulted in a record number of convictions in a single year since the passage of the TVPA. Collectively, the Civil Rights Division and United States Attorneys' Offices initiated 182 investigations, charged 89 defendants in 32 cases and obtained 103 convictions involving human trafficking<sup>3</sup>. Traffickers were ordered to forfeit nearly \$2,000,000 in assets and to pay restitution awards totaling over \$3,000,000. More than 85 percent of the defendants were charged with violations under the TVPA and approximately two-thirds of all prosecutions involved some form of sexual exploitation or abuse.

The following chart lists the numbers of defendants charged, prosecuted, and convicted of trafficking offenses and offenses under the TVPA since FY 2001. Defendants charged in FY 2007 with a trafficking offense are not necessarily the same defendants convicted and sentenced in FY 2007. These figures do not include the Criminal Division's prosecutions of child sex trafficking and child sex tourism.

<b>All Trafficking Prosecutions</b>	<b>FY 2001</b>	<b>FY 2002</b>	<b>FY 2003</b>	<b>FY 2004</b>	<b>FY 2005</b>	<b>FY 2006</b>	<b>FY 2007</b>
<b>Cases Filed</b>							
Labor	6	3	3	3	9	10	12
Sex	4	7	8	23	26	22	20

<sup>3</sup> These numbers do not include one human trafficking matter in which DOJ's Civil Rights Division notified the DOS that prosecutors had developed sufficient evidence to seek a forced labor indictment of one foreign citizen in the United States with diplomatic immunity. Shortly after this notification, the target in this matter departed the United States and is now ineligible to return.

Total	10	10	11	26	35	32	32 <sup>4</sup>
<b>Defendants Charged</b>							
Labor	12	14	6	7	21	26	29
Sex	26	27	21	40	75	85	60
Total	38	41	27	47	96	111	89
<b>Convictions</b>							
Labor	8	5	5	3	10	38	17
Sex	15	23	16	30	25	61	86
Total	23	28	21	33	35	99	103

Historically, in the last seven fiscal years, FYs 2001-2007, the Division and United States Attorneys' Offices have prosecuted 449 defendants compared to 91 defendants charged in the prior seven fiscal years, an increase of 339 percent. The Division and U.S. Attorneys' Offices have secured 342 convictions; an increase of 350 percent over the 74 obtained in the prior seven years, and has opened 822 new investigations, about 500 percent more than the 135 opened in the prior period.

Appendix B sets forth examples of recent trafficking in persons and child sex tourism investigations and prosecutions undertaken by DOJ.

### 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 2007 that involved the trafficking offenses under sections 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) of title 18, United States Code. 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 62 defendants convicted where one of the statutes listed in the TVPA was charged, as required to be reported by the Attorney General, 53 defendants received a prison-only sentence, five received a probation-only sentence, two received mixed sentences, and two defendants received a

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<sup>4</sup> In twenty-four of these thirty-two cases, one or more of the defendants were charged with substantive TVPA offenses, while in the other eight cases, defendants were charged with non-TVPA offenses such as conspiracy, Mann Act, or immigration offenses.

suspended sentence. The average prison term imposed for those defendants sentenced to prison was 113 months, and prison terms ranged from 1 to 480 months. Twenty-one defendants received a prison sentence from 1- 5 years, 14 received terms from 5-10 years, and 18 defendants received a prison term of more than 10 years. Among defendants receiving a probation-only sentence, one defendant received a probation term of 24 months, 3 received a probation term of 36 months, and 1 defendant received a term of probation of 72 months.

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 prior assessments, 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 and whose victims are reluctant to self-identify for fear of being treated as criminals or illegal aliens despite vigorous outreach campaigns and the existence of extensive benefits and immigration relief.

The Bureau of Justice Statistics (BJS) is collecting systematic data from the Task Forces on the number and demographic characteristics of persons engaged in severe forms of human trafficking and the number of investigations, arrests, prosecutions, and incarcerations of persons engaged in this activity by States and their political subdivisions. As part of this project, a web-based "Human Trafficking Reporting System" has been developed to allow human trafficking task forces both to share data with one another as well as to report their data on cases investigated, arrests, prosecutions, and offender and victim demographics, among other salient factors. A first report to Congress using these data will be completed in fall 2008. Given that policy agendas and budgeting decisions require the most accurate benchmarks available, this effort by BJS is a critical part of the nation's effort to combat trafficking in persons.

An NIJ funded study is examining 60 sites to determine the prevalence, context and characteristics of human trafficking cases and victims in areas without task forces. The study provides an in depth analysis by conducting four site visits to review cases that may constitute trafficking but were not prosecuted as such. This method will result in (1) an estimate of the number and demographics of persons engaged in sex and labor trafficking and an estimate of commercial sex acts; (2) the estimated value of the commercial sex economy; and (3) a description of different laws related to unlawful commercial sex acts in the United States.

The U.S. Government is increasingly emphasizing "actionable research," or research that is targeted at particular problems and areas of implementation. The SPOG Subcommittee on Trafficking in Persons Research, chaired by DOS, has sought to enhance transparency and accountability by gathering information on all U.S. Government-funded anti-trafficking research projects, broken down by fiscal year and by agency. These compiled data will ensure that U.S. agencies are aware of all funded research on the topic while allowing them to analyze the information gaps and areas where actionable research is still needed. Prosecutors at DOJ have supported efforts to focus on actionable research, as they see this as an important key to finding human trafficking victims. DOJ chairs a SPOG Subcommittee on Trafficking in Persons Statistics, which is aimed at improving the U.S. Government's information on trafficking within the United

States, including making public TIP related studies.

In September 2007, HHS initiated a U.S. Domestic Trafficking in Persons Notification Pilot Program to increase public awareness and victim assistance for U.S. citizen trafficking victims. The pilot solicits client information from NGOs who are at the forefront of U.S. Domestic TIP outreach and services, and it then provides clients and their case managers with full information regarding the benefits and services for which U.S. citizens may be eligible by virtue of their citizenship. Under the pilot, HHS/ATIP awardees submit Requests for Notification on behalf of U.S. Domestic Trafficking in Persons (TIP) victims in their current caseload. In the process, HHS is collecting important information about the scope of trafficking of U.S. Citizens and Lawful Permanent Residents, which may inform policy development.

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

The number of federal investigations and prosecutions of trafficking has increased significantly since the passage of the TVPA. In the last seven years, the Civil Rights Division and the United States Attorney's Offices have prosecuted 449 defendants compared to 91 defendants charged in the prior seven fiscal years, an increase of 339 per cent. And, in 2007, the Civil Rights Division convicted more human traffickers than ever before. In the first six years of its enforcement, federal prosecutions increased three-fold from 2004 - 2006 compared to 2001 - 2003, while defendants charged and convicted more than doubled. Further research may enhance the ability to find and rescue victims and prosecute traffickers. For example, research and examination could be undertaken on the organizational structure and scope of various sectors of the underground economy and the entry level labor markets where there may be a concentration of victims. Such research would inform local task forces, who could assign investigators to evaluate the type of labor market under consideration within their jurisdiction, find out who controls it, and explore whether federal law is being followed. By focusing further research efforts on obtaining information that will assist investigators and prosecutors in understanding the nature of human trafficking and how to find additional victims, human trafficking prosecutions can be increased.

Inter-agency initiatives are underway to analyze connections between smuggling and trafficking networks in order to more systematically investigate and prosecute smuggling and trafficking networks that operate across jurisdictional borders. Likewise, efforts are being made to work with organized crime investigators and prosecutors to fully identify links between human trafficking and international organized crime.

#### **V. International Grants to Combat Trafficking**

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 2007, the U.S. Government supported 180 international anti-trafficking programs, totaling approximately \$79 million and benefiting over 90 countries.

In awarding funds, DOS and USAID focus their program funding primarily on

countries identified in the annual Trafficking in Persons Report<sup>5</sup> as needing to improve their efforts to combat TIP, while DOL uses the TIP Report as one of several criteria when awarding funds.

In FY 2007, DOS G/TIP awarded \$16.5 million for anti-human trafficking programs, funding 63 projects in 46 countries totaling approximately \$13.55 million, six regional projects totaling \$1.1 million, four global projects totaling roughly \$1.3 million, and four research projects totaling about \$500,000. The vast majority of these awards (91 percent) were funded through the office's annual competitive grant process. A complete list of G/TIP awarded projects and descriptions can be found here: <http://www.state.gov/g/tip/rls/rpt/97990.htm>. In FY 2007, USAID provided \$14 million in anti-trafficking assistance. Of this, \$12.7 million funded 23 projects in 21 countries. USAID also supported one regional project and one world-wide technical leadership project. Most USAID anti-trafficking activities are designed and funded by USAID missions and are an integral part of U.S. development assistance efforts in-country.

Examples of FY 2007 DOS and USAID projects include:

- In Burma, G/TIP funded Save the Children-UK (STC) to work in four townships of Mandalay State. STC will develop community-based child protection systems, focused on prevention of trafficking of migrant children at risk of becoming trafficked, as well as assisting trafficked children who are repatriated and prostituted children. The project includes working with NGOs and community-based organizations; conducting awareness campaigns on trafficking, children's rights, and child protection; and developing protection and reintegration procedures for trafficked children.
- In Vietnam, G/TIP funded The Asia Foundation (TAF) to launch an innovative anti-trafficking program in five provinces with high rates of trafficking. This project will conduct comprehensive awareness-raising and prevention education activities that tailored for each province. The purpose is to encourage a more coordinated response among groups at the local level and thus supports the government's efforts to implement its national plan.
- G/TIP awarded ILO a grant to train migrant workers and employers on forced labor and trafficking and to work with government officials in Jordan, most notably the Ministries of Labor, Interior and Justice to develop their capacity to investigate labor trafficking in the Qualified Industrial Zones (QIZs), including identifying laws that could be used to prosecute criminal cases; training on investigation, prosecution, and interviewing; and protecting and assisting victims.
- G/TIP is implementing, under the President's Initiative, a program to support a public/private partnership with the World Bank International Finance Corporation Grassroots Business Department and a Cambodia-based program, Hagar International. This innovative model combines employment opportunities with direct assistance to victims. The focus of the project is on re-integrating trafficking survivors through job creation and placement, and strengthening revenue generating activities for long term, sustainable work. Hagar and the World Bank/IFC

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<sup>5</sup> The DOS report has focused considerable diplomatic and political attention on the issue of TIP. It places countries in tiers (Tier 1, Tier 2, Tier 2 Watch List, or Tier 3) according to government efforts to combat trafficking and is used by DOS to encourage reform of laws and practices to more effectively combat trafficking.

are working collaboratively to replicate its unique and innovative business model in selected sites in India, Nepal, and Vietnam.

- In Mexico, under the President's Initiative, G/TIP is implementing a program with the Public Affairs Section (PAS) of U.S. Embassy Mexico City to coordinate a countrywide outreach plan aimed at increasing public awareness of trafficking in persons. The G/TIP funds supported the Center for Study and Research in Development and Social Assistance (CEIDAS) in organizing a successful international TIP seminar in Mexico City jointly sponsored with the Mexican Senate.
- In Ecuador, G/TIP supported the Government of Ecuador's efforts to establish a specialized anti-TIP Unit within the national police force. G/TIP funds will support the assignment of three members of the Directorate Specialized in Children and Adolescents (DINAPEN) to the Anti-Coyote Operations Center (COAC) to form a TIP dedicated sub-unit within COAC and for the purchase of computers, cameras, radios, and other equipment that support investigations.
- USAID partnered with the MTV Europe Foundation and MTV Networks Asia Pacific to launch an Asia-wide anti-trafficking campaign which includes television specials, public service announcements, a multilingual internet presence, and MTV events in a variety of locations. Separate films and other materials have been prepared for Southeast Asia and South Asia. The campaign will be active in Bhutan, China, India, Indonesia, Malaysia, Singapore, Sri Lanka, Mongolia, Maldives, Cambodia, Hong Kong, Maldives, Japan, Papua New Guinea, South Korea, Thailand and the Philippines. The films premiered across Asia in September 2007.
- In FY 2007, USAID continued support UNICEF's program to ensure the safe reintegration of girls and boys, most of whom are trafficking victims, to their communities in Ituri District in Oriental Province in the Democratic Republic of the Congo and to prevent further abduction, trafficking, and sexual violence. Activities carried out by UNICEF's implementing partner Cooperazione Internazionale (COOPI) included victim identification, transit care, family tracing and reunification, psychosocial support, legal assistance, and community reintegration. From December 2003 to September 2007, UNICEF (with its partner COOPI) has assisted 3,698 children formerly associated with armed groups and victims of sexual violence in two transit centers in Ituri. Of these children assisted, 1,240 are girls, with 471 babies born as a result of rape.

The DOL provided \$31,493,463 in FY 2007 to fund seven new projects in seven countries that will address trafficking of human beings (1) as a central focus of the project, (2) as one component of the project, or (3) through capacity building, awareness-raising, and research. These projects were funded in Bolivia, Colombia, the Dominican Republic, Indonesia, the Philippines, Togo, and Morocco. DOL also provided \$914,968 to supplement four existing technical assistance projects in Ecuador, Nepal, Yemen, and Zambia to implement trafficking-related activities.

*Highlights of two FY 2007 DOL projects:*

DOL funded a new project in the Philippines to reduce exploitive child labor, including child trafficking, through four outputs: (1) increased awareness at both the national and local levels of the negative effects caused by the worst forms of child labor; (2) improved access to and quality of relevant education programs for child laborers; (3) strengthened institutions to enforce/reinforce

policies for the elimination of child labor; and (4) strengthened economic protection strategies for households of child laborers. The project targets children working in agriculture, domestic service, commercial sexual exploitation, mining/quarrying, scavenging, and pyrotechnics. In addition, the project will focus on preventing the trafficking of children by targeting key sending areas, and withdrawing children who have been trafficked for the purpose of domestic work or commercial sexual exploitation.

In Bolivia, DOL funded a project that will benefit children who are working or at risk of entering the worst forms of child labor in Santa Cruz and Chuquisaca. Most beneficiaries will be children from the Quechua and Guarani ethnic groups who migrate to work in the sugarcane and soy plantations, while others migrate to the cities to work or are trafficked for sexual exploitation or begging. The project will provide educational services such as accelerated primary and secondary schooling, occupational training, and activities to complement the children's educational experience. It will also provide health care services and support families for creating alternative sources of income. The project will work with indigenous organizations and municipalities to establish a network of attention to victims of trafficking, and help coordinate efforts for prevention, regulation and sanction. Technical assistance will also be provided to Municipal Commissions of Children and Adolescents in both municipalities to develop a Trafficking Protocol that will serve as an instrument to formulate policies and organize local actors against trafficking.

#### *DOL Forced Labor Research Projects*

The TVPRA 2005 directed the DOL to monitor and combat forced labor and child labor in foreign countries. While DOL has been conducting research and administering technical assistance funding in the area of international child labor since 1995, the law's mandates in the area of forced labor and trafficking require new activities. To meet these mandates, in 2007 DOL provided \$1,167,000 to conduct research on child labor and/or forced labor in over 150 countries, and in-country research in 1 country on both child and forced labor. DOL also funded a \$3.5 million grant for research on children working in the carpet industry of India, Nepal, and Pakistan, including research on children's migration and trafficking situations in this industry. DOL staff are also continuing ongoing research activities on child labor, and are undertaking new research on forced labor and trafficking worldwide.

#### *NIJ Transnational Research Projects*

In addition, NIJ has 2 grants currently examining the trafficking patterns from foreign countries. One study examines the transnational movement of Chinese women for sex trafficking to understand the methods of recruiting, transporting and managing Chinese women by various participants in the smuggling/trafficking and sex business and the other study, which is being conducted by San Diego State University, focuses on the factors underlying the trafficking of women from the interior of Mexico and other Latin American countries into Tijuana for prostitution, and organizational and business characteristics of sex trafficking along the Mexican border.

## **VI. Training and Outreach**

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

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

a. Office of Justice Programs (OJP)

OJP organized DOJ's third National Conference on Human Trafficking in Chicago, IL, from September 27-28, 2007, which was attended by approximately 400 persons. Attendees were primarily persons working in local BJA/OVC Human Trafficking Task Forces and those working on Innocence Lost Task Forces in addition to U.S. Government officials from federal agencies collaborating to address the crime of human trafficking. The conference focused on the complex issues surrounding human trafficking, such as collaboration strategies to help reduce and prevent human trafficking; research and statistics; efforts to improve identification of victims and neutralize trafficking enterprises; and industry specific proactive investigation of trafficking.

b. Civil Rights Division

Civil Rights Division attorneys and victim-witness staff also conducted over sixty training programs for federal and local law enforcement agencies, DOJ-funded task forces, non-governmental and health care organizations, business leaders, academia and legal practitioners in American Samoa; Little Rock AR; Washington, DC; Anaheim, Los Angeles and San Francisco, CA; Connecticut; Destin, Ft. Walton and Lee County, FL; Atlanta, GA; Honolulu, HI; Indianapolis, IN; Cambridge, MA; Baltimore and Greenbelt, MD; Minneapolis, MN; Long Island, NY; Las Vegas, NV; Columbus, OH; Portland, OR; Pittsburgh, PA; Memphis and Nashville, TN; Austin, Dallas, Laredo, and San Antonio, TX; Alexandria, Charlottesville, Dunn Loring and Quantico, VA; Seattle, WA; Milwaukee, WI and Charleston, WV.

The Civil Rights Division staff played an instrumental role in the curriculum design at the 2007 DOJ Conference on Human Trafficking. A trafficking video, "A Survivor Speaks: Interview with a Human Trafficking Victim" was created by the Division and features a trafficking survivor who recounts her childhood experience as a domestic servant. Staff members also participated in a variety of panel discussions including best practices on victim identification and service provision. Also at the conference, Division staff facilitated interactive task force planning meetings aimed at identifying and addressing operational challenges and actions to enhance task force effectiveness.

Division attorneys also served as speakers and panelists at numerous human trafficking conferences, including the Pittsburgh Conference on Human Trafficking, the Florida Human Trafficking Coalition Conference in Ft. Walton Beach, FL; the Asian Gang Investigators' Association of California International Terrorism and Organized Crime Conference in Anaheim, CA and the Mountain State Victim Assistance Symposium in Charleston, West Virginia.

The Civil Rights Division continues to utilize the Justice Television Network, an interactive distance-learning tool designed to deliver training via live broadcast. In March 2007, a two-hour Human Trafficking Training focusing on identifying human trafficking victims via outreach campaigns and proactive identification strategies was delivered to hundreds of law enforcement and NGO participants in United States Attorneys Offices across the country. This presentation featured non-governmental and law enforcement panelists from task forces around the country and highlighted a variety of outreach initiatives that have succeeded in locating and identifying trafficking victims, to produce federal trafficking investigations and ultimately trafficking prosecutions. The presentation included a discussion of the legal technicalities of defining trafficking victims under different provisions of the Trafficking Victims Protection Act and

accompanying regulations, as well as introduction to the recently launched HTP Unit and its role in supporting the anti-trafficking efforts of both BJA-funded task forces and jurisdictions that do not currently have a task force.

In addition to these regional training programs, the Executive Office for U.S. Attorneys' Office of Legal Education continues to host several comprehensive training sessions for federal agents and prosecutors at DOJ's National Advocacy Center (NAC), including an intensive three-day course for human trafficking investigators and prosecutors, as well as other courses. The Civil Rights Division also actively participates in human trafficking training at United States Attorneys' Offices and continues to participate regularly in the training of the FBI, ICE, and DOS's Diplomatic Security Service personnel. In FY 2007, the Civil Rights Division also provided specialized training for officials who oversee areas that may encompass human trafficking, including organized crime and racketeering prosecutors, inspectors general at DOD, DOL, and DOS; and financial investigators with forfeiture enforcement. The Division also provided a briefing to the Office to Combat and Monitor Trafficking at DOS on the investigation and prosecution of human trafficking in the United States and the interaction with other countries in those cases.

DOJ continued to support the promotion of the Model State Anti-Trafficking Statute to expand anti-trafficking authority to the states to harness almost one million state and local law enforcement officers who might come into contact with trafficking victims. The United States Senate subsequently passed a resolution endorsing the statute encouraging states to adopt it. During FY 2007, 6 additional states passed anti-trafficking legislation and another 6 states have legislation pending. Several states have also passed laws to establish research commissions and task forces, as well as to mandate law enforcement training and to provide victim services. Currently, 33 states have enacted legislation with criminal anti-trafficking provisions. They are: Alaska, Arizona, Arkansas, California, Colorado, Connecticut, Florida, Georgia, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maryland, Massachusetts, Michigan, Mississippi, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New York, North Carolina, Oregon, Pennsylvania, Rhode Island, South Carolina, Texas, and Washington. Six states have pending anti-trafficking legislation: Those states are: Hawaii, Maine, Massachusetts, Minnesota, Ohio, and Tennessee.

The Civil Rights Division continues to publish an Anti-Trafficking News Bulletin with updates on the Department's anti-trafficking efforts. Each issue provides a summary of recent case events and describes outreach and policy activities of the Civil Rights Division and the Department.

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

In January 2007, CEOS conducted a Beginning/Intermediate Child Exploitation course for federal prosecutors and agents at the NAC, which covered topics relevant to the investigation and prosecution of child exploitation crimes involving the Internet. CEOS also conducted training on the Innocence Lost Initiative and victim/witness issues, which was held the same month at the NAC. Further, in various months in 2007, CEOS taught modules at the Protecting Victims of Child Prostitution course taught regularly at NCMEC. Furthermore, CEOS convened meetings of the Innocence Lost task force and national working group in June, August, and September 2007, so as to measure progress and facilitate cooperation among federal and local law enforcement, and presented on human trafficking at numerous other regional conferences within the United States.

CEOS also provides several publications to prosecutors across the country, including a quarterly newsletter that it prepares and distributes to each USAO that provides practical tips as well as the most current legal issues and cases. CEOS periodically prepares an issue of the United States Attorneys' Bulletin focusing on child sexual exploitation. In FY 2007, an article in the CEOS September 2007 quarterly newsletter focused on the case of *United States v. Evans*, 476 F.3d 1176 (11th Cir. 2007), a case where the defendant argued that 18 U.S.C. § 1591 could not reach human trafficking conduct that took place in Miami-Dade County, Florida.

#### d. Bureau of Justice Assistance

BJA conducted interactive training sessions to increase awareness of Human Trafficking and increase law enforcement's ability to investigate human trafficking at each of its 2007 BJA Regional Conferences. Additionally, BJA assisted OJP with the organization of the 2007 National Human Trafficking Conference in Chicago. Representatives of the 42 human trafficking task forces were invited to the Conference, which focused on providing training relevant to these task forces during 2007.

In order to provide additional technical assistance and training funds for human trafficking task forces, which are capped under the Trafficking Victims Protection Act to 2% of appropriated funding, BJA awarded a cooperative agreement through its Edward Byrne Memorial Discretionary Grants Program to the Upper Midwestern Community Policing Institute to 1) expand delivery of current training to include 3,000 participants representing law enforcement, community leaders, victim services, and other stakeholders in 30 strategically located human trafficking cities in 25 states; 2) sponsor two focus group discussions, in separate areas of the county, representing a cross-section of practitioners and stakeholders for the purpose of human trafficking training needs assessment to be used for advanced training, particularly intensive investigative methods; and 3) develop a task force immersion program that will offer Human Trafficking Task Forces the opportunity to work on-site with the most successful task forces, modeling best practices and lessons learned.

In collaboration with the OVC, BJA has convened a working committee of federal agencies that serve victims of human trafficking and investigate and prosecute trafficking offenses to design more effective technical assistance and training for human trafficking task forces, law enforcement, and trafficking victim services providers to improve efforts to identify and rescue victims of trafficking and to prosecute traffickers.

## 2. Department of Homeland Security

Three DHS components conducted anti-TIP training either for their own officers or for state and local law enforcement officers in FY 2007.

### a. U.S. Immigration and Customs Enforcement

In FY 2007, ICE continued to aggressively conduct outreach and training on trafficking in persons and related crimes, both domestically and internationally, through ICE TIPS, which focuses on international, federal, state, and local groups; the nationwide launch of a human trafficking public awareness campaign; and new human trafficking and forced child labor outreach materials.

Due to the severity of the crime of trafficking in persons, ICE's Trafficking in Persons

Strategy (“TIPS”) was developed to promote and enhance ICE’s investigative capability to target human traffickers worldwide. Fully implemented during FY 2007, this comprehensive strategy provides a framework through which ICE will attack criminal organizations and individuals engaged in trafficking of persons. One of the components of the strategy is to conduct extensive outreach and training to educate federal, state, local and foreign law enforcement agencies, NGOs and international organizations regarding ICE’s expertise and role in human trafficking investigations; the provision of Continued Presence and other immigration benefits or relief. When conducting outreach to all participating stakeholders, ICE domestic field offices and Attachés emphasize the victim-centered approach that is based on identifying and rescuing victims of trafficking. Training is also focused on conducting proactive trafficking investigations that are global in scope as well as the identification, seizure and forfeiture of criminal proceeds and assets. ICE TIPS emphasizes that establishing and maintaining relationships with NGOs and law enforcement agencies is necessary for increasing human trafficking leads and case initiation.

In FY 2007, pursuant to ICE TIPS, ICE conducted frequent trafficking in persons training to law enforcement officials, consular officials, prosecutors, and social service providers, participating in and giving presentations at a number of Trafficking in Persons conferences and workshops. ICE domestic field offices conducted local outreach efforts to 4,984 domestic law enforcement officials representing over 700 departments.

In June of 2007, ICE’s HSTU personnel provided human trafficking in persons training at a seminar hosted by the U.S. Department of Treasury Executive Office for Asset Forfeiture (TEOAF). Highlighted during this training was how asset forfeiture can be utilized as a tool to more effectively dismantle trafficking organizations.

In August of 2007, ICE’s HSTU staff provided specialized trafficking in persons training to over 25 ICE law enforcement technicians at DHS’ Law Enforcement Support Center (LESC). The LESL serves as a national enforcement operations center by providing timely immigration status and identity information to local, state and federal law enforcement agencies on aliens suspected, arrested or convicted of criminal activity. The LESL operates the ICE hotline (1-866-DHS-2ICE) 24 hours a day, 7 days a week assisting law enforcement agencies with information gathered from eight DHS databases, the National Crime Information Center (NCIC), the Interstate Identification Index (III), and other state criminal history indices. The LESL provides real time assistance to law enforcement agencies that are investigating, have arrested or encountered foreign-born individuals involved in criminal activity. Law enforcement technicians assigned to the LESL are responsible for answering the ICE tip hotline and sending actionable investigative leads to ICE field offices. The training provided will assist the technicians to better recognize a potential human trafficking call or lead for further coordination or response.

#### b. U.S. Customs and Border Protection

In FY 2007, Customs and Border Protection (CBP) provided training to all officers at ports of entry through a three-part series on human trafficking. The series, presented to officers in the form of mandatory musters, began with a focus on the general overview of human trafficking and the resources officers can consult to understand the issue. It then moved to indicators and types of trafficking that officers may encounter, and concluded with information on the forms of immigration relief available to victims.

In addition, CBP established the Office of Alien Smuggling Interdiction (ASI), to address the related global problems of migrant smuggling and human trafficking, which are increasingly significant both in terms of the human tragedy they represent and their impact on national security, primarily with respect to crime, health and welfare, and border control. This office is working to create a structure of intelligence sharing regarding migrant smuggling and trafficking in persons, as well as increase the agency's effectiveness in identifying, analyzing, assessing, and responding to alien smuggling and human trafficking threats. Moving forward, ASI will also closely collaborate with its intelligence and law enforcement partners through their permanent representative at the Human Smuggling and Trafficking Center.

ASI, in cooperation with the CBP Office of Public Affairs, has developed the Human Trafficking Public Awareness Campaign which includes the use of informational posters located in public areas of U.S. ports-of-entry and Human Trafficking Information Cards that are designed to raise the awareness of both CBP's officers and the general public to the crime of human trafficking. Suspected potential human trafficking victims can be discreetly warned of the potential risks they may face and of assistance available to them through the distribution of these cards. The cards list basic indicators of human trafficking, advise potential victims that they will be protected in the U.S., and let them know that assistance is available through several U.S. agencies.

#### c. U.S. Citizenship and Immigration Services (USCIS)

U.S. Citizenship and Immigration Services (USCIS) 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 status adjudicators received in-person instruction on victim identification through a series of training courses involving USCIS personnel, as well as federal law enforcement officials. The training covered substantive training on human trafficking, T status eligibility requirements, and waivers of inadmissibility, as well as training on the psychological dynamics of trafficking, trafficking prosecutions, and cultural awareness.

In FY 2007 USCIS 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. USCIS also provided a detailed presentation to members of the SPOG, where the process of adjudicating T Visa applications was explained.

### 3. Human Smuggling and Trafficking Center

In FY 07, the HSTC conducted frequent training to law enforcement officials, consular officials, prosecutors, and social service providers, and presented at a number of trafficking in persons conferences and workshops. These included a plenary presentation at the DOJ's National Human Trafficking Conference. The HSTC also participated in human trafficking training of federal prosecutors and ICE attorneys at the DOJ's National Advocacy Center. Representatives of the HSTC serve on the Department of Justice's working group to address the training and technical assistance needs raised by the GAO report on the domestic Human Trafficking Task Forces. Also, the HSTC serves as a point of contact for the National District Attorneys Association on trafficking matters and regularly advises state and local law enforcement training academies and centers on developing training for investigating and prosecuting trafficking in persons crimes. The HSTC guide on

distinguishing between smuggling and trafficking is used as a training resource by several federal agencies, and had been provided to state law enforcement. The HSTC assisted in drafting the U.S. Customs and Border Protection "first responders" manual to enable agents and inspectors at the border identify traffickers and their victims before they enter the U.S. Much of the training conducted by the HSTC was international in nature and is discussed below.

#### 4. Department of Defense

All DOD military members and civilian employees are required to take the general awareness TIP training module available since 2005. DOD is developing an annual report to gather the total number of DOD military members and civilian employees trained on TIP. Additionally, DOD is developing a survey to gauge awareness/understanding of trafficking in persons.

### B. International Law Enforcement Training

#### 1. Department of Justice

##### a. Civil Rights Division

During FY 07, the Civil Rights Division provided extensive training and technical assistance to foreign officials both here and abroad and collaborated with a variety of foreign governments to locate and prosecute human traffickers.

The Department continued its efforts this year to use information from domestic trafficking cases to initiate investigations involving recruiters and other perpetrators in the country of origin. These efforts are enhanced by the Civil Rights Division's ongoing outreach to officials from around the world who visit the United States. Building these relationships is critical to the Department's anti-trafficking efforts and experienced trafficking personnel regularly participate in training and strategy sessions involving key officials from foreign governments. Civil Rights Division personnel met with officials from Albania, Brazil, Chile, China, Estonia, France, Georgia, Greece, Jordan, Kazakhstan, Moldova, Oman, Romania, Russia, Southeast Asia, Sweden, Taiwan (via satellite), Thailand, and Turkey.

In addition, Civil Rights Division personnel travel abroad to engage key anti-trafficking officials from foreign governments, including lawmakers, managers responsible for policy implementation, prosecuting attorneys, and investigators, as well as non-governmental organizations. These efforts involve both training sessions and the exchange of information on effective law enforcement anti-trafficking tactics and addressing victim needs, interviewing techniques, and the roles that non-governmental organizations, law enforcement agents and prosecutors have with respect to victims. In FY 07, Civil Rights Division personnel participated in outreach missions to Budapest, Bulgaria, Canada, Croatia, Czech Republic, Malawi, Mexico, Poland, Russia, Slovenia, Tanzania, Thailand and Vienna.

DOJ also recognizes the significance of establishing international partnerships and provided Civil Rights Division subject matter expertise to the United Nations Office of Drugs and Crime (UNODC) to develop an international human trafficking curriculum. The UNODC convened prosecutors and judges from around the world to conduct intensive curriculum development for law enforcement training in both civil and common-law legal systems. The bulk of the participants were

from countries which have established anti-trafficking units or otherwise shown innovation in addressing trafficking in human beings, though some were from representative developing countries whose legal systems are just beginning to address the exploitation. Subsequent drafting sessions were held with police and immigration officers from the countries involved, and a final product is expected in 2008.

b. Criminal Division, Child Exploitation and Obscenity Section

CEOS is committed to improving the international response to sex trafficking by providing training to law enforcement. During FY 2007, CEOS attorneys presented anti-human trafficking training overseas in Nepal, Indonesia and China and in Washington, D.C. to visiting officials from various countries, including the United Kingdom, Belarus, Germany, Canada, Japan, Thailand, Laos, and many other countries. Many of these training efforts are discussed in greater detail in sections that follow.

CEOS trainings offered in Washington, D.C. focused on topics such as the implementation of new Indonesian anti-trafficking legislation, and summaries of CEOS's work for outgoing OPDAT resident legal advisors.

c. OPDAT and ICITAP

i. Office of Overseas Prosecutorial Development, Assistance and Training

DOJ's Office of Overseas Prosecutorial Development, Assistance and Training (OPDAT) draws on the DOJ's resources and expertise to strengthen foreign criminal justice sector institutions and enhance the administration of justice abroad. With funding provided by DOS and USAID, OPDAT supports the law enforcement objectives and priorities of the United States by preparing foreign counterparts to cooperate more fully and effectively with the United States in combating terrorism and transnational crime such as human trafficking. It does so by encouraging legislative and justice sector 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.

Combating TIP is a top OPDAT priority. OPDAT provides substantial technical assistance throughout the world based on a holistic model encompassing the "Three Ps of TIP:" Prevention, Protection and Prosecution. OPDAT assistance includes training and developmental projects with overseas law enforcement officials geared to strengthening our international partners' capabilities to prevent transnational trafficking; protect victims and witnesses and thereby encourage their participation in investigations and prosecutions; and effectively investigate and prosecute trafficking cases. OPDAT also works with host countries on developing evidence collection techniques which can generate evidence usable in transnational prosecutions, including those brought by DOJ. OPDAT also does legislative reform and drafting in the area of TIP to ensure that TIP law is victim assistance centered and compliant with Palermo Protocol of UN Organized Crime Convention.

OPDAT regularly calls upon the expertise of DOJ attorneys from the Civil Rights Division (CRT), CEOS, and the United States Attorney's Offices (USAO) in both the design and execution of anti-trafficking in persons (TIP) technical assistance and training programs overseas. Advisors regularly furnish legislative drafting and implementation assistance with the help of Departmental experts from CRT, CEOS, and USAOs, who are selected for their expertise in a specific area or their

work on a successful TIP prosecution that they can present as a case study to their foreign counterparts. When appropriate, OPDAT collaborates on TIP programs with the International Criminal Investigative Training Assistance Program (ICITAP), its sister organization that develops and provides training to foreign police and criminal investigation institutions.

In FY 2007, OPDAT conducted 55 programs involving 19 countries: Armenia, Azerbaijan, Bangladesh, Bosnia, Bulgaria, Georgia, Ghana, Indonesia, Kyrgyzstan, Latvia, Macedonia, Malawi, Nepal, Romania, Russia, Taiwan, Tanzania, Thailand, and Zambia.

Highlights of these programs include the following:

- In April 2007, the Government of Indonesia (GOI) enacted comprehensive legislation to address human trafficking that carries a 15-year prison sentence. The new law incorporates a comprehensive definition of human trafficking based on the UN's Palermo Protocol, including involuntary servitude, commercial sex acts, debt bondage, and abuse of position involving vulnerability. Earlier, in August 2006, the GOI enacted witness protection legislation.
- Since 2003 OPDAT has provided expert assistance and support to Georgia in crafting a UN Convention on Transnational Organized Crime compliant anti-TIP law as well as mentoring members of the specialized prosecutorial unit that handles TIP cases to enhance their capacity to successfully prosecute these cases. As a direct result of such assistance, not only did Georgia enact a new anti-TIP law (in February 2006) that meets international standards, it also successfully prosecuted 16 cases in 2006, up from 9 cases in 2005. There were 19 convictions of traffickers in 2006, up from 9 convictions in 2005. Traffickers received sentences ranging from 4 to 15 years' imprisonment, with an average of 10 years.
- In September 2007, OPDAT in coordination with the U.S. Embassy in Tbilisi, Georgia, conducted a Direct Video Conference to discuss draft legislation to combat online child exploitation and regulate procedures associated with electronic evidence for Internet Service Providers in Georgia. Assisting them was a CEOS Trial Attorney, a Computer Crimes and Intellectual Property Section Trial Attorney, and representatives from America On Line. This program is part of a DOJ effort to assist a group of Georgian prosecutors and other Georgian government officials with a package of legislation to be presented to the Georgian Parliament for passage in FY 2008.
- In FY 2007, OPDAT has had success in Russia in increasing the number of human trafficking investigations and prosecutions over the past four years. These increases have coincided with significant training and outreach OPDAT has supplied on how to investigate and prosecute these cases. OPDAT training and outreach has also resulted in closer cooperation on these cases between the United States and Russian law enforcement. In particular, Russian police who participated in OPDAT sponsored training are working closely with DHS on a series of sex tourism cases in St. Petersburg, and OPDAT training for Embassy consular officers resulted in the rescue of a Russian human trafficking victim in Florida.
- From May 17-18, 2007, the OPDAT Resident Legal Advisor to Russia, in conjunction with the local Human Rights Ombudsperson, conducted a program in Yekaterinburg, Russia, on referral mechanisms for trafficking in persons cases. The goal was to promote collaboration between police and non-governmental organizations on investigating trafficking in persons crimes and

supporting its victims. Assisting the OPDAT Resident Legal Advisor was a Victim-Witness Coordinator from the Civil Rights Division's Criminal Section.

- From December 11-15, 2006, OPDAT continued to provide assistance to Russia on TIP by conducting a US-based study tour in Washington, DC, and Los Angeles, CA, for a delegation of 11 police officials, government administrators, and non-governmental organization (NGO) victim-service providers to acquaint them with how police, NGOs, and local and state governments in the US cooperate to assist and shelter trafficking victims. The program stressed the importance of victim services, encouraged coordination between law enforcement and service providers, and provided a model to assist these individuals in developing shelters and victim assistance/protection mechanisms in their respective communities when they returned to Russia.
- The results of one of OPDAT's major efforts in Romania—the implementation of the Victim/Witness Coordination Program for TIP cases—became evident in FY 2007, with a total of over 130 requests for assistance. More importantly, the drop-out rate from referred victims is reported at 5 percent. This compares to a pre-project baseline of 40 percent of victims who dropped out of contact with justice officials following their first interview.
- On September 17-21, 2007, the OPDAT Resident Legal Advisor (RLA) to Kyrgyzstan conducted a program for Kyrgyz investigators and prosecutors in Bishkek, Kyrgyzstan, to raise their awareness of the crime of trafficking in persons and to familiarize them with the skill set needed to successfully investigate and prosecute trafficking cases. The RLA and an Assistant U.S. Attorney, who specializes in human trafficking cases, mentored Kyrgyz law enforcement on how to combat trafficking for labor and sexual exploitation, both domestically and internationally. The seminar also used local feature experts and Kyrgyz prosecutors who provided an overview of Kyrgyz criminal statutes that can be used to combat trafficking in persons.
- From April 23-27, 2007, OPDAT conducted two programs on human trafficking for Latvian judges, prosecutors and investigators in Riga and Daugavpils, Latvia. Topics covered included investigative techniques to build a successful human trafficking case, victim/witness coordination issues, and applicable international protocols and US legislation.
- From April 10-13, 2007, OPDAT and ICITAP conducted a program in Iringa, Tanzania, on how to investigate and prosecute trafficking in persons cases for prosecutors, judges, and investigators from Iringa and the surrounding area. The program focused on defining human trafficking and identifying the laws that criminalize it and investigation and prosecution of trafficking matters, including how to interview witnesses, methods to secure evidence, raids and surveillance, victim protection, trial preparation, testimony preparation, and coordination between prosecutors and investigators.
- From February 12-16, 2007, OPDAT conducted two workshops for prosecutors and investigators on the use of financial profiling and financial investigations in dismantling trafficking enterprises, one in Varna, Bulgaria, and the other in Veliko Turnovo, Bulgaria. They were part of a series of regional workshops encouraging law enforcement to focus on dismantling human trafficking rings by going after their money and assets.

- From November 28-30, 2006, OPDAT conducted a tri-lateral workshop on trafficking in persons for prosecutors and border police from Serbia, Macedonia and Bulgaria, in Borevets, Bulgaria. The focus was on the identification of and assistance to victims of human trafficking.
- From February 14-16, 2007, OPDAT conducted a program in Kathmandu, Nepal, entitled “Strengthening the Anti-Human Trafficking Enforcement Effort in Nepal” for Nepali prosecutors, investigators, police, and representatives of non-governmental organizations. The conference reviewed Nepal’s trafficking law, discussed investigative techniques and tools for human trafficking enforcement, demonstrated effective interviewing techniques when a child or traumatized victim is a witness at a trial, explored ways to streamline the adjudication process, and addressed post trial issues and sentencing, including victim assistance/protection and care options. US participants included a CEOS Trial Attorney, FBI Supervisory Special Agent, and a Magistrate Judge.
- On November 30, 2006, the OPDAT Resident Legal Advisor (RLA) to Azerbaijan, in conjunction with the American Bar Association Rule of Law Initiative, conducted a seminar in Baku for thirty-five Azerbaijani investigators and prosecutors who work on combating trafficking in persons. The investigators included members of the new Anti-Trafficking squad developed in 2006 within the Ministry of Internal Affairs. Using the 2005 Azerbaijani Anti-Trafficking Legislation as a springboard, the RLA provided insights into how to identify a trafficking in persons case, how to gather evidence necessary to prosecute a trafficking case in court, and how to treat victims and witnesses to trafficking offenses. Great emphasis was placed on the unique nature of trafficking cases, the need to use great skill in identifying and working with trafficking victims, and the importance of pursuing these investigations.

#### ii. International Criminal Investigative Training Assistance Program

ICITAP is involved in outreach to, and training of, foreign law enforcement officials on methods to combat TIP with funding from DOS and USAID. ICITAP activities focus on the development of police forces and the improvement of capabilities of existing police forces in emerging democracies. During FY 07, ICITAP operated TIP programs throughout the world:

- Worked with Albania’s Office of the National Coordinator for Anti-trafficking and NGOs in order to encourage more NGO participation at the Greek-Albanian border, where many Albania women are trafficked.
- In Kazakhstan, provided training at two TIP conferences, in April and October 2007, bringing together police, prosecutors, and judges from different regions of the country.
- Helped the Senegalese Office to Monitor and Combat Human Trafficking develop a strong institutional framework and develop a sustainable training capacity within the Senegalese law enforcement community that will ensure the institutionalization of critical TIP training.
- Provided training to the Nigerian National Agency for the Prohibition of Trafficking in Persons (NAPTIP) that addresses specific weaknesses of the organization as identified in the ICITAP assessment conducted in December 2005.
- Helped develop a sustainable training capacity within the Gabonese law enforcement

community that will ensure the institutionalization of critical TIP training.

- In Gambia, developed a Child Sexual Exploitation course that will contain elements of community policing.
- Assisted the Government of Madagascar in developing a sustainable program that will provide a coordinated approach through which police officers, prosecutors, victim/witness specialists, community leaders, and members of local NGOs can work together to effectively combat CSE.
- Helped increase awareness of TIP throughout Uganda and helped improve the ability of the Uganda Police Force and the Government of Uganda to conduct efficient human trafficking investigations.
- Implemented the first phase of a TIP program in Tanzania, which will educate the police and prosecutors on organized crime.
- Continued to provide training in Indonesia for an anti-TIP program started in 2005, focusing on the “Point of Origin” strategy, working with NGOs, and targeting two pilot cities—Medan on the island of Sumatra and Surabaya on the island of Java—affording officials a better understanding of the nature of human trafficking. ICITAP continues to provide technical assistance and training to the Government of Malaysia as well.

## 2. Department of Homeland Security

### a. International Law Enforcement Training Efforts

During FY 2007, personnel from ICE’s HSTU, along with representatives from the HSTC<sup>6</sup>, served as subject matter experts in the development and editing of a universal anti-trafficking manual drafted by the United Nations Office of Drugs and Crime (UNODC). The ICE officials were the only U.S. representatives serving as subject matter experts during two separate meetings that included UNODC staff and judges, prosecutors and law enforcement officers from the governments of Belgium, Canada, India, Israel, Netherlands, Nigeria, Portugal, Uganda, and the United Kingdom, as well as representatives from Europol, INTERPOL, and the International Labor Organization. Over the course of the two three-day meetings, 25 draft sections of the anti-trafficking training material were discussed and critiqued. ICE officials presented case studies, recommendations on best practices in many subject areas. The ICE officials also emphasized the importance of coordinating trafficking cases with NGOs and concern with the lack of information in the training manuals on financial investigation and asset forfeiture techniques in trafficking cases. The UNODC has a goal of delivering the training manual, translated into the six languages of the UN, in 2008. Additionally, the UNODC staff indicated that once the training materials are completed, they would seek volunteers from member countries, including the U.S., to teach the anti-trafficking course. Most of the recipients of the training would be law enforcement officers from developing countries.

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<sup>6</sup> ICE holds the permanent Directorship of the HSTC, which serves as a fusion center for intelligence, law enforcement and other information to enhance coordination and communication among U.S. government agencies combating human traffickers, smugglers, and criminals facilitating terrorist travel.

One of ICE's most important international training activities is its participation in the International Law Enforcement Academies (ILEA) in Bangkok, Budapest, and San Salvador funded by DOS. ICE developed the human trafficking training modules that are part of the permanent curricula at those academies and provided nine human trafficking training sessions at the ILEAs for 329 law enforcement personnel from 44 countries. Human trafficking training modules included: (1) investigation methodologies in human trafficking cases; (2) human trafficking indicators; (3) global networks; (4) victim interviews; (5) victim services; and (6) task force methodology. Representatives from the following countries attended: Albania, Argentina, Azerbaijan, Belize, Bolivia, Bosnia/Herzegovina, Bulgaria, Brazil, Brunei, Chile, Colombia, Costa Rica, Croatia, Dominican Republic, Ecuador, El Salvador, Georgia, Guatemala, Hungary, Indonesia, Laos, Macedonia, Macau, Malaysia, Moldova, Montenegro, Nicaragua, Panama, Paraguay, People's Republic of China, Peru, Philippines, Ukraine, Uruguay, Romania, Russia, Serbia, Singapore, Slovakia, Slovenia, Tajikistan, Turkmenistan, Venezuela, and Vietnam.

#### b. International Outreach

ICE's Office of International Affairs collected ICE TIPS reports for the third and fourth quarters of FY 2007 on outreach and training conducted by ICE's 50 international offices in more than 40 countries. During this period, the Attaché offices provided over 10,100 people with anti-trafficking training and information about ICE's activities to combat human trafficking.

Highlights of this training include:

- ICE Attaché Bangkok gave seven presentations to 270 members of the Royal Thai Police on forced child labor, sexual exploitation, the use of the internet to commit crimes against children, human trafficking and smuggling of women and children, and narcotics suppression.
- ICE Attaché Panama City met with a Dell Computers Investigator and Dell Panama. During the meeting the Dell personnel were advised of ICE's investigative areas including human trafficking, child pornography, and child sexual exploitation.
- ICE Attaché Manila conducted a symposium at Golden State College, General Santos City, Mindanao, Philippines, on how to recognize human trafficking schemes and how not to become a victim to human trafficking. Comprised of faculty and students, approximately 6,200 people attended the symposium.
- ICE Attaché Guatemala City provided basic human trafficking training to 29 members of the Guatemalan Border Police Unit assigned to La Aurora International Airport in Guatemala City, Guatemala. Training included an overview of how ICE conducts human trafficking investigations including ICE criteria for developing a human trafficking case, and the difference between human trafficking and human smuggling.
- ICE Attaché Vienna was a key participant in three-day conference on human trafficking with special emphasis on children victims sponsored by the American Embassy, United Nations Office of Drugs and Crime, and the Austrian Foreign Ministry. This session brought together 350 diplomats, judges, lawyers, police officers, criminal justice policy makers, and NGOs from around the world.

### c. International Visitors Program

ICE also provides presentations on a variety of topics to foreign law enforcement and government officials who are visiting the United States through its International Visitors Program. In FY 2007, ICE conducted 29 Human Smuggling/Trafficking briefings, four Victim Witness Assistance Program briefings, and two Cyber Crimes Child Exploitation Unit briefings for 144 foreign government officials and NGO representatives from 36 countries. ICE briefed international visitors from the following countries: Albania, Argentina, Belarus, Bosnia and Herzegovina, Brazil, Cyprus, Denmark, Finland, France, Georgia, Germany, Greece, India, Israel, Jordan, Latvia, Lithuania, Luxembourg, Macedonia, Malaysia, Malta, Moldova, Netherlands, New Zealand, Norway, Philippines, Portugal, Romania, Russia, Slovakia, South Korea (ROK), Sweden, Thailand, Turkey, United Kingdom, and Uzbekistan.

### d. Coordination with the Government of Mexico

ICE is actively engaged in assisting the Mexican Government to increase law enforcement capacity to combat human trafficking. Funding for the ICE's two year Global Trafficking in Persons Program in Mexico comes from the President's \$50 Million Trafficking in Persons Initiative. The program started in November 2005, with the placement of an ICE Program Coordinator in Mexico City, Mexico. Since the program began, ICE has been working with the Government of Mexico to try to help set up a dedicated law enforcement unit focused on human trafficking and to provide investigative assistance to this unit. The Program's successes in FY 2007 include assisting the Government of Mexico in rescuing 15 victims of human trafficking, and providing direct services to 13 of those victims. As a result of the training provided to the Government of Mexico and joint investigations between ICE and the Government of Mexico, the Government of Mexico and NGOs have begun to work closely in the development of a Victim Assistance Program for trafficking victims and have designated a Victim Witness Coordinator.

## 3. Human Smuggling and Trafficking Center

In its efforts to facilitate cross-border cooperation addressing the crime of human trafficking, the HSTC participates in international outreach programs with multinational organizations and representatives of foreign law enforcement and intelligence. The HSTC meets regularly with international organizations such as EUROPOL, FRONTEX, and the United Nations Office of Drugs and Crime (UNODC) Anti-Human Trafficking Unit. The HSTC is the official point of contact for INTERPOL on trafficking matters, and sits on the Steering Committee of the INTERPOL Working Group on Trafficking in Women for Sexual Exploitation. In May 2007, HSTC officers represented the United States at the annual INTERPOL working group meeting. Because of its close ties and cooperation with EUROPOL, the HSTC was the only non-EU law enforcement organization invited to participate in the annual EUROPOL Experts Meeting on Trafficking in Human Beings, and a usually restricted Analysis Work File meeting in September 2007. The HSTC is also the U.S. lead and head of delegation to the Pacific Rim Immigration Intelligence Conference.

In September, 2007, the HSTC met with SOCA (The Serious and Organized Crime Agency of the United Kingdom) to brief that agency on the United States' efforts to combat Trafficking in Human Beings. HSTC officers also met with officials of the UK Human Trafficking Center. HSTC leadership met with the chief of the anti-trafficking unit of the Belgian National Police in Brussels in

October 2007. In December of last year, HSTC representatives met with the Chief of the Anti-Trafficking in Persons Unit of Greece regarding anti-trafficking enforcement.

The HSTC is also the U.S. sponsor of the U.S.-Russia Bilateral Law Enforcement Task Force on Human Trafficking. As such, in December 2007 the HSTC sponsored the Task Force's annual meeting of U.S. and Russian prosecutors and law enforcement officers that focused on the investigation and prosecution of transnational human trafficking. Delegates from the United States included representatives from DOJ's Organized Crime and Racketeering Section, the Civil Rights Division's HTP Unit, the Office of International Affairs, OPDAT, along with CEOS, ICE, the FBI, and the DOS's Bureau of Diplomatic Security.

The HSTC also provided information and expert support to the U.S. delegation to the UN Convention on Transnational Organized Crime Conference of the Parties Protocols on Trafficking and Smuggling meeting in Vienna.

During FY 2007, HSTC representatives regularly conducted trafficking training sessions at the DOS's Foreign Service Institute at the National Foreign Affairs Training Center. There, both Consular Fraud Prevention Officers and locally hired Consular anti-fraud staff working in source and transit countries are trained to recognize and prevent human trafficking and what government resources are available to assist in investigations and prosecutions. Additional efforts to extend the border included HSTC representatives conducting training to State Department officers overseas as well, developing and conducting anti-trafficking courses in both Guyana and Ghana. The HSTC participated in, and gave presentations at, a number of other international law enforcement trafficking conferences and workshops as well and frequently met with foreign officials visiting the United States as part of the International Visitors Program. As part of its recurrent participation with UNODC, HSTC is a member of the working group developing law enforcement anti-TIP training programs for less developed countries. During FY 2007, HSTC staff, along with representatives from the ICE's HSTU, served as subject matter experts in the development, drafting, and editing of a universal anti-trafficking manual. The HSTC and ICE officials were the U.S. representatives at the UNODC working group meetings

#### 4. Department of State

With support from PRM, the IOM developed a set of seven Counter-Trafficking Training Modules in response to the need for practical, "how to" training materials for NGOs, government officials (including law enforcement), and other stakeholders engaged in counter-trafficking activities around the world. Designed for quick delivery at modest cost, these modules will enhance understanding 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 currently available in English, Spanish, and partially in French. These training modules were piloted in the Caribbean, including the Netherlands Antilles, and Jamaica, South Africa, Indonesia, Cambodia, and Suriname. In January 2008, IOM held a regional anti-trafficking workshop in Amman, Jordan, using one of the training modules translated in Arabic. Module topics include: information campaigns; return and reintegration assistance; capacity-building; cooperation and networking; victim identification and interviewing techniques; direct assistance; and children's protection. These modules will be complemented in early summer of 2008 with a handbook of performance indicators which can be used to evaluate the impact of activities related to the three Ps of counter-trafficking: Protection, Prevention, and Prosecution.

## C. Outreach to Nongovernmental Organizations & the Media

### 1. Department of Health and Human Services

Training and technical assistance in FY 2007 was offered to targeted groups such as public health officials, social service providers, and ethnic organizations, and focused on how to help victims of human trafficking and increase understanding of victim identification, service and certification. HHS conducted trainings through speaking engagements, conferences, four half-day training sessions held in the new coalition areas, and launched a series of online, interactive WebEx sessions.

HHS, along with its contractors and coalition members, participated in 44 speaking engagements, reaching an estimated 4,300 persons likely to encounter victims of human trafficking with Rescue and Restore messages and staffed and distributed materials at nine conferences attended by approximately 17,700 persons likely to encounter victims of human trafficking. Examples of these speaking engagements and conferences include:

- New Jersey Department of Health and Human Services: HHS trained 300 public health officials on human trafficking and identifying victims.
- Southeast Florida Conference on Human Trafficking, “Collaboration Between Frontline and First Responders”: HHS distributed information and trained 100 conference participants from the anti-trafficking movement on services for victims and HHS’ Rescue and Restore awareness campaign.
- Asha Forum Consultation, Fuller Theological Seminary: HHS presented training on minors trafficked for sexual exploitation to 50 students, professors, church leaders, and child care providers.
- International Association of Forensic Nurses: HHS trained 40 Sexual Assault Nurse Examiners on human trafficking and identifying victims.
- National Association of Social Workers, Texas Chapter: HHS trained 100 social workers on human trafficking, identifying victims, and connecting victims to services.

HHS provided targeted training and technical assistance throughout FY 2007 to the Rescue and Restore coalitions, street outreach grantees, intermediaries, and National Human Trafficking Resource Center staff through a subcontract with the Polaris Project. HHS hosted monthly peer-to-peer conference calls with the 18 street outreach grantees, provided training at the launch events of the four newest Rescue and Restore coalitions, provided technical support for the 17 pre-existing coalitions, and responded to additional training requests from HHS partners.

In September 2007, HHS launched a series of online, interactive WebEx training sessions designed to go beyond “Trafficking 101” and reach an audience beyond HHS grantees and coalitions. Each training session includes a PowerPoint presentation uploaded to a password-protected web site that is accompanied by the presenter’s audio portion via a conference call line.

The first of this series featured a training session given by Polaris Project on victim identification and street outreach, and covered best practices, challenges to victim identification, steps for creating a street outreach program, and tools to assist in street outreach and victim identification efforts. HHS answered participants' questions about the topic via Web chat and conference call line during the designated question and answer period. The September Web Ex session had 74 participants from law enforcement, social service, faith-based, shelters, public health, federal agencies, and Rescue and Restore member organizations.

A key component of the Rescue and Restore Victims of Human Trafficking Campaign is the operation of a 24/7 toll-free hotline: (888) 373-7888. In FY 2007, the hotline was renamed the National Human Trafficking Resource Center (previously named the Trafficking Information and Referral Line) to reflect the increased response capabilities from Lockheed Martin Aspen Systems, including the development of email contact in five languages. In FY 2007, the hotline provided service referrals to potential trafficking victims, educated callers about Rescue and Restore campaign materials, directed non-trafficking related questions to relevant Federal and local agencies, and took reports on possible trafficking cases to forward to the Civil Rights Division at DOJ. The hotline is staffed by bilingual crisis workers of Covenant House, New York, which is a sub-contractor of Lockheed Martin Aspen System Corporation. All calls received in foreign languages other than English and Spanish are referred to the AT&T Language Line. In FY 2007, the hotline took 2,699 calls from the public and media and received 249 email inquiries via the HHS Web site.

## 2. Department of Homeland Security

ICE staff collaborates with NGOs that provide victims with services. Many NGOs have been instrumental in helping 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.

In FY 2007, ICE participated in and provided training at domestic conferences and seminars that included large numbers of NGO attendees. Pursuant to ICE TIPS, ICE domestic field offices conducted local outreach efforts to over 1,800 NGO representatives from over 200 organizations.

In December of 2007, ICE launched a media and public outreach campaign focused on Human Trafficking in the United States. The objectives of the campaign are threefold: Raise general awareness of the tragedy of human trafficking; highlight ICE's role in combating the problem; and offer the public an opportunity to be a part of the solution to this social concern. A public service announcement (PSA), transit and print ads, and laminated wallet-size cards with human trafficking indicators, available in five different languages have been created. All of these outreach materials will support the awareness effort by reaching not only participating stakeholders such as law enforcement, but also the general public. The rollout officially began on December 3, 2007, with the national airing of a one-hour documentary, *Sex Slaves in America*, on MSNBC. The ICE Office of Public Affairs (OPA) continues to seek coverage on national and local network media to further the initial reach of the campaign.

ICE OPA developed and produced the PSA on human trafficking in order to enhance the awareness of the general public on this serious issue. The public at large will serve as a force-multiplier toward law enforcement's efforts in identifying and rescuing victims, thus enabling ICE to

identify more cases of human trafficking. The PSA is a 60-second visual focusing on victim recognition in order to raise awareness among the public at large, thereby enabling ICE to capitalize upon its expertise, infrastructure and investigative resources to better combat this crime of modern day slavery. The PSA is currently available in English, Spanish, Arabic, Chinese, French, Russian and Korean in order to reach the widest possible local and international audiences. OPA also expanded the coverage of the PSA campaign through the purchase of out of home (OOH) space in markets where there is a high propensity for human trafficking or entry points for traffickers, utilizing the same message and visual tie-in as the PSA.

The ICE OIA updated and created new forced child labor outreach material. A brochure, wallet sized card, and informational booklet have been created for foreign government and law enforcement officials, industry and trade representatives, other U.S. Government agencies, nongovernmental organizations and international organizations. The purpose of the material is to raise awareness about forced labor, to provide people with indicators that may help them identify possible cases of forced labor and to let people know who to contact if they suspect a possible forced case. ICE has created a new email address that will serve as the agency's primary point of contact for all issues related to forced child labor. That email address, which will be monitored by ICE personnel, is: [ice.forcedlabor@dhs.gov](mailto:ice.forcedlabor@dhs.gov).

ICE Office of International Affairs has placed an increased emphasis on providing anti-trafficking training and outreach to foreign governments and law enforcement agencies, nongovernmental organizations (NGOs), and international organizations. This training and outreach is conducted through a variety of formats including formal training academies, conferences, visits with international delegations in the U.S., and informal meetings.

An integral component of ICE's foreign training and outreach relates to victim issues. ICE continues to provide training on its direct victim assistance efforts in trafficking cases to foreign law enforcement officers, NGO representatives, and other officials through the International Visitors Program and the International Law Enforcement Academies. The victim assistance staff who provide these specialized briefings and trainings highlight the features of the victim-centered approach to investigations, the rights of foreign victims in the United States (including immigration relief), and special considerations for appropriate response to trafficked minors and traumatized victims.

### 3. Department of Justice

#### a. Civil Rights Division

DOJ closely works with non-governmental organizations that serve trafficking victims on a case by case basis. In FY 2007, Division staff frequently participated in outreach and training programs oriented to NGO audiences. For example, members of the Human Trafficking Prosecutions Unit in the Civil Rights Division traveled to Miami, Florida to attend and participate in the Fifth Annual Freedom Network USA Conference. The Freedom Network is a vibrant consortium of over two dozen service providers who specialize in direct service provision and host trainings nationally. The Unit conducted an interactive 2-hour session on the federal criminal justice system, which allowed participants to understand the process from a prosecutor's perspective. Several members of the Unit and other Civil Rights attorneys also attended the 2007 U.S. DOJ Conference on Human Trafficking in order to interact with the various service providers who play a

critical role on the DOJ-funded human trafficking task forces. On several occasions Division prosecutors delivered training to private attorneys interested in providing pro bono legal assistance to human trafficking victims.

DOJ also participates in a trafficking listserv, established by the NGO community to rapidly disseminate information and post technical questions to subject matter experts across the United States. DOJ uses this electronic mechanism to share prosecution updates, press releases and address legal inquiries.

#### b. OVC

OVC worked with agencies within DOJ and other federal agencies to ensure that the 2007 conference included representation from all trafficking service providers funded by OVC and that a victim-centered approach was integrated throughout all sessions. OVC staff participated in a plenary session with other federal representatives to discuss “Streamlining Task Force Access to Victim Services: Identifying Specialized Resources for All Victims.” Another plenary session focused on “Stabilizing Traumatized Victims: The Role of Psychological and Medical Experts in Enhancing Victim Identification and Investigations.” OVC also developed a break-out session focusing on “The NGO Role in Helping Task Forces Function Effectively: Providing Victim Services and Collaborating with Law Enforcement” which was well-attended and generated far-ranging discussion on challenges in this area.

During 2007, OVC also initiated a series of monthly technical assistance conference calls with its grantees and continued to maintain its on-line “Learning Community” website for trafficking grantees to provide information, resources and clarification on a broad range of issues which impact grantees’ ability to provide services to human trafficking victims.

OVC released a 30 minute training DVD and accompanying Resource Guide in April of 2008 that is designed to educate traditional victim service providers on the dynamics of trafficking and strategies for expanding their capacity and resources to meet the comprehensive service needs of human trafficking victims. OVC worked closely with Safe Horizon, an experienced victim services grantee whose work in providing training and technical assistance to other trafficking service providers has helped to shape the content of the video.

#### 4. Department of State

The release of the DOS 2007 TIP Report resulted in a 70% increase in media impressions from the previous year’s report. Similarly there was a 70% increase in the number of countries where the TIP report was covered in the press. Ambassador Mark P. Lagon, director of G/TIP, maintained a rigorous public-speaking schedule—addressing various think tanks and forums—including the World Bank, Freedom House and the Heritage Foundation, thereby broadening the TIP audience to those working on development, democracy promotion and civil society development.

G/TIP distributed a variety of public awareness materials throughout the year, including the flag-ship annual Report and various fact sheets, among them several new fact sheets focusing on TIP and International Military Organizations and the Health Consequences of TIP. In calendar year 2007, G/TIP’s director and staff conducted speeches and briefings at approximately 100 events for NGOs, foreign officials, journalists, students, and the general public, reaching over 5,500 individuals

in the United States and around the world.

G/TIP also organized NGO briefings for Washington-based NGOs by the office director. In calendar year 2007, G/TIP conducted a pre-briefing for NGOs to solicit information for the 2007 TIP Report; a post-TIP Report briefing for both NGOs and foreign diplomats (both with record number of attendees and organizations represented); a roundtable discussion with Harvard Professor of Public Health Dr. Jay Silverman on HIV prevalence among sex trafficking victims; and a film screening of *Holly* (focusing on child sex tourism) and awareness raising event for public-private partnerships. G/TIP hosted its first annual Bidder's Conference in late fall 2007 to inform potential grantees about priorities and transparency; approximately 140 representatives from 90 organizations attended. Participants' evaluations showed it was a valuable opportunity to share information about the office, anti-human trafficking priorities, and current grant solicitations. The presentation materials are available for all to review: <http://www.state.gov/g/tip/rfp/biddersconference/index.htm>.

G/TIP extended its outreach to faith-based organizations, working closely with the White House Office of Faith-Based and Community Initiative on their October Compassion in Action Roundtable focused on human trafficking. The Roundtable included USG officials, policymakers, business leaders, foundation representatives, philanthropists and community leaders. G/TIP collaborated with several in the faith-based NGO community by taking part in the public release of first of its kind curriculum – one academic, designed for undergraduate or graduate courses to introduce future caregivers and faith leaders to the needs of survivors of sex trafficking; and the other, a community-based edition intended to be used at the local level both domestically and internationally, to mobilize local faith communities to identify and care for survivors.

#### D. Department of Health & Human Service's Public Awareness Campaigns

##### 1. U.S. Domestic Trafficking in Persons Notification Pilot Program

As previously noted, in September of 2007, HHS initiated a U.S. Domestic Trafficking in Persons Notification Pilot Program to increase public awareness and victim assistance for U.S. citizen trafficking victims. The Notification Pilot Program provides suspected trafficking victims with full information regarding the benefits and services for which U.S. citizens may be eligible simply by virtue of his or her citizenship. In the process, HHS is collecting important information that can help shape future policy development. By collecting information from contractors and grantees HHS can provide better information to Congress on the scope of the trafficking problem and learn more about methods of force fraud and coercion used to ensnare adult citizens or lawful permanent residents.

Under the pilot, HHS/ATIP awardees submit Requests for Notification on behalf of U.S. Domestic Trafficking in Persons (TIP) victims in their current caseload. Awardees have sole responsibility for determining a client's victim status; a signed Notification Request stands as proof that the Non-Governmental Organization (NGO) believes that the client may be a U.S. Domestic TIP victim. HHS/ATIP reviews the requests and provides a Notification or a denial letter. Awardees whose clients receive denial letters may initiate an appeals process.

The U.S. Domestic TIP Notification Pilot Program does not confer benefits on a victim; neither does the pilot provide a determination of TIP victim status. Rather, the pilot solicits client information from NGOs who are at the forefront of U.S. Domestic TIP outreach and services, and it then provides clients and their case managers with full information regarding the benefits and services for which U.S. citizens may be eligible. NGOs and case managers retain full responsibility for assisting victims in the benefits determination and receipt process.

## 2. Rescue & Restore Victims of Human Trafficking Public Awareness Campaign

FY 2007 encompassed the fourth year of the HHS public awareness campaign: Rescue and Restore Victims of Human Trafficking. The goal of the campaign is to help communities identify and serve more victims of trafficking so that every individual forced, coerced, or fraudulently induced into exploitative labor or commercial sex work will have the courage and support to come forward and receive the full protection and benefits offered by the TVPA.

The fourth year of the campaign built upon the previous year's efforts to target those persons or entities who are most likely to come into contact with victims, such as public health officials, local law enforcement officials, social service providers, ethnic organizations, and legal assistance organizations. The campaign also targeted the general public to increase awareness of human trafficking, and HHS departments to leverage and strengthen HHS domestic and international trafficking victim service provision pipelines.

In FY 2007, the campaign increased outreach efforts by reaching close to 10,000 persons likely to encounter victims of human trafficking through speaking and exhibit events; distributing approximately 680,000 pieces of original, branded material; referring more than 110 social service organizations to national service provider USCCB; publicizing the National Human Trafficking Resource Center; and launching four new Rescue-and-Restore coalitions bringing the total number of coalitions to 21 across the nation.

During FY 07, the Campaign launched in two new cities-- Columbus, Ohio and Nashville, Tennessee and invited staff from DOJ's Civil Rights Division and the U.S. Attorneys' Offices to educate the local community on the identification of trafficking victims and the prosecution of traffickers under the TVPA. These collaborative efforts ensure that HHS service providers and outreach grantees are keenly aware of law enforcement's role in trafficking investigations. In addition to these efforts, the Civil Rights Division and CEOS staff, HHS anti-trafficking program staff and ICE victim witness staff revisited policy and procedures for managing minor trafficking cases and formed an Interagency Coordination Minor Working Group. The working group is committed to enhancing each other's missions and strives to balance law enforcement and victim service priorities.

HHS also provides frequent policy updates to its grantees and contractors and enlists support from the Civil Rights Division staff to address technical questions surrounding investigative strategy, immigration relief and safety considerations. Regular participation in these events allows DOJ to collaborate with HHS; build rapport and strengthen its reach to key intermediaries; and share its vital role in the prosecution of human trafficking cases and identification of victims.

### a. Public Awareness Materials

HHS distributed a variety of Rescue and Restore public awareness materials, including posters, brochures, fact sheets, and cards with tips on identifying victims in eight languages: English, Spanish, Chinese, Indonesian, Korean, Thai, Vietnamese and Russian. The materials can be viewed on the HHS web site, [www.acf.hhs.gov/trafficking](http://www.acf.hhs.gov/trafficking), and ordered at no cost. In FY 2007, HHS updated its Rescue and Restore materials to reflect the newly re-branded National Human Trafficking Resource Center and United Nations-approved language translation of the term human trafficking.

The Rescue and Restore web site address, [www.rescueandrestore.org](http://www.rescueandrestore.org), was incorporated into all campaign materials. This address serves simply 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. In FY 2007 the web site logged 141,888 unique visitors with 377,295 page views.

In addition, HHS revised the award-winning Rescue and Restore training DVD in order to update the sound bites and add additional victim insight. The video helps train persons likely to encounter victims of human trafficking on how to recognize cases of human trafficking and learn how to initiate support services for those victims. The video showcases trafficking experts and four victims in an effort to shed light on the horrors of trafficking, and to present the resources available to help victims rebuild their lives.

#### b. Media Outreach

The campaign continued pursuing earned media stories and launched new efforts with billboard PSAs across markets in the United States. Media outreach in FY 2007 included pitching and responding to key national media requests, monitoring the news daily and, when appropriate, following up with reporters to encourage additional stories incorporating the HHS perspective, and writing letters to the editor and/or op-eds in response to key stories.

HHS also held four press conferences in Sacramento, California; Nashville, Tennessee; Columbus, Ohio; and Raleigh, North Carolina in conjunction with the launches of four new Rescue and Restore Victims of Human Trafficking Coalitions in those areas. The FY 2007 Rescue and Restore coalition launches garnered 7.5 million media impressions alone.

HHS also worked with private media firms to place outdoor Public Service Advertising (PSAs) that featured the National Human Trafficking Resource Center phone number. HHS created transit shelter, large billboard, and digital billboard public service announcements that were placed in available spaces from June-September 2007 in New York City, Houston, Los Angeles, Las Vegas, Miami, Charlotte, Chicago, Sacramento, Milwaukee, Greensboro/Winston-Salem, Atlanta, Columbus, San Francisco, Orlando, Philadelphia, Nashville, Raleigh/Durham, and Portland. The Daily Effective Circulation (DEC), which is an estimate of the number of people who see the public service ads, was 2,279,830.

#### E. Department of State Outreach to Foreign Governments

Through G/TIP, DOS represents the U.S. in the global movement to abolish modern-day slavery. It engages with foreign governments and civil society to fight human trafficking around the

world. The director of the office also chairs the SPOG, a senior-level interagency working group that coordinates U.S. Government's efforts to fight trafficking and addresses interagency policy, program, and planning issues.

G/TIP issued the seventh annual Trafficking in Persons (TIP) Report in June 2007. The report is the U.S. Government's principal diplomatic tool used to engage foreign governments on the subject. It places countries in tiers according to government efforts to combat trafficking. It also includes detailed information on U.S. Government policy covering prostitution as contributing to trafficking in persons, child sex tourism, child soldiers, forced labor, involuntary servitude, and corruption in order to demonstrate the United States' commitment to promoting effective change.

Media coverage of the release of the 2007 TIP Report was extensive, from all the major domestic newspapers to hundreds of national and international news outlets across the globe. The release of the TIP Report generated 487 articles in over 412 media outlets and in 71 different countries. In a number of countries, particularly those on Tier 3 and Tier 2 Watch List, press coverage was more intense, including India, China, the Persian Gulf states, and Malaysia.

According to the 2007 TIP Report, 21 countries adopted new legislation or amended existing legislation to combat TIP during the reporting period of March 2006 to March 2007. Many countries made other strides in the fight against human trafficking as well. Successes include:

- Georgia, Hungary, and Slovenia met for the first time the minimum standards for the elimination of trafficking in persons placing them in Tier 1. The governments of these countries have shown political commitment to fight modern-day slavery through strong policies and implementation of laws during the reporting period of March 2006 to March 2007.
- Belize, Bolivia, Brazil, Indonesia, Israel, Jamaica, Laos, Peru Taiwan, and Togo, moved up to Tier 2 from the Tier 2 Watch List, based on significant new efforts.
- Foreign governments increased efforts to fight trafficking due in part to bilateral diplomatic engagement. Kuwait and Equatorial Guinea were moved off of Tier 3 in the fall of 2007 by demonstrating significant efforts to combat trafficking. For example, Kuwait opened a shelter in September 2007 for trafficking victims.

DOS will release the 2008 TIP Report in June, and it can be found at [www.state.gov/g/tip](http://www.state.gov/g/tip).

In 2007, the G/TIP Reports and Political Affairs Section traveled to 63 countries to meet with foreign government officials and international organizations and NGO representatives. G/TIP also reaches out to foreign governments through its regular briefing of foreign officials and other international visitors in Washington, D.C. These briefings provide insight on what the U.S. Government is doing to combat TIP in the United States and around the world. The DOS Bureau of Educational and Cultural Affairs' International Visitors Program sponsors several groups coming to the United States specifically to concentrate on combating human trafficking. Frequently, their first stop is an informational overview from members of the G/TIP staff. In calendar year 2007, G/TIP made 43 presentations to over 234 visitors from over 121 countries. The visitors ranged from Muslim women leaders to community and social service providers to the Albanian Minister of Interior. G/TIP's Director and staff also engaged foreign officials and journalists through ten Digital

Video Conferences in eight different countries (including a three-part DVC with the American Institute in Taiwan focusing on victim protection, strengthening anti-trafficking legislation, and improving prosecutions).

G/TIP also participated in multilateral fora in FY 2007. For the United Nations' annual Commission on Crime Prevention and Criminal Justice, G/TIP worked with the U.S. mission in Vienna so that the issue of commercial sexual exploitation of children was one of two Commission themes. The U.S. introduced a resolution that was subsequently adopted titled *Effective crime prevention and criminal justice responses to combat sexual exploitation of children*. On the margins of the Crime Commission, the U.S. also co-hosted a successful event for representatives of member states that included screening of the movie *Human Trafficking* and an expert panel discussion on child trafficking.

The G-8 Lyon-Roma Group finalized two U.S.-drafted documents related to commercial sexual exploitation of children. The first document was a Justice and Home Affairs Ministers' statement *Reinforcing the International Fight Against Child Pornography*. The second document addressed *Experience in the Implementation of Extraterritorial Jurisdiction for Sex Crime*. G/TIP worked closely with DOJ and DHS in crafting both documents.

In Europe, G/TIP participated in a conference titled *Assistance to Trafficked Persons: We can do better*, hosted by the OSCE Alliance Against Trafficking in Persons. The U.S. and others presented reports on the effectiveness and challenges of anti-trafficking policies and programs, trafficking trends and patterns, and information on victim identification and investigations. Also in Europe, the U.S. chaired a workshop on the role of victim protection and assistance in combating trafficking in persons at the Inter-Governmental Consultations on Asylum, Refugee and Migration Policies (IGC). PRM also led this workshop. G/TIP participated in the meeting and highlighted U.S. Government efforts. Member states agreed to a subsequent workshop to address labor trafficking.

Turning to the Western Hemisphere, the U.S. served as chair of the Regional Conference on Migration (RCM), an organization composed of Central and North American immigration and policy officials, led by the PRM Bureau. Trafficking in persons was the theme of the 2007 ministerial meeting in New Orleans. G/TIP worked in tandem with PRM leading up to the conference. The RCM adopted a non-binding document "Regional Guidelines for Special Protection in Cases of the Repatriation of Child Victims of Trafficking."

G/TIP also assisted the U.S. Mission to the UN in the negotiation of a draft model memorandum of understanding (MOU) to be used by the UN to negotiate the terms and conditions of a member state's participation in a peacekeeping operation. The negotiations focused specifically on the language to be included to prevent and address allegations of sexual exploitation and abuse by UN peacekeepers.

## **VII. President's Interagency Trafficking Task Force & Senior Policy Operating Group**

In accordance with the TVPA, President Bush established the cabinet-level President's Interagency Trafficking Task Force (PITF) by Executive Order 13257 in February 2002 to coordinate federal efforts to combat trafficking in persons. In 2007, the PITF met on October 25. All twelve agencies were represented. At the meeting, the Task Force discussed new initiatives to

fight human trafficking, increased efforts to tackle the demand for trafficking victims, and victim identification and assistance in the United States. The PITF approved a resolution reaffirming the victim-centered approach of the TVPA 2000. For more information on the PITF, please see the following website: <http://www.state.gov/g/tip/rls/fs/07/>.

The Senior Policy Operating Group (SPOG) reports to the PITF and is chaired by the director of G/TIP. Congress authorized the creation of the SPOG in the TVPRA 2003 to coordinate the international implementation of the TVPA and to address emerging interagency policy, grants, and planning issues.

The SPOG meets quarterly and includes representatives from DOS, DOJ, DHS, HHS, DOL, and DOD, as well as USAID, the DOS Office of the Geographer and Global Issues representing the Office of the Director of National Intelligence, and the Office of Management and Budget. The National Security Council, the Domestic Policy Council, the Office of the U.S. Global AIDS Coordinator and the Department of Education (ED) also participate in SPOG meetings.

In FY 2007, the SPOG met on November 16, February 15, May 31, and September 13. The SPOG continued to play a prominent role in identifying challenges and priorities in the areas of victim assistance, public awareness, actionable research and reports, international efforts and program funding. The SPOG Subcommittee on TIP Research updated the matrix of all U.S. Government-funded TIP research projects to show where research has been conducted. It is posted on the G/TIP web site at [www.state.gov/g/tip](http://www.state.gov/g/tip). The SPOG Public Affairs Subcommittee helped coordinate U.S. Government responses to films and other types of new media.

Through SPOG meetings and throughout the year, the SPOG agencies coordinated policy implementation, programs and new initiatives. The SPOG agencies supported ED's creation of a fact sheet for the U.S. education community. The SPOG agencies continued to coordinate the implementation of several new mandates authorized in the TVPRA 2005. For example, USAID implemented its pilot residential rehabilitation programs in Cambodia and Ecuador, and new regulations were published in the Federal Register implementing the U.S. Government's authority to terminate grants, contracts, or cooperative agreements if the recipient engages in trafficking. Additionally, the SPOG coordinated information pertaining to the reauthorization of the Trafficking Victims Protection Act. The SPOG continued the practice of all programming agencies commenting on each other's grant proposals for anti-trafficking projects to enhance coordination and focus on U.S. Government policy priority areas.

During FY 2007, the SPOG agencies continued to implement projects funded under the President's \$50 Million Trafficking in Persons Initiative. This multi-agency effort provided funding through DOS, DOJ, DOL, HHS, DHS, and USAID to eight foreign countries: Brazil, Cambodia, India, Indonesia, Mexico, Moldova, Sierra Leone, and Tanzania. The funding supports training of local NGOs; resources and training for law enforcement units (where possible) to identify and rescue victims; emergency shelters, medical treatment, rehabilitation, and reintegration services, and vocational training for those victims; and training of judges and prosecutors to prosecute and convict traffickers. Many projects contain media components designed to educate the public about the realities and serious consequences of engaging in human trafficking and sex tourism. For more information on the President's \$50 million initiative, see the following website: <http://www.state.gov/g/tip/rls/fs/2006/>.

## VIII. Assessment of U.S. Government Activities in FY 2007

In the September 2007 Assessment, the U.S. Government made three recommendations for improving its efforts to combat TIP:

*Recommendation #1:* The U.S. Government should continue its focus on actionable research—research that helps target investigations and prosecutions and provides precise data on the industries, types of establishments, and geographic areas in which trafficking victims are frequently found.

### FY 2007 Measures to Implement this Recommendation:

- The ICE Office of Intelligence will be conducting an analysis of all trafficking investigations from FY 2007 to identify patterns and trends, or other information that would assist in identifying industries, establishments or geographic areas. This information will be used to target or prioritize ICE human trafficking outreach efforts.
- In April 2007, the DOJ National Institute for Justice (NIJ) grantee, Caliber, an ICF Company, released a report entitled “Evaluation of Comprehensive Services for Victims of Human Trafficking: Key Findings and Lessons Learned.” The study outlines the considerable challenges service providers faced as well as lessons learned and promising practices that may be of value to service providers and broader audiences.
- The DOS Office to Monitor and Combat Trafficking in Persons (G/TIP) funded a study by Harvard School of Public Health demonstrating the health consequences of sex trafficking in South Asia. The study showed HIV prevalence among women trafficked from Nepal and prostituted in India was 38 percent, and the rate of HIV infection exceeded 60 percent among girls prostituted prior to 15 years of age.
- DOS G/TIP also funded in 2007 three different research projects focused on male victims of human trafficking: 1) Human Trafficking of Philippine Males in Maritime, Construction, and Agriculture; 2) the Trafficking of Men from East Africa and the Horn to South Africa; and 3) the Trafficking of Males in Serbia. Each research project will include practical recommendations for local governments on specific interventions that will assist the trafficked males.
- The TVPRA 2005 directed DOL’s Bureau of International Labor Affairs to publish a list of goods from countries produced by forced labor or child labor. Since the passage of the law, DOL has worked to gather information on forced labor and child labor worldwide, and develop a methodology for the creation of this list. At the end of 2007, DOL published procedural guidelines in the Federal Register
- The HSTC completed its classified analysis of the linkage between trafficking in persons and terrorism, including the use of profits from trafficking in persons to finance terrorism, as mandated by the Section 104 of the TVPRA of 2005.
- HHS’ Assistant Secretary for Planning and Evaluation conducted a study on services available to U.S. citizen/Lawful Permanent Resident victims of domestic human trafficking. The study, entitled “Finding a Path to Recovery: Residential Facilities for Minor Victims of Domestic Sex

Trafficking,” is the first in a series of Issue Briefs produced from a study of HHS programs serving human trafficking victims. The brief provides practical information about the characteristics and needs of minors who are victimized by sex traffickers across the U.S. and can be found at <http://aspe.hhs.gov/hsp/07/humantrafficking/index.htm>.

- An NIJ grantee, the National Opinion Research Center, is conducting interviews of key state and local stakeholders who are not affiliated with Human Trafficking Task Forces about their experiences with human trafficking and collecting information about victims, cases and perpetrators they have encountered in their efforts to combat human trafficking. Georgetown University, another NIJ grantee, is conducting a comprehensive literature review that will reflect the state of knowledge on human trafficking.
- NIJ also conducted an evaluation of the First Offender Prostitution Project (FOPP), a program funded by DOJ’s Office of Juvenile Justice and Delinquency Prevention. The project is designed to reduce demand for commercial sex and human trafficking in San Francisco by educating men who have been arrested for soliciting prostitutes about the negative consequences of prostitution in their community. The evaluation determined that the project has been effective, is reducing recidivism and is transferable to other jurisdiction. An executive summary is available on line at <http://www.ncjrs.gov/pdffiles1/nij/grants/222451.pdf>.

*Recommendation #2:* The U.S. Government should increase cooperation among U.S. agencies to maximize efficiency in services provided, program development, and information dissemination. The U.S. Government should also cooperate with multilateral bodies to demonstrate U.S. Government commitment to leading the fight against trafficking in persons.

FY 2007 Measures to Implement this Recommendation:

- DHS and DOJ initiated a monthly interagency working group that focuses on the development of comprehensive training and technical assistance for Bureau of Justice Assistance-funded anti-trafficking task forces. The group’s purpose is to leverage all existing federal resources to assist the local and state task forces with developing a comprehensive, victim-centered approach to combating trafficking at the local level.
- HHS, DHS and DOJ initiated an Interagency Coordination Minor Victims Working Group designed to devise and implement new procedures for interagency collaboration with regard to minors, and to provide new guidance to the field, including law enforcement agencies and NGOs, on the identification of minor victims.
- DOJ has enhanced its coordination with the DOS to investigate human trafficking matters involving diplomats and visa fraud. DOJ also enhanced its coordination with the Human Trafficking Task Forces by completing site visits of all task forces, and by engaging in Task Force strategic planning at the 2007 National Conference.
- DOL’s Wage and Hour Division (WHD) strengthened its collaboration with other law enforcement agencies, NGOs and advocacy organizations through local, multi-agency task forces on trafficking. WHD has steadily increased its participation from 27 State or local level task

forces to 38 in the last year. As part of these collaborations, WHD staff help educate the various partners and public on the various aspects of federal law enforced by DOL.

- During FY 2007, ICE continued to enhance its coordination efforts with other U.S. agencies to avoid duplication, maximize impact, and to ensure the greatest possible scope of information dissemination.
- DHS, in cooperation with DOS, worked with the Regional Conference on Migration (RCM) to address issues related to trafficking in persons. The RCM is a multilateral regional forum on international migration in which countries with varying migration perspectives – based on experiences involving situations of origin, transit, and destination – address an issue of common interest. Member countries of the RCM currently consist of Belize, Canada, Costa Rica, Dominican Republic, El Salvador, Guatemala, Honduras, Mexico, Nicaragua, Panama, and the United States. Through the RCM’s *Liaison Officer Network to Combat Migrant Smuggling & Trafficking*, DHS has been able to develop information sharing and cooperation with RCM member states.
- Personnel from ICE’s HSTU, DOJ’s Human Trafficking Prosecution Unit and the HSTC served as subject matter experts during FY 2007 in the development and editing of an anti-trafficking manual drafted by the UN Office of Drugs and Crime (UNODC). ICE officials contributed to the manual in many subject areas. The ICE officials also emphasized the importance of coordinating trafficking cases with NGOs and noted the lack of information in the training manuals on financial investigation and asset forfeiture techniques in trafficking cases. The development of an anti-trafficking course by the UNODC is anticipated once the manual and training materials are complete in 2008. Most of the recipients of such training would be law enforcement officers from developing countries.
- The United States participated in the Organization for Security and Cooperation in Europe’s (OSCE) Alliance Against Trafficking’s conference *Assistance to Trafficked Persons: We Can Do Better* and a one-day meeting on labor trafficking and remedies to combat it. The U.S. worked with other member states to adopt a 2006 ministerial council decision on *Combating Sexual Exploitation of Children*.
- The U.S. was extensively involved in UN negotiations to develop a model memorandum of understanding between the UN and a troop contributing country that would include provisions to prevent and address allegations of sexual exploitation and abuse by UN peacekeepers.

*Recommendation #3:* The U.S. Government should streamline public awareness strategies to target health care professionals, legal practitioners, the education community, and other economic sectors best able to serve victims and combat human trafficking.

FY 2007 Measures to Implement this Recommendation:

- DOS and DOJ participated in several seminars in 2007 designed to strengthen the legal community’s involvement in meeting the legal needs of trafficked persons, including representing victims.

- ED completed a fact sheet entitled, “Human Trafficking of Children in the United States: A Fact Sheet for Schools.” The fact sheet gives a brief overview of human trafficking and its affect on U.S. schools, and describes how to identify, report, and help victims. It also lists resources and publications that schools can use to raise awareness about the issue. The Department of Education distributed over 3,000 fact sheets at two major conferences, and emailed the fact sheet to its grantees, to all 52 of the 21st Century Community Learning Centers, and other organizations that work with children.
- DOS participated in a one-day symposium hosted by the Protection Project focused on elevating the human trafficking issue in human rights curricula within universities in the U.S. and abroad. DOS G/TIP personnel speak routinely on human trafficking to student groups spanning high school to graduate level.
- HHS reached out to various sectors of the health-care community and tailored TIP training accordingly (e.g., international forensic nurses, and trauma experts), including the development of a Power Point presentation for training purposes.
- DOS G/TIP supported non-governmental organizations’ efforts to enhance awareness on child sex tourism within the travel and tourism industry. DOS developed a fact sheet on child sex tourism and compiled reference materials on a CD-ROM, which it widely shares with organizations and companies within the travel, tourism, and hospitality sectors.
- In December 2007, ICE launched a media and public outreach campaign focused on human trafficking. The objectives of the campaign are threefold: raise general awareness of the tragedy of human trafficking, highlight ICE’s role in combating the problem, and offer the public an opportunity to be a part of the solution to this social concern. A public service announcement (PSA) has been created as well as transit and print ads, which will support the awareness effort. The rollout officially began on December 3, 2007, with the national airing of a one-hour documentary, *Sex Slaves in America*, on MSNBC. The ICE Office of Public Affairs continues to seek coverage on national and local network media to further the initial reach of the campaign.
- The ICE OIA updated and created new forced child labor outreach material. A brochure, wallet sized card, and informational booklet have been created for foreign government and law enforcement officials, industry and trade representatives, other U.S. Government agencies, nongovernmental organizations and international organizations. The purpose of the material is to raise awareness about forced labor, to provide people with indicators that may help them identify possible cases of forced labor and to let people know who to contact if they suspect this crime. ICE has created an email address that will serve as the agency’s primary point of contact for all issues related to forced child labor. The email address, which will be monitored by ICE personnel, is: [ice.forcedlabor@dhs.gov](mailto:ice.forcedlabor@dhs.gov).
- In FY 2007, CBP conducted an outreach program toward educating the public, and their own officers, of the identifiers for trafficking victims. CBP’s Office of Alien Smuggling Interdiction (ASI), in cooperation with the CBP Office of Public Affairs, developed a Human Trafficking Public Awareness Campaign which includes the use of informational posters located in public areas of U.S. ports-of-entry and Human Trafficking Information Cards that are designed to raise the awareness of both CBP’s officers and the general public to the crime of human trafficking.

Suspected potential human trafficking victims can be discreetly warned of the potential risks they may face and of assistance available to them through the distribution of these cards. The cards list basic indicators of human trafficking, advise potential victims that they will be protected in the U.S., and let them know that assistance is available through several U.S. agencies.

## **IX. FY 2008 Recommendations**

To effectively rescue victims and alleviate the problem of human trafficking both in the United States and abroad, the U.S. Government recognizes that it should take the following additional actions:

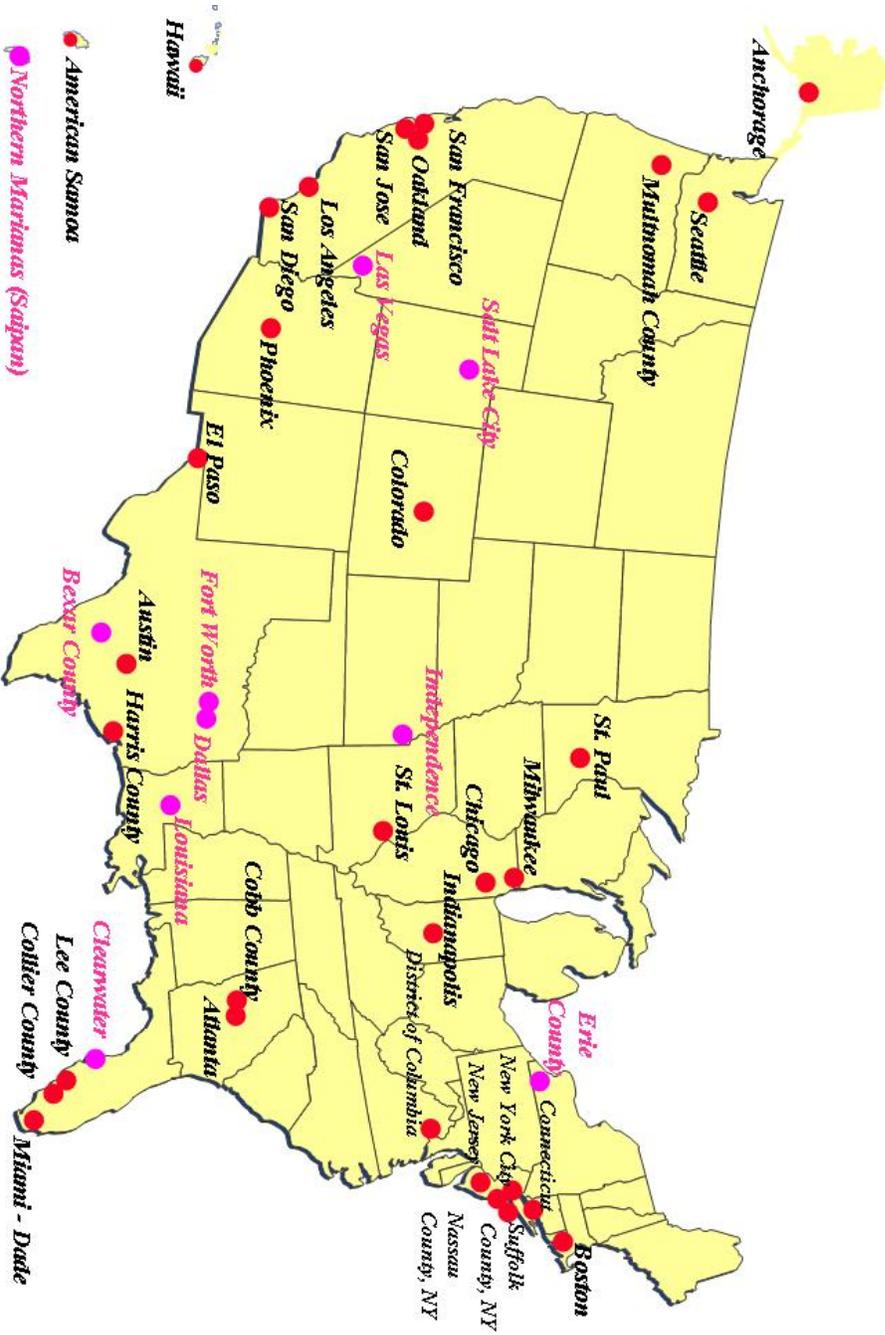
- Create a pathway to citizenship for qualified T visa holders through publication of a regulation for the adjustment of status for T visa holders.
- Ensure that U.S. citizen victims are as vigorously identified, protected, and assisted as foreign nationals, including sufficient case management.
- Increase inter-agency efforts to combat trafficking for labor exploitation, in addition to sex trafficking.
- Ensure that law enforcement agents and service grantees, subcontractors, and partners collaborate expeditiously to identify victims, provide care, and secure immigration relief.
- Develop educational materials on U.S. trafficking in persons for dissemination through education and community based entities.
- Continue to expand inter-agency coordination of TIP efforts including international funding.
- Ensure child victims of severe forms of human trafficking (both foreign and U.S. citizen) are provided access to services and benefits regardless of their ability to assist law enforcement.
- Expand media campaigns.

## **X. Conclusion**

The U.S. Government is committed to combating human trafficking with all the resources available to it. This fight is one of our highest priorities for ensuring justice in the United States and around the world.

As this report has detailed, U.S. Government departments and agencies provide trafficking victims with a range of social services, both directly and through grantees; vigorously investigate and prosecute trafficking cases; and provide training, outreach, and assistance to domestic and international law enforcement and non-government organizations. The United States is aided by the modern tools created by the TVPA to address this ancient evil with a renewed and intensified vigor.

Appendix A: BJA / OVC Human Trafficking Task Forces (42)



## Appendix B: Examples of Cases

Examples of cases investigated or prosecuted by the Department of Justice in FY 07 include the following:<sup>7</sup>

1. Criminal Section, Civil Rights Division, in conjunction with the United States Attorney's Offices:

*United States v. Paris, et al.* (Connecticut)

Ten defendants were convicted for their roles in operating a prostitution business in the Hartford, Connecticut, area in which they prostituted U.S. citizen victims. Three of these defendants were charged with prostituting juveniles and using force and coercion to compel adult women into prostitution. The defendants sought to conceal their prostitution businesses by calling them "escort services" that were advertised in area newspapers and telephone book yellow pages. The scheme also included operation of a bail bond business in which the victims were required to work off their bond through prostitution and the sale of the women from one defendant to another for \$1200 each. Nine defendants have been sentenced in this case to terms of imprisonment ranging from one year to 13 years. The tenth defendant, who was convicted at trial, awaits sentencing and faces up to life imprisonment.

*United States v. Valenzuela, et al.* (California):

Seven defendants were charged with federal offenses related to their operation of a sex trafficking ring that recruited young women in Guatemala with false promises of high-paying jobs, smuggled the victims into the United States and forced them to engage in prostitution to pay smuggling fees. In addition to guarding victims to prevent their escape, the defendants allegedly used threats and sometimes beatings to coerce and force the victims into commercial sex. Furthermore there were instances in which the leaders of the conspiracy helped each other by selling a victim to another defendant who could better control her and by jointly beating a victim who had tried to run away.

*United States v. Mondragon* (Texas)

Eight defendants pled guilty for their respective roles in a scheme to smuggle young Central American women into the Houston area and compel them into forced labor in cantinas using threats to harm the victims and their families if they attempted to leave before paying off their smuggling debts. Six defendants had previously pled guilty based on their involvement in the scheme, and two additional defendants pled guilty in June 2007 and September 2007, respectively. One of these defendants, Olga Mondragon, was subsequently sentenced to 84 months of imprisonment and was further ordered, jointly and severally with her co-defendants, to pay over \$1.1 million in restitution to the victims. Three other defendants have been sentenced, and four defendants await sentencing.

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<sup>7</sup> These summaries may contain information from other fiscal years. For summaries involving indictments where a particular defendant has not been convicted, the statements in this section are merely allegations as to any such defendant.

United States v. Andres-Perfecto and United States v. Mendez, et al. (Tennessee):

Twelve defendants were charged for their role in an operation that used with using force, fraud and coercion to compel a 13 year old girl and an adult woman to engage in commercial sex acts. The defendants were also charged with conspiring to launder money and conspiring to harbor illegal aliens relating to the operation of a brothel in Memphis. Two of the defendants recruited a 13-year-old girl in Mexico to come to Tennessee to work as a waitress. Once in Tennessee, those two defendants used force and sexual assaults to coerce the juvenile and the woman to engage in prostitution in brothels run by the other defendants. Eleven defendant entered guilty pleas for their involvement in this scheme. Eight of the eleven ten defendants were sentenced to incarceration ranging from 7 months to 60 months. Two defendants are fugitives.

United States v. Sabhnani, et al. (New York):

Two defendants, who operated a worldwide perfume business, were convicted at trial of forced labor and harboring illegal aliens for keeping two Indonesian women as slaves in their luxurious Long Island home following an ICE investigation. The victims were forced to work long hours and to sleep on mats on the floor, given little food, kept hidden when visitors came to the home, threatened with violence and frequently beaten.

United States v. Perez-Laguna, et al. (South Carolina):

Three defendants were charged with organizing and operating a sex trafficking ring that smuggled Mexican women and girls, including at least one 14-year-old minor, into the United States and forced them into prostitution. Two of the three defendants entered guilty pleas for their involvement in the scheme, and one is a fugitive.

United States v. Farrell and Farrell (South Dakota):

A husband and wife were convicted at trial for bringing workers from the Philippines illegally and forcing them to work in their hotel. The defendants were also convicted for providing false statements to federal investigators during the investigation.

United States v. Jones (Georgia)

Defendant Jimmie Lee Jones pled guilty to sex trafficking U.S. citizen women and girls and was sentenced to 15 years in prison. Jones lured young women and girls into prostitution through promises that he would help them find jobs as models. Jones used a scheme if increasingly sexualized activities, such as explicit photographs and striptease performances of clubs, and physical force, to compel the victims to engage in commercial sex acts.

United States v. Gereb, et al. (Texas):

Five defendants were charged with violating sex trafficking of a minor, conspiring to transport and harbor aliens and using a firearm in the commission of a felony. The defendants recruited and smuggled the victims from Mexico into the United States. Once in the United States, the victims were introduced to two of the defendants, who informed the victims they would be performing acts of prostitution, while showing the victims a pistol and threatening to kill them if

they tried to leave. Three of the five defendants entered guilty pleas to conspiring to transport and harbor aliens and two defendants received sentences ranging from 7 to 18 months. Main defendant Michael Gereb was sentenced to 120 months imprisonment and lifetime supervised release.

*United States v. Kuo, et al.* (American Samoa) and *United States v. Uiagalelei*:

Four defendants pled guilty to using restraints and threats of force to cause two 24-year-old victims to engage in commercial sex acts at a nightclub in Pago Pago. One additional defendant, an American Samoan official, pleaded guilty to using intimidation and threats to persuade witnesses to provide false testimony during the human trafficking investigation. All defendants were sentenced to terms of incarceration ranging from 11 to 63 months.

*United States v. Baicu and Baicu* (New York)

Two defendants were charged with smuggling disabled citizens from Romania into the United States, and forcing them to work as beggars. The defendants used assaults and threats of serious harm and physical restraint to compel the victims to work and recently pleaded guilty.

*United States v. Sun* (NMI):

The defendant transported the victim from China with promises of a job as a waitress at her karaoke bar, earning \$700 per month. Upon arrival in Saipan, the defendant informed the victim that she would be performing acts of prostitution. The victim begged the defendant to let her go home but the defendant refused her requests. The defendant was convicted at trial of conspiracy to commit foreign transportation for prostitution and foreign transportation of a person in execution of a fraud scheme.

*United States v. Leon-Aldana, et al.* (California):

Four defendants were charged with conspiracy to engage in forced labor, bringing in illegal aliens for financial gain and harboring aliens. The defendants recruited and smuggled individuals from Mexico into the United States where the individuals are harbored and employed. Once the aliens are in the United States, the defendants threatened to kill or harm them and their families in Mexico in order to compel their continued labor and reimbursement of smuggling debts. Three defendants pleaded guilty and one defendant is a fugitive. One of the three convicted by plea was sentenced to a term of 13 months.

*United States v. Ramirez* (Maryland)

One defendant was charged with sex trafficking by force, fraud and coercion and harboring an alien. The defendant allegedly provided the juvenile victim, a 15-year-old Mexican national, to men for the purpose of prostitution.

*United States v. Theodore, et al.* (Florida)

Four defendants were charged with conspiring to engage in human trafficking and forced labor for allegedly forcing the victim, a fourteen-year-old orphan who had been living in a Haitian orphanage owned by one of the defendants, to work as a domestic servant in their Miami-area homes

under inhumane conditions and with no compensation, using physical force, threats of deportation, and isolation from the public to extract the victim's labor. Trial resulted in the conviction of defendants Evelyn Theodore and her daughter, Maude Paulin, for conspiring to engage in human trafficking and forced labor. Paulin was also convicted of alien harboring for commercial advantage and private financial gain, while defendants Theodore and Saintford Paulin, Maude's ex-husband, were convicted of alien harboring. Defendant Claire Telasco, Maude's sister, was acquitted on charges of conspiring to engage in human trafficking and forced labor

United States v. Davis and McKenzie (Connecticut)

Two defendants were charged with conspiring to transport two teen-aged minor victims between New York and Connecticut and forcing them to engage in stripping and to engage in acts of prostitution at various bars. The defendants maintained complete control over the girls, monitoring their every movement and beating them if they did not earn a sufficient amount of money each night. One defendant pleaded guilty to sex trafficking, using fraud, force, and coercion to compel the victims to commit commercial sex acts from which he obtained the proceeds. As part of his plea agreement, the defendant agreed to forfeit \$489,000 in cash and assets, and to pay \$50,000 in restitution to his victims.

United States v. Ramos and Ramos (Michigan)

The defendants pled guilty to transporting and harboring an illegal minor from Mexico to the United States where she was held in domestic servitude. One defendant was sentenced to 18 months in prison and was ordered to pay \$26,820 in back wages and liquidated damages to the victim and he forfeited \$45,000. The second defendant was sentenced to one year probation.

United States v. Shurigina, et al. (New York)

Six defendants were charged with smuggling illegal aliens from the Ukraine to the United States and requiring the aliens to work to pay off their debts and threatening physical harm to the aliens and their families if the debts were not paid. Five of the six defendants entered guilty pleas for their involvement in this scheme. One of the five defendants was sentenced to 10 months in prison. One defendant is in fugitive status.

United States v. Madu (New Jersey)

The defendant, a citizen of Nigeria, was charged with involuntary servitude, forced labor, harboring an illegal alien for financial gain, and document servitude. For approximately 1 1/2 years, the defendant used threats and regular beatings to force the victim, to work as a domestic servant in the defendant's home, while at the same time denying the victim the opportunity to complete her education.

United States v. Notario, et al. (New Jersey)

United States v. Santiago, et al.

United States v. Sanchez

United States v. Ignacio Notario

In four related cases, nine defendants were charged with various offenses arising from their participation in a scheme to smuggle women from Mexico into the United States where they were forced to engage in prostitution for the financial benefit of the defendants. All nine defendants entered guilty pleas for their involvement in this scheme and were sentenced to terms of incarceration ranging from 14 ½ to 59 months. One defendant pled guilty to engaging in a conspiracy to commit sex trafficking. One defendant was ordered to pay \$20,900 restitution to a victim.

*United States v. Aronov and United States v. Maksimenko:*

On August 16, 2007, following an extensive investigation by ICE, Michail Aronov, 34, a Lithuanian national, was sentenced to 7 1/2 years in prison for his role as a ringleader in an involuntary servitude and money laundering conspiracy. He was the last of nine convicted defendants to be sentenced for crimes associated with this conspiracy. He was convicted for conspiring to violate the civil rights of Eastern European women by forcing them to work as exotic dancers in Detroit-area strip clubs, as well as immigration and money laundering conspiracies. Aronov was also ordered to pay more than \$1 million in restitution to the victims. The court had previously ordered Aronov's henchman, Aleksandr Maksimenko, to reimburse the dancers a total of \$1,570,450. The court also ordered that \$537,043 in cash seized from Maksimenko's home and safety deposit boxes, as well as about \$30,000 worth of jewelry, be used to satisfy a portion of the restitution award. Maksimenko received a 14-year prison sentence. His father, Venyamin Gonikman, remains a fugitive. Three other individuals were also previously sentenced as a part of this conspiracy. On October 31, 2007, one of the victims of this forced labor human trafficking conspiracy, "Katya," testified before the U.S. House Committee on the Judiciary regarding her ordeal and stated: "I am lucky, I escaped and survived being a victim of human trafficking. We were scared but went ... to ICE because they were supposed to help escapees ... we told our story. The agents not only believed us and helped us, but they went that night and rescued two other women that had also been enslaved. They arrested Alex and Michael before they could run away or hide the evidence. Once they were arrested, I felt safe for the first time."

*United States v Djoumessi et al:*

On May 31, 2007, a couple from Cameroon were sentenced for involuntary servitude and related charges following an ICE investigation. Joseph Djoumessi, 49, was found guilty of conspiracy, involuntary servitude and harboring for financial gain. He was sentenced to 17 years in prison, to run concurrent with a 9-to-15-year sentence he is currently serving for a Michigan state conviction related to the same crime. A jury also convicted Djoumessi's wife, Evelyn Djoumessi, 42, of conspiracy and involuntary servitude. She was sentenced to five years in prison. The couple was also ordered to pay \$100,000 in restitution to the victim. ICE agents in Detroit began the investigation in 2000 after receiving information regarding a young girl who was possibly being held against her will. A 17-year-old girl from Cameroon was discovered in the Djoumessi home, living under a false identity and in questionable circumstances. The girl had been brought into the United States illegally when she was 14 years old. During the time the girl lived at the couple's home, she was forced by beating and threats to care for their children and perform household chores without pay. They also limited her contact with the outside world and did not permit her to attend school.

*United States v. Anthony Mark Bianchi:*

On August 3, 2007, a federal jury returned guilty verdicts on all counts against Anthony Mark Bianchi, including traveling in foreign commerce for the purpose of engaging in illicit sexual conduct (4 counts), engaging in illicit sexual conduct in a foreign place (3 counts), using a facility in foreign commerce to entice a minor to engage in sexual activity (2 counts) and conspiracy. This conviction was the culmination of an extensive investigation by ICE. Bianchi was charged with Child Sex Tourism violations under the Protect Act. Moldovan authorities arrested a Moldovan co-defendant with the assistance of the ICE Attaché Vienna. He was charged with trafficking in persons violations and is currently incarcerated in Moldova. On January 12, 2006, Bianchi was charged in a six count federal indictment with Child Sex Tourism violations. On May 4, 2006, Bianchi was charged in a superseding indictment with an additional 8 counts of Child Sex Tourism violations as a result of additional victims being identified. Ten of Bianchi's young victims came to the U.S. to share their story with an American jury. ICE Victim Witness Coordinators played a crucial role in fostering a secure and comfortable environment for these young men during their time in the United States.

United States v. Hart, et al. (Washington)

Two defendants were charged with conspiring to transport a juvenile female between Washington, Oregon and California to engage in prostitution. The victim was required to release nearly all of the money she earned to defendant Hart and the defendant allegedly abused the victim physically and mentally. In addition, a third defendant was charged with misprision of a felony for informing defendant Hart that law enforcement was searching for him and making false statements to a federal investigator in an attempt to conceal the whereabouts of the victim and defendant Hart.

2. Cases from the Criminal Division, Child Exploitation and Obscenity Section and United States Attorneys Offices

United States v. Williams, et al. (Massachusetts)

In January 2007, two Massachusetts residents were sentenced for their roles in arranging to exploit a minor U.S. citizen in prostitution in several New England states. Robert Williams and Brooke Denman were sentenced for various crimes, including conspiring to transport an individual in interstate commerce to engage in prostitution, and sex trafficking of children. A third defendant, Dawn Young, was sentenced in November 2007, for her role in the conspiracy.

Williams, Denman, and Young participated in a conspiracy between October 2000 and September 2002, where they used a minor for prostitution activities in Massachusetts, Maine, Connecticut, Rhode Island, and New Hampshire. Young and Williams took some or all of the minor's earnings from prostitution and helped her obtain false identification documents. The conspiracy also involved causing the minor, who was 13 to 15 years old during the crimes, to receive prostitution calls through Young, who operated an escort service.

Williams pleaded guilty on February 27, 2006, to two counts of conspiracy, one count of sex trafficking of children, two counts of inducing an individual to travel in interstate commerce to engage in prostitution, four counts of transporting a minor in interstate commerce to engage in prostitution and three counts of transporting an individual in interstate commerce to engage in

prostitution. He was sentenced to 151 months in prison, and three years' supervised release.

Denman pleaded guilty on February 9, 2006, to one count of conspiracy and one count of sex trafficking of children. The court granted the defendant's motion for a downward departure and sentenced her to three years of probation.

Young pleaded guilty on February 9, 2006, to two counts of conspiracy, one count of sex trafficking of children, one count of transporting a minor in interstate commerce to engage in prostitution, and one count of transporting an individual in interstate commerce to engage in prostitution. Young was sentenced to serve 16 months in prison.

United States v. Diaz (Massachusetts)

On April 27, 2007, Evelyn Diaz of Chelsea, Massachusetts, was sentenced in the District of Massachusetts to 9 years imprisonment, after pleading guilty to an indictment charging her with one count of conspiracy to engage in a child prostitution scheme, two counts of transportation of a minor to engage in prostitution, and three counts of sex trafficking of children. She was charged with her uncle, Victor Diaz, who assisted her and was tried separately for conspiracy. Victor Diaz was then convicted on February 4, 2008, following a jury trial, as the evidence established that Diaz conspired with Evelyn Diaz to entice and transport a minor U.S. citizen for a commercial sex act occurring between April 2004 and April 2005

Between approximately July of 2003 and May of 2005, Diaz operated a prostitution business, both of out of her home in Chelsea and from another location in East Boston. She placed advertisements and pictures of those who were working for her, both adults and juveniles, in various print media and websites. She then received response calls from individuals soliciting sex acts, which were then performed by the various adults and juveniles, who were working for her. Additionally, she traveled at times to other states for the purpose of having those individuals engage in commercial sex. Diaz would keep all or part of the money thus obtained. At various times from 2003 through 2005, three minors worked for her. For example, in July of 2003, Diaz transported two minor girls, ages 15 and 13 respectively, to New York City, where they stayed at a hotel paid for by Diaz and then engaged in prostitution she arranged.

United States v. Leoney, et al. (Massachusetts)

Six men -- Shaun Leoney, 26, of Dorchester, Massachusetts; Darryl Tavares, 24, of Revere, Massachusetts; Eddie Jones, 25, of Roxbury, Massachusetts; Rueben Porcher, 29, of Dorchester, Massachusetts; Aaron Brooks, 23, of Quincy, Massachusetts; and Trueheart Peeples, 30, of Portland, Maine -- were arrested and then indicted in the District of Massachusetts on May 16, 2007 for sex trafficking of children, transportation of minor U.S. citizens for the purpose of prostitution, and conspiracy. According to the indictment, between approximately February of 2001 and December of 2005, Leoney, Tavares, Jones, Porcher, Brooks, and Peeples conspired with each other to transport adults and minors between states for prostitution, assisting each other, and ultimately profiting from each other's endeavors. The defendants reportedly operated in New Jersey, Pennsylvania, Maine, and Massachusetts. The indictment also alleges that Leoney, Tavares, Jones, Porcher, and Peeples trafficked minors for the purpose of prostitution.

The case, which is part of the FBI's Innocence Lost Initiative, is pending.

United States v. Doss, et al. (California)

On July 3, 2007, Juan Rico Doss of Reno, Nevada, received a mandatory life sentence pursuant to application of the federal recidivist statute, after a jury found him guilty of two counts of sex trafficking of children, three counts of transporting minors into prostitution, one count of conspiracy to commit sex trafficking of children and transporting minor U.S. citizens into prostitution, and two counts of witness tampering. The charges arose from information that Doss prostituted two minor victims in both California and Reno, Nevada, during the first two weeks of May 2005. Doss, along with his wife/co-defendant, conspired to recruit a 14-year-old female and a 16-year-old female to work for Doss as prostitutes. Once recruited, Doss and his wife transported these victims to various locations in California for the purpose of prostitution. During this time, the money from the commercial sexual exploitation of these minors was provided to Doss and that the minor victims worked exclusively for him. Doss's wife ultimately pleaded guilty and cooperated in the prosecution against him. Doss's appeal to the Ninth Circuit is pending.

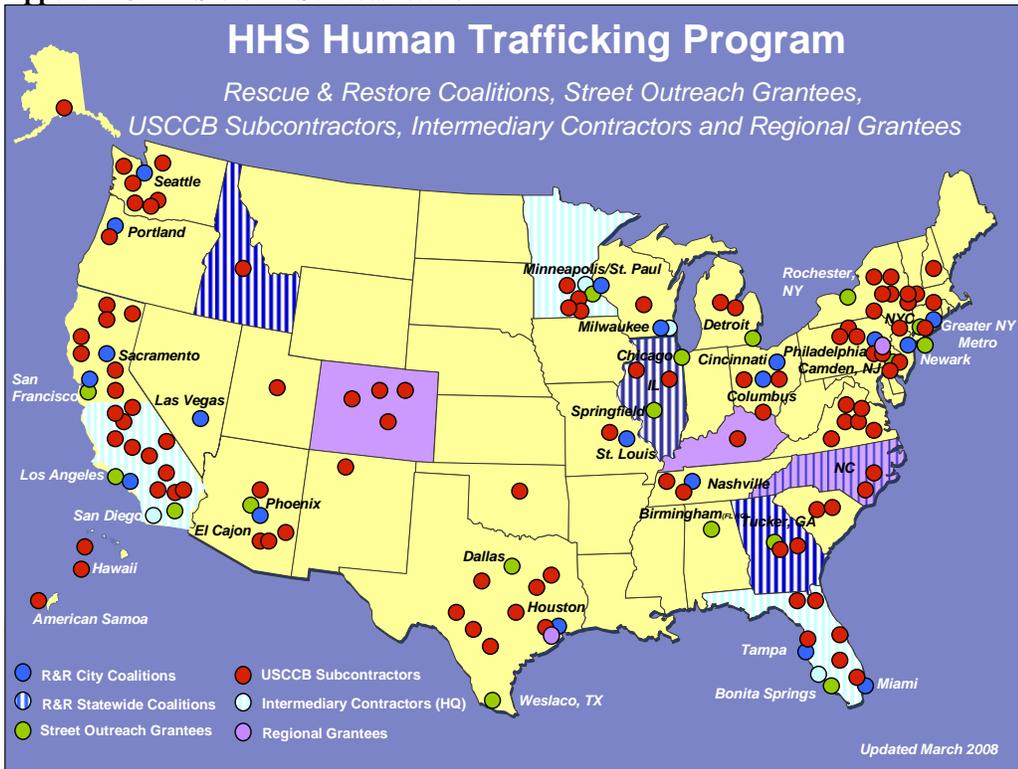
United States v. Rudd (California)

William Newton Rudd, 64, who previously lived in Fullerton, California, was charged in a one-count indictment in the Central District of California on August 29, 2007 for traveling in foreign commerce and engaging in illicit sexual conduct with a minor. Rudd, a former contract employee for the U.S. Agency for International Development (USAID), is accused of engaging in illicit sexual contact with a boy while working for USAID in Bangladesh. According to the indictment, he traveled from the United States to Bangladesh in 2003, and while working there, engaged in sexual contact with a Bangladeshi boy, who was 10 or 11 years old at the time, between approximately November 2003 and May 2004. The case is pending.

United States v. Webster (Alaska)

Don Arthur Webster, Jr., 49, of Anchorage, Alaska, a/k/a "Jerry Star," was indicted on November 5, 2006, in connection his alleged operation of sham escort businesses that were fronts for prostitution in the Anchorage area. He reportedly recruited U.S. citizen women and teenagers who were homeless or in low paying jobs by enticing them with gifts of clothes and promises of opportunities to make money. He then invited them to live at one of several houses he maintained in the Anchorage area. Once they moved in, they were told that they were to go on "dates" for the escort service and provide all of their money to him. The dates involved the exchange of money for sex. He was indicted on multiple counts related to sex trafficking of children and sex trafficking of adults by force, fraud, or coercion, as well as numerous drug related offenses. Following a trial by jury, Webster was convicted on February 5, 2008 of 28 federal felonies: two counts of sex trafficking of a minor while engage in a commercial sex act, nine counts of sex trafficking of adults by force, fraud and coercion, two counts of distributing crack cocaine to a pregnant woman, eight counts of distribution of crack cocaine, and three other felony violations of the Controlled Substances Act. Webster is awaiting sentencing.

**Appendix C: HHS Victim Services Network**



**Appendix D: United States Government Funds Obligated in FY 2007 for Anti-Trafficking in Persons Projects**