

**Assessment of U.S. Government Efforts to Combat
Trafficking in Persons in
Fiscal Year 2006**

September 2007

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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

Human trafficking is a violation of the human body, mind and spirit. For this vile practice to be taking place in a country that the world looks to as a beacon of freedom... is a terrible irony and an utter tragedy.

~ Attorney General Alberto Gonzales, October 2006

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

The TVPA was reauthorized in 2003 (TVPRA 2003) and 2005 (TVPRA 2005), at which time Congress added responsibilities to the U.S. Government's anti-trafficking portfolio including refinements to the federal criminal law provisions; a new civil action that allows trafficking victims to sue their traffickers in federal district court; grant programs to assist state and local law enforcement efforts in combating TIP and to expand victim assistance programs to U.S. citizens or resident aliens subjected to trafficking; pilot programs to establish residential rehabilitative facilities for trafficking victims, including one program aimed at juveniles; and extraterritorial jurisdiction over trafficking offenses committed overseas by persons employed by or accompanying the federal government.

This Assessment is the fifth to analyze the practical effect of U.S. Government activities to combat trafficking in persons. Previous Assessments were published in August 2003, June 2004, September 2005, and September 2006. The Assessment is separate from the annual Attorney General's Report to Congress on U.S. Government Efforts to Combat Trafficking in Persons, which has been submitted to Congress in May 2004, July 2005, June 2006, and May 2007, and is available on the Department of Justice (DOJ) website at http://www.usdoj.gov/olp/human_trafficking.htm. It is also separate from the annual Trafficking in Persons Report issued by the Department of State (DOS) and available at <http://www.state.gov/g/tip>.

In the September 2006 Assessment, the U.S. Government made four recommendations for improving its efforts to combat TIP. The following sections of this Assessment describe U.S. Government successes, evaluate progress on the recommendations outlined in the September

2006 Assessment, and suggest ways that the U.S. Government can improve its efforts. As described in more detail below, many of the U.S. Government Fiscal Year (FY) 2006 accomplishments addressed the recommendations in the September 2006 Assessment, such as:

Recommendation #1: The U.S. Government, its state and local partners, and non-governmental organizations (NGOs) need to improve coordination of services to victims. This includes increased efforts to find victims, track the support they receive from the U.S. Government and U.S. Government grantees, and coordinate efforts to effectively provide services to the victims.

FY 2006 Accomplishments:

- U.S. Citizenship and Immigration Services (USCIS) made efforts to more effectively provide services to victims by seeking to update the list of service providers compiled by the Department of Health Human Services (HHS) that is distributed to victims upon approval of a T visa. USCIS is required by statute to provide this list to T visa recipients and relies on coordination with HHS to keep the list current.
- The Office of Refugee Resettlement (ORR) utilized a contract with the U.S. Conference of Catholic Bishops (USCCB) to provide critical per capita emergency services to victims of human trafficking before victims can receive certification. During the program's first year, 361 certified trafficking victims and derivative T visa holders received services.
- The Criminal Section of the Civil Rights Division (CRT) at the Department of Justice trained hundreds of prosecutors and investigators on the victim-centered model of investigating trafficking crimes, emphasizing the need to provide services to trafficking victims.

Recommendation #2: The U.S. Government needs to enhance its efforts to monitor and combat labor trafficking both domestically and internationally, especially in light of the new mandate in the 2005 TVPRA concerning forced labor and child labor.

FY 2006 Accomplishments:

- The Civil Rights Division continued its vigorous investigation and prosecution of forced labor cases, ranging from single-victim domestic servant cases in multiple jurisdictions to large, multi-victim cases involving the rescue of nearly 100 Central American women from forced labor in restaurants, bars, and cantinas around Houston, Texas. The Civil Rights Division increased partnership activities with the Department of Labor (DOL) in investigating and prosecuting forced labor cases. For example, CRT prosecutors used DOL experts to identify labor trafficking cases, to testify as witnesses at trial, and to calculate the restitution amounts in forced labor cases.
- In FY 2006, the Wage and Hour Division (WHD) of DOL increased its participation in the Bureau of Justice Assistance (BJA)-funded human trafficking task forces, which are described in more detail below. WHD now participates in 36 of the 42 task forces. As a task force member, WHD emphasized compliance with labor standard laws in low-wage industries employing vulnerable, potentially-trafficked victims. WHD investigators interviewed workers, reviewed payroll records, and made inquiries into the situations of migrant farm workers.

- During FY 2006, the U.S. Government funded multiple international projects to combat forced labor and trafficking. The Department of State's Office to Monitor and Combat Trafficking in Persons' (G/TIP) International Programs Section supported projects with a specific focus on forced labor in the Middle East, South Asia, and East Asia. For example, G/TIP funded a substantial public awareness campaign in Kuwait to warn and protect foreign workers from forced labor situations and funded a Free the Slaves program in India designed to rescue and rehabilitate child victims of forced labor while equipping communities to better protect children. G/TIP also released a solicitation for research projects related to the trafficking of men for the purposes of forced labor, with projects in East and Southern Africa, Serbia, and the Philippines due to be funded by the end of FY 2007.

Recommendation #3: The U.S. Government should continue research efforts to obtain more accurate information, including estimates of trafficking victims in the United States, but the emphasis should be on "actionable research" that enhances the U.S. Government's ability to combat trafficking. Further research should increase our understanding of the nature and scope of trafficking in the United States and improve our ability to free victims and prosecute traffickers.

FY 2006 Accomplishments:

- The Human Smuggling and Trafficking Center (HSTC) prepared several strategic assessments and papers designed to help agencies identify where counter-TIP resources should be allocated and what anti-trafficking tools are available. The HSTC also updated its anti-TIP instructional material. In FY 2006, the HSTC, serving as a government clearinghouse for trafficking and illicit travel information, disseminated numerous cables, reports, and assessments.
- The DOS-chaired Subcommittee on Trafficking in Persons Research of the Senior Policy Operating Group (SPOG) 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, and are able to analyze the information gaps and areas where "actionable research" (research targeted at particular problems and areas of implementation) is still needed.
- U.S. Immigration and Customs Enforcement (ICE) served as a board member and the primary U.S. law enforcement representative to the Virtual Global Taskforce, an integrated network of law enforcement agencies from different nations created to combat online child abuse. These law enforcement officials, NGOs, and private industry representatives share strategies and information in order to more effectively reduce online child abuse.
- National Institute of Justice (NIJ) will award three new research grants to assist in fulfilling its statutory mandate in section 201 of the TVPRA 2005 to conduct research regarding incidents of trafficking in persons and commercial sex acts in the United States.

Recommendation #4: The U.S. Government should increase efforts to identify victims, particularly through expanding the work sector approach to the public health sector, the education community, faith leaders, and other work sectors or first responders.

FY 2006 Accomplishments:

- The number of DOJ human trafficking task forces increased, from 32 at the end of FY 2005 to 42 at the end of FY 2006. The task forces operate with extensive collaboration among the Office of the U. S. Attorney, a BJA-funded state or local law enforcement grantee, an Office for Victims of Crime (OVC)-funded comprehensive victim services provider, and other federal investigative agencies in order to identify and rescue victims of human trafficking and to prosecute traffickers. The Civil Rights Division held victim-identification training for hundreds of prosecutors, investigators, and NGO representatives, including task force members, which focused on launching proactive victim identification initiatives, ranging from grassroots outreach work in vulnerable communities in rural areas to public awareness campaigns and tip lines to increase reporting to law enforcement of possible human trafficking situations in urban centers. One training session featured the work of HHS to identify victims to improve coordination between HHS's Rescue and Restore campaign and law enforcement outreach initiatives.
- In FY 2006, the Office of Overseas Prosecutorial Development, Assistance and Training (OPDAT) conducted 56 programs in 21 countries to combat trafficking in persons. These programs provided education and training to public health professionals, forensics experts, victim service providers, NGOs, government officials, law enforcement, and judges across the globe.
- HHS concentrated its outreach efforts on public health organizations in FY 2006 through activities including training, speaking engagements, and conferences. HHS has trained outreach workers, case managers, refugee health screening program site coordinators, and nine participating health departments through the Illinois Public Health. HHS held speaking engagements with the Migrant Clinicians Network and the American Academy of Family Physicians.
- Following the President's Interagency Task Force meeting in June 2006, G/TIP partnered with the Department of Transportation to encourage the Air Transport Association (ATA) and the International Air Transport Association (IATA), which represents 265 airlines and 94 percent of internationally scheduled air traffic, to enhance awareness of the child sex tourism issue.
- G/TIP has been coordinating with NGOs, the American Hotel and Lodging Association, and the Interfaith Council on Corporate Responsibility in their efforts to secure support from major international hotel chains for endorsing ethical codes of conduct, conducting internal training on countering commercial sexual exploitation of children, and strengthening awareness of the issue with their customers. G/TIP is also developing new partners in other economic sectors, such as the legal profession and high technology sector.

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. Because government benefits for non-U.S. citizen victims are typically tied to a person's immigration status, 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 have access to other federal crime victim benefits. 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 HHS, DOJ, the Department of Homeland Security (DHS), DOS, DOL, the Department of Defense, the Department of Education, and the Legal Services Corporation (LSC) to implement sections 107(b) and 107(c) of the TVPA.

A. Department of Health and Human Services

1. Certification and Eligibility Letters

The TVPA authorizes the "certification" of adult victims to receive certain federally-funded or -administered benefits and services, such as cash assistance, medical care, food stamps, and housing. In FY 2006, ORR issued 214 certifications to adults and 20 eligibility letters to minors, a total of 234 letters issued, bringing to 1076 the total number of letters issued during the first six fiscal years in which the program has operated. In FY 2006, 94 percent of victims certified were female.

FY 2001	FY 2002	FY 2003	FY 2004	FY 2005	FY 2006
198	99	151	163	231	234

FY 2006 certifications and letters were provided to victims or their representatives in 20 states plus the District of Columbia, Guam, and the Northern Mariana Islands. Certified victims came from over 40 countries, spanning the Americas, Africa, Asia, Europe, and the Pacific Islands. The majority of victims originated in Latin America (62 percent) with the largest numbers coming from El Salvador (28 percent) and Mexico (20 percent). Caseloads ranged from individual victims recovered to large-scale raids of more than 100 potential victims identified in a single setting.

2. Service Grants

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 April 2006, ORR entered into a contract with USCCB to provide per capita 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. The contract provides per capita services to pre-certified and certified victims. In the base year of the contract, 361 certified

human trafficking victims and derivative T visa holders and 117 pre-certified victims of human trafficking have received services.¹

HHS continues to provide resources and options to law enforcement for minor victims of trafficking. Unaccompanied minors who are victims of trafficking are eligible for foster care administered through the Unaccompanied Refugee Minor (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 has also arranged for its Division of Unaccompanied Children's Services (DUCS) program to accept unaccompanied trafficked minors and provide comparable services through a system of group homes and shelters. A two-page addendum to screen for signs of force, fraud, or coercion was added to the intake forms in DUCS shelters. This screening tool has resulted in referrals to law enforcement and new investigations. The Administration for Children and Families (ACF) at HHS also provides emergency shelter options for minors, including state Child Protective Services, 345 Basic Centers located throughout the country, and the 193 Transitional Living Programs for Older Homeless Youth supported by the Family and Youth Services Bureau.

3. Efforts to Improve Services

The HHS Trafficking Program was reviewed by OMB's Program Assessment Rating Tool in FY 2005 and received a rating of Moderately Effective. This review found that the program is well-managed, focused on achieving results, and has taken major steps to improve its design, management, and performance. The program has a long-term performance goal to increase the number of victims of trafficking certified to 800 per year by FY 2011. In addition, the program has two efficiency measures: (1) increase the number of victims certified and served by the whole network of grantees per million dollars invested; and (2) increase media impressions, hotline calls, and website visits per thousand dollars invested.

B. Department of Justice

1. Bureau of Justice Assistance

The Bureau of Justice Assistance (BJA), in a joint solicitation with OVC, issued its third anti-human trafficking solicitation in March 2006. The solicitation sought proposals from state, local, and territorial law enforcement agencies to partner with their local U.S. Attorney's Office (USAO) and a comprehensive victim services agency (to be funded by OVC in the same solicitation) to create a victim-centered human trafficking task force. Sixteen applications were received, and the Office of Justice Programs (OJP) approved ten awards for up to \$450,000 to each recipient for a three-year period to work collaboratively with U.S. Attorneys, federal law enforcement, and trafficking victim services agencies to identify and rescue victims of human trafficking and prosecute traffickers. The new task forces are in Las Vegas, Nevada; Dallas, Texas; Fort Worth, Texas; the state of Louisiana; Salt Lake City, Utah; Bexar County, Texas; Clearwater, Florida; the Northern Mariana Islands; Independence, Missouri; and Erie County, New York. This brings the total number of BJA-funded Human Trafficking Task Forces to 42.

¹ Numbers do not necessarily represent discrete victims. Some victims were counted while receiving services as pre-certified victims, and then counted again while receiving services as certified victims.

Additionally, in 2006, BJA managed two Congressionally mandated grants. The first, to the Center for Women Policy Studies, was a second supplement in the amount of \$493,614. Through this earmark the Center assists state legislatures in developing state anti-TIP legislation. The second earmark, in the amount of \$987,228, was awarded by BJA to Shared Hope International (SHI). Under this earmark, SHI is to assist two existing human trafficking task force awardees² and the ten law enforcement agencies receiving 2006 BJA human trafficking task force awards in developing protocols that will better enable victims of trafficking who are U.S. citizens, primarily minors exploited for commercial sex, to obtain medical, psychological, legal, and other services that are appropriate for victims of human trafficking. BJA also awarded a congressionally mandated grant to the City of Westminster, California in the amount of \$197,439 to form the Orange County Human Trafficking Task Force during 2006. Additionally, NIJ will award three new research grants to assist in fulfilling its statutory mandate in section 201 of the TVPRA 2005 to conduct research regarding incidents of trafficking in persons and commercial sex acts.

2. Office for Victims of Crime

OVC currently funds a total of 32 grants for direct services to victims of human trafficking. During calendar year 2006 (OVC's reporting period), almost 500 victims were served, and over 1,600 victims have been served since the inception of the program.³

Comprehensive services grants enable the grantee organization to provide direct services to meet the broad range of trafficking victims' needs including case management; legal advocacy; medical, dental, and mental health services; housing; clothing and daily sustenance; interpretation; transportation; and access to a broad range of job skills training, education, and other social services. Grant funds are primarily used to assist victims during the "pre-certification period," which is the period of time between when they are rescued by law enforcement and when they are certified to receive other benefits through HHS.

In 2006, through the FY 2005 Joint Call for Concept Papers and the FY 2006 Joint OVC/BJA solicitation, OVC awarded a total of \$12,259,676 in funding to support 30 new and continuation projects to work collaboratively with the BJA-funded Human Trafficking task forces. The overall goals of the joint solicitation and collaboration with BJA included the following: (1) continue to enhance law enforcement's ability to identify and rescue victims of human trafficking, (2) provide law enforcement with the resources and training to identify and rescue victims, and (3) ensure that comprehensive services are available wherever trafficking victims are found.

OVC works collaboratively with ORR and with grantees to ensure that OVC funds are used specifically for services for pre-certified victims of trafficking. This cooperation also

² The District of Columbia Task Force and the Harris County Texas (Houston) Task Force.

³ Because 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 causing the victim to be counted twice. OVC recently initiated a review of data submitted by grantees regarding human trafficking victims. As of September 2007, the review was still ongoing. When the May 2006 Annual Report was published, OVC believed that the final number of victims served in calendar year 2006 was 505, with 1651 victims served since the inception of the program. The data review has revealed that the number might be slightly less than that previously reported. Once OVC has the correct baseline figure, however, it will work closely with its trafficking data information system to ensure that OVC receives the most accurate information from its grantees.

ensures that grantees do not receive funding from both OVC and ORR to support services to pre-certified victims. In order to provide a seamless transition from pre-certification to certification, many OVC grantees apply for ORR sub-contract funds to provide ongoing support services to victims after the victim has achieved certification. Other grantees transition trafficking victims into programs already in place for immigrants and refugees. On a case-by-case basis, OVC may approve use of grant funds for certified victims when no other funding source is available.

OVC grantees are required to set aside five percent of their total project budget to support training activities in order to train local professionals to identify potential trafficking victims and provide culturally competent and victim-centered services. In 2006, OVC direct service grantees provided substantive training on human trafficking to over 78,000 law enforcement officers, attorneys, medical and mental health professionals, and community members.

A list of all OVC funded projects can be found at <http://www.ojp.usdoj.gov/ovc/help/traffickingmatrix.htm>.

C. Department of Homeland Security

ICE has approximately 300 collateral duty (an additional part-time duty assigned outside the agent's or officer's regular duties and performed as the need arises) agents and officers who are assigned victim assistance responsibilities. After rescuing victims of human trafficking, ICE agents make every effort to treat victims with respect and compassion. When large numbers of potential victims are rescued from a location, such as a brothel, it can be difficult to distinguish between victims and traffickers. Until determination of victim status can be made, ICE uses hotels, ICE detention centers, or other appropriate locations for housing potential victims and conducting interviews. When ICE detention centers are used, potential victims are housed separately from other detainees, and teams of investigators, federal victim assistance staff, and NGOs work within the detention center to interview any potential victims. As soon as a determination of victim status is made, the victim is immediately transferred to the care of an NGO. Furthermore, federal agencies have developed a brochure that explains the rights of victims of trafficking and the services available to them, which has been translated into several languages. ICE agents and victim assistance staff ensure the brochure is read to victims in their native language through the use of interpreters if the victim is illiterate.

For emergency financial assistance to victims in the immediate aftermath of a rescue, the ICE Victim/Witness Assistance Program (VWAP) utilizes the Federal Crime Victim Assistance Fund for Victims of Crime, which is provided by the Office for Victims of Crime to ICE Special Agents in Charge, to assist crime victims when local resources are not available. In FY 2006, ICE utilized the fund to provide emergency housing and food for three Ukrainian victims in New York; emergency direct services for over 100 Korean women in concurrent cases in New York, New Jersey and Washington; emergency housing, food, and incidentals for four Mexican victims in New York; and emergency housing, food, and clothing for a juvenile human trafficking victim from Guatemala. These funds are essential in many cases to fill a current gap in services for victims of trafficking, until the victims can be safely transferred to the care of an NGO.

D. Department of State

In 2006, 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 in the United States, and assists victims who elect to return to their home country. 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 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. To date, this program has facilitated the reunification of 96 family members with victims of trafficking in the United States, and has facilitated the return and reintegration of 6 other victims to their country of origin. In addition, there are over 140 ongoing cases, most of which are for family reunification with TIP victims in the U.S.

E. Department of Defense

The Combating Trafficking in Persons (CTIP) program implemented by the Department of Defense (DOD) is primarily focused on members of the Department, 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.

F. Department of Labor

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. Any such services are provided directly by state and local grantees to trafficking victims, and DOL 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 (ACINet); America's Service Locator (ASL); Toll-Free Help Line (TFHL); and the Occupational Information Network.

DOL's Job Corps program assists eligible youth in obtaining a high school diploma or GED certificate, and offers vocational training and life skills programs. The program aims to increase participants' employability, independence, and ability to secure meaningful employment or further education. TIP victims are eligible if they meet the program requirements, which include certain low-income criteria, U.S. citizenship or permanent resident status, aged between 16–24, and need for additional education and/or vocational training.

G. Department of Education

In May 2006, the Department of Education joined with DOJ, HHS, and DHS in confirming eligibility for federal student financial assistance for human trafficking victims. The collaborative effort created a new approval process, which in turn enables eligible individuals to apply for and receive federal student aid. In the United States, only victims who are willing to aid law enforcement in the prosecution of traffickers may be eligible for benefits under most federal and state aid programs. At the time of the announcement more than 900 individuals appeared on the United States registry of trafficking victims certified as eligible for assistance.

H. Legal Services Corporation

The 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 FY 2006, 13 LSC grantees assisted 269 trafficking victims, an increase of 128 from FY 2005.

I. How Can Services to Victims Be Improved?

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. 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 partners, as well as NGOs, to improve coordination of services to victims. This includes increased efforts to find victims, track the support they receive from the U.S. Government and U.S. Government grantees, and coordinate efforts to effectively provide services to the victims.

- 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 is scheduled for release in Fall 2007.

- OVC has also partnered with the faith-based community. In 2006, OVC developed 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 is scheduled for release in December 2007.
- 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, and on the scope of investigative authority enabling WHD to actively contribute to anti-trafficking efforts.

2. Recommendations for FY 2007

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 2007. 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.
- In addition, USCIS is in the process of attempting to move the T visa information from its standalone database to its main system. Easier methods of performing searches and simpler ways to provide victim and case characteristics would prove useful to researchers.

III. Immigration Benefits Given to Trafficking Victims

A. Continued Presence and T Non-Immigrant Status

DHS has been an active and integral participant in the U.S. Government's anti-trafficking efforts. DHS investigates trafficking crimes, works with U.S. Attorneys' Offices and DOJ to successfully prosecute traffickers, provides protection and assistance to victims, and grants immigration benefits (continued presence and T non-immigrant status) to eligible applicants. This integration of protection concerns with enforcement activities stems from the recognition that, in order to effectively investigate and prosecute trafficking crimes, the victims must be protected. Protection encompasses not only providing for the victim's physical safety, but also acknowledges that U.S. immigration laws have often been used as a tool by traffickers to threaten and intimidate victims. ICE and USCIS play a vital role in combating trafficking in persons by providing protection to victims in the form of continued presence paroles 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 non-immigrant status, also known as a T visa. The ICE Office of International Affairs Law Enforcement Parole Branch (OIA LEPB), previously known as the Parole and Humanitarian Assistance Branch, grants CP, while USCIS grants T non-immigrant status. DHS provides notification of approvals to HHS, which issues the certification under section 107(b) of the TVPA as described above.

CP is a temporary status, applied for by a federal law enforcement officer, that permits an alien to be legally present in the United States during a pending investigation or prosecution. 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 OIA LEPB pursuant to authority delegated to it by the Secretary of Homeland Security.

When OIA LEPB receives a completed application package, it determines whether CP should be authorized. An approved application is forwarded within 24 hours to the USCIS Vermont Service Center for production of an employment authorization document and an I-94, Arrival/Departure Record. CP is initially authorized for a period of one year, but an extension of CP may be authorized if the investigation is ongoing.

In FY 2006, the OIA LEPB received 117 requests for CP. Of these, 112 requests were authorized and five requests were withdrawn by the requesting federal law enforcement agencies because there was insufficient evidence to substantiate that the individual was a victim of a severe form of human trafficking as defined in the TVPA. OIA LEPB also received 80 requests for extensions to existing CP and all extensions were authorized. The majority of extensions related to an ICE investigation in Long Island involving Peruvian victims of forced labor.

CP Requests in FY 06	Number Awarded	Number Withdrawn	Requests for Extensions	Extensions Authorized
117	112	5	80	80

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

Through the BJA-funded Human Trafficking Task Forces, more than 36,000 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. During 2006, the BJA-funded Human Trafficking Task Forces identified 962 potential victims of human trafficking. Continued presence⁴ 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 1,520 with 234 persons having had CP requested on their behalf by federal law enforcement.⁵

Victims may also petition USCIS to receive a T non-immigrant status. This status 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 non-immigrant status are eligible to remain the United States for up to four years, and their status may be extended if the law enforcement authority investigating or prosecuting 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 2006.

Regulations implementing the T visa were published in 2002. The regulations establish essential elements that an applicant must demonstrate to be eligible for T non-immigrant status. They also determine the application procedures and provide evidentiary guidance to assist in the application process. As mandated by statute, the T visa regulations create a safe haven for victims of a severe form of trafficking in persons who are physically present in the United States. The application to request a T visa functions as a self-petitioning application (i.e. the victim can

⁴ Continued presence is a much misunderstood concept—it is granted so that a foreign victim may be present in the United States during the investigation of the offense and prosecution of the offender. Therefore, any U. S. citizen or legal resident victims who are potential victims of human trafficking will not need continued presence, nor will they be counted in this number; and potential victims who refuse to be interviewed or to respond truthfully in an interview to determine whether they are a victim of a severe form of trafficking (VSFT) often do not receive continued presence absent other evidence they are a VSFT. Additionally, some trafficking victims, who apply directly for a T visa, may do so without having continued presence requested on their behalf. These are major factors that influence the drop from the count of potential victims of human trafficking to persons having continued presence requested on their behalf by federal law enforcement.

⁵ These numbers are reported by the task forces for the fiscal year; therefore, the numbers may need later revision.

file the application directly with USCIS). All applications are adjudicated at USCIS's Vermont Service Center by a dedicated staff of adjudicators specially trained in victim issues and the dynamics of trafficking.

Throughout the first five years of the T visa program, the program has matured both in terms of case adjudication and case preparation by attorneys and other non-governmental groups that assist applicants in filing for T visa status. Fewer cases have been returned to applicants for submission of additional evidence, although this remains a problem in some circumstances and delays the completion of these cases. The regulations governing the T visa program do not appear to deter qualified applicants from applying. The greatest deterrent to application appears to be lack of knowledge by trafficking victims that this form of relief exists. While USCIS can only do so much to make the T visa program known to potential victims who are by their nature hidden from sources of information on the program, better coordination of agency hotlines and continuing training of all levels of law enforcement personnel to recognize and advise potential victims of trafficking could increase participation.

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

	FY 2006	FY 2005
<i>Victims</i>		
Applied	345	229
Approved*	182	112
Denied**	52	213
<i>Family of Victims</i>		
Applied	324	124
Approved*	99	114
Denied**	43	18

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

** Some applicants have been denied twice (i.e., filed once, were denied, filed again).

B. How to Improve the Issuance of Immigration Benefits

There are several steps that the U.S. Government could take to improve the issuance of immigration benefits to trafficking victims:

- USCIS consistently strives to identify abuse of the visa process, particularly where the visas are obtained under false pretenses to bring victims of labor trafficking, and has reported abuses to ICE and to DOL. USCIS efforts could be improved in this capacity by enhancing its information technology systems involved in the adjudication of these cases to include data-capturing for types of trafficking.
- Information from T visa applications is data entered into a standalone database used solely for T visa cases. This database has numerous limitations such as the lack of capacity to determine the number of approvals that involved labor trafficking. USCIS and the T visa program would benefit immensely if T visa application information could be entered into the USCIS main system as it would result in better data collection, which could help identify trends or commonalities useful in other or future trafficking investigations. USCIS is in the process of attempting to move the T visa information from its standalone database to its main system.

IV. Investigations and Prosecutions of Trafficking in Persons

A. Investigations

Several federal agencies conduct investigations of trafficking in persons, and the majority of cases are handled by FBI and ICE agents.

1. Federal Bureau of Investigation

Special agents in the Civil Rights Unit (CRU) at FBI Headquarters and in field offices around the country investigate trafficking in the United States. In addition, FBI agents in the CRU coordinate with agents in the Organized Crime and Crimes Against Children Units to ensure that cases initially identified as smuggling cases, Internet crimes against children, and sex tourism are also identified for potential human trafficking elements. In FY 2006, the FBI made significant advances in investigating TIP through its Human Trafficking Initiative and the Innocence Lost National Initiative.

Under the Human Trafficking Initiative, started in FY 2005, FBI's field offices determine, via a threat assessment, the existence and scope of the trafficking problem in their region, participate in an anti-trafficking task force, establish and maintain relationships with local NGOs and community organizations, conduct victim-centered investigations, and report significant case developments to the CRU. To date, the FBI participates in the BJA-funded Human Trafficking Task Forces, and 56 Civil Rights Program Threat Assessments have been conducted.

TIP Investigations by FBI's CRU

FY	Cases Opened	Indictments/ Informations	Arrests	Convictions
2001	54	29	67	15
2002	58	26	65	15
2003	65	40	32	18
2004	86	32	16	22
2005	146	45	51	14
2006	126	97	142	70
Total	535	269	373	154

* These numbers are different from the prosecution numbers listed elsewhere in this report, as the FBI does not participate in every human trafficking investigation.

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 the Criminal Division of DOJ 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. 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

September 2006, the initiative was expanded to 26 cities with an identified crime problem of children exploited in prostitution, and 23 task forces/working groups were established.

Innocence Lost National Initiative				
FY	Investigations	Arrests	Indictments	Convictions
2006	103	157	76	43
2005	72	387	44	45
2004	67	118	26	22
Total	242	662	146	110

Innocence Lost task forces and 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; San Juan, Puerto Rico; 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.

2. 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, within the Office of Investigations. 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 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. 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 LESL 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.

ICE Investigations & Arrests				
FY	Cases Opened	Indictments/ Informations	Arrests	Convictions
2004	216	118	251	74
2005	322	111	186	91
2006	299	130	184	102
Total	837	359	621	267

ICE is also actively involved in investigating the sexual exploitation of children overseas by U.S. citizens. Since the PROTECT Act was enacted in 2003, ICE has conducted over 299 investigations of child sex tourism. The ICE Cyber Crimes Center is responsible for worldwide oversight and management of these child sex tourism investigations. In FY 2006, 65 investigations were initiated resulting in the arrest of 19 individuals for child sex tourism violations. 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. Investigators must then face the obstacle of identifying the victim and bringing the children back to the United States 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.

In addition to these efforts, ICE operates a comprehensive initiative called “Operation Predator” to safeguard children from foreign national sex offenders, international sex tourists, Internet child pornographers, and human traffickers. Since 2003, the initiative has resulted in more than 10,000 arrests, an average of more than eight arrests per day. There were 2,381 arrests in 2006. 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 1,000 arrests overseas.

Arrests Resulting from Operation Predator	
FY	Arrests
2006	2,381
2005	2,380
Total Since Program’s Inception:	10,000+

3. Human Smuggling and Trafficking Center

The HSTC was formally established under section 7202 of the Intelligence Reform Act and Terrorism Prevention Act of 2004 for the purpose of achieving greater integration and overall effectiveness in the U.S. Government’s efforts to combat alien smuggling, trafficking in persons, and clandestine terrorist travel. The HSTC also coordinates activities with foreign governments to ensure efforts are addressed globally. The HSTC is a partnership between the DOS, DHS, DOJ, and the intelligence community.

The HSTC’s ability to convert relevant intelligence into law enforcement action and to enhance ongoing human trafficking criminal investigations provides an invaluable benefit to U.S. anti-TIP efforts. During 2006, the HSTC supported anti-trafficking efforts by reviewing classified and unclassified systems for intelligence, leads, and information relative to human trafficking incidents, patterns, and trends; providing specific case assistance; disseminating lead information and intelligence to the appropriate operational components; assisting federal law enforcement intelligence units; foreign intelligence dissemination; and the identification of global trafficking networks and organizations.

The HSTC also plays a crucial de-confliction role for the various agencies who share jurisdiction over trafficking in person investigations. For example, in 2006, the HSTC identified an international sex-trafficking organization on the East Coast that was being investigated

independently by both ICE and the FBI. The HSTC identified this conflict and notified each agency, enabling a coordinated investigation.

During FY 2006, the HSTC has 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, 55 Homeland Intelligence Reports, 14 new strategic intelligence assessments (several of which impacted trafficking), and finished a U.S.-Canadian bi-national assessment on human trafficking. Among the HSTC's publications was an important assessment of migrant farm labor trafficking in the United States.

4. Customs and Border Protection

In FY 2006, U.S. Customs and Border Protection (CBP) established the Office of Alien Smuggling Interdiction (ASI), in recognition of the interrelatedness of the global problems of migrant smuggling and trafficking in persons. These two problems 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 new office will create a structure to institutionalize sharing across CBP lines of intelligence regarding migrant smuggling and trafficking in persons. ASI will increase the agency's effectiveness in identifying, analyzing, assessing, and responding to alien smuggling and human trafficking threats. ASI will also maintain close collaboration with intelligence and law enforcement partners and in the future plans to have a permanent representative at the HSTC.

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 members of the Department of Defense or by Defense 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 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 the Migrant and Seasonal Agricultural Worker Protection Act, in low-wage industries like garment manufacturing and agriculture. DOL civil law enforcement responsibilities relating to trafficking are carried out by the WHD with the support of the Office of the Solicitor. WHD investigators interview workers and assess situations where workers may have been intimidated, threatened, or held against their will. WHD investigators also review payroll records and inspect migrant farm worker housing. Additionally, WHD coordinates with other law enforcement agencies to ensure restitution on behalf of victims of trafficking. Criminal enforcement agents from DOL's Office of the Inspector General have worked with their FBI and ICE counterparts on a growing number of criminal investigations, particularly those involving organized crime groups.

B. Prosecutions

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

In FY 2006, the Civil Rights Division's anti-trafficking efforts resulted in a record number of defendants charged and convicted in a single year, while the number of investigations increased more than 20 percent over FY 2005, as indicated in the charts below. More than 80 percent of those defendants were charged with violations under the TVPA and about two-thirds of all prosecutions involved sexual exploitation and abuse. The Criminal Section of the Civil Rights Division maintains the Trafficking in Persons and Worker Exploitation Task Force (TPWETF) complaint line (1-888-428-7581) to receive allegations from victims who are ready to report to law enforcement. Since its inception, more than one-fourth of all trafficking investigations have been initiated through such calls, which ultimately resulted in 34 traffickers being charged.

The following two charts list the numbers of defendants charged, prosecuted, and convicted of trafficking offenses and offenses under the TVPA since FY 2001. Defendants charged in FY 2006 with a trafficking offense are not necessarily the same defendants convicted and sentenced in FY 2006. (These figures do not include CEOS prosecutions of child trafficking and child sex tourism.)

All Trafficking Prosecutions	FY 2001	FY 2002	FY 2003	FY 2004	FY 2005	FY 2006
Cases Filed						
Labor	6	3	2	3	9	10
Sex	4	7	8	23	26	22
Total	10	10	10	26	35	32
Defendants Charged						
Labor	12	14	6	7	21	26
Sex	26	27	21	40	75	85
Total	38	41	27	47	96	111
Convictions						
Labor	8	5	5	3	10	38
Sex	15	23	16	30	25	60
Total	23	28	21	33	35	98
TVPA Prosecutions	FY 2001	FY 2002	FY 2003	FY 2004	FY 2005	FY 2006
Cases Filed						
Labor	3	2	3	1	8	10
Sex	2	5	7	9	19	12
Total	5	7	10	10	27	22
Defendants Charged						
Labor	5	8	6	5	19	28
Sex	6	13	20	19	64	64
Total	11	21	26	24	83	92
Convictions						
Labor	2	0	5	0	7	30
Sex	3	6	13	14	19	49
Total	5	6	18	14	26	79

In addition to these trafficking cases, since the passage of the PROTECT Act in April 2003, which facilitated the prosecution of child sex tourism cases, there have been approximately 55 child sex tourism indictments/complaints and approximately 36 convictions.

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 2006 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 37 defendants convicted where one of the statutes listed in the TVPA was charged, as required to be reported by the Attorney General, 35 received a prison-only term and two received a probation-only sentence. The average prison term imposed for the 35 defendants was 219 months with prison terms ranging from nine to 612 months. Six received a prison sentence from one to five years, eight received terms from five to 10 years, and 21 received a prison term of more than 10 years. One defendant received a probation-only term of 48 months and another defendant received a probation-only term of 60 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 September 2005 and 2006 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. Nonetheless, the U.S. Government needs to undertake efforts to more reliably estimate the number of trafficking victims in the United States so the U.S. Government can evaluate whether efforts to combat trafficking in persons is producing the results it seeks.

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 addition, NIJ is continuing its research designed to assess the extent of human trafficking by utilizing a community outreach approach. Furthermore, efforts are underway to design and implement research methods to determine whether those victim estimates continue to be viable as the U.S. seeks to uncover this hidden crime.

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 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 is needed, however, in areas that will increase abilities to find and rescue victims and prosecute traffickers. For example, research could be undertaken on the organization structure and scope of various sectors of the underground and the entry level labor markets where there may be a concentration of victims, such as the labor market, including the agriculture, construction, and manufacturing sectors, and the hospitality industry. Such research would allow investigators and prosecutors to inform local task forces who could assign investigators to evaluate this type of labor market within their jurisdiction, find out who runs it, and explore whether it is following U.S. law. 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.

V. International Programs

A. U.S. Government International Programs

Through the DOS, DOL's Bureau of International Labor Affairs (ILAB), and the U.S. Agency for International Development (USAID), the U.S. Government gives a substantial amount of international assistance aimed at preventing trafficking in persons, protecting victims, and prosecuting traffickers abroad. In FY 2006, the U.S. Government supported 154 international anti-trafficking programs, totaling approximately \$74 million and benefiting 70 countries. Approximately \$11 million of that \$74 million was part of a one-time Presidential Anti-Trafficking Initiative, which funded projects totaling approximately \$50 million in eight countries since FY 2004. While implementation of those programs will continue, this completed the obligation of funds under the Initiative.

In awarding funds, DOS and USAID focus their program funding primarily on countries identified in the annual DOS report⁶ as needing to improve their efforts to combat TIP, while DOL uses the TIP report as one of several criteria when awarding funds.

The TVPRA 2005 directs 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. In FY 2006, DOL began

⁶ 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.

implementing these mandates by funding a \$300,000 contract for research on forced labor and child labor in the production of goods in 61 countries. DOL also funded a \$3,750,000 grant to enhance national capacity in child labor data collection, analysis and dissemination, of which a portion will fund a study on forced and bonded child labor in four selected countries. DOL staff are also continuing ongoing research activities on child labor and are undertaking new research on forced labor and trafficking worldwide.

Examples of projects funded in FY 2006 include:

- G/TIP supported World Learning in Benin to increase awareness of the risks of child trafficking, create community-driven mechanisms for identifying and protecting vulnerable children, and improve institutional collaboration to combat child trafficking. These prevention and capacity-building efforts in eight known sending communities led to the rescue of 14 girls from trafficking situations.
- In Cambodia, G/TIP supported World Vision's efforts to build the capacity of faith-based organizations (FBOs) to assist child victims of trafficking. Through training and funding support to FBOs, a short-term assessment center for child victims of trafficking was established, as well as quality programs for the long-term care of child victims who could not return to their families. This 30-month program directly benefited 433 children by providing safe environments, therapy, and reintegration services..
- In Kuwait, the American Embassy received G/TIP funding to launch a massive public awareness campaign to warn and protect foreign workers from forced labor situations. The embassy printed 500,000 nine-language brochures that outline the local law, and how laborers can contact their embassy for help. The Philippines and Pakistani embassies also took large quantities of the brochure for distribution to their nationals.
- G/TIP provided funding for three regional trainings of law enforcement officers, border officials, prosecutors, and judges from the Caribbean, Central America, and South America. The trainings stressed the need for inter-agency and regional cooperation in trafficking investigations and included instruction on victim identification techniques and best practices on how to work with a victim. Over 100 students of supervisory level have been trained; each returning to their home unit to implement the training and share their knowledge with their colleagues.
- In Cambodia and Ecuador, USAID supported pilot programs "to establish residential treatment facilities in foreign countries for victims of trafficking" in accordance with the provisions of the TVPRA 2005. The pilot programs will (1) bring up to standard existing shelters that are not currently operating by best practices, and (2) provide a model for other groups to improve existing shelters and for the establishment of new shelters where needed. Implementation of the programs will begin in FY 2007.
- In Mexico, USAID helped draft the Anti-Trafficking in Persons law in Chihuahua and other Mexican states. Since the law went into effect, the Attorney General in Chihuahua has issued two indictments for sexual exploitation of children. The Anti-Trafficking in Persons law has provided Chihuahua a much-needed mechanism to investigate and prosecute trafficking in persons offenses.

- PRM provided funding to IOM in support of return and reintegration assistance to victims of trafficking in South America. Assistance packages include pre-travel assistance, transportation for victims who want to return to their country, and some reintegration support. Through this program, IOM has assisted victims of trafficking and dependents from Argentina, Bolivia, Brazil, Colombia, Dominican Republic, Paraguay and Peru.
- PRM provided funding to IOM for an ongoing project designed to provide return and reintegration assistance to victims of trafficking in countries of the Mekong region, namely Thailand, Cambodia, Laos, Vietnam, Burma, and the Yunnan province in China. Among its achievements, over the past year this project provided return and reintegration assistance to women and children victims from Laos, Cambodia, and Burma trafficked to Thailand.
- PRM supported an IOM project to provide assisted voluntary return and reintegration of children who have been trafficked in Ghana to work in fisheries. IOM worked with partners to provide identified children documentation, as well as counseling, transportation, family reunification, and reintegration assistance. IOM monitors the children, as well as their families, to ensure that education, rehabilitation, and small loan programs are on track. This project also provides alternative support and forms of income to fishermen and families, to help stop trafficking of children.
- In El Salvador, DOL provided support to a second phase of the Time-Bound Program for the Elimination of the Worst Forms of Child Labor, which is targeted toward children involved in or at risk of becoming involved in trafficking and commercial sexual exploitation. To strengthen the country's capacity to combat child commercial sexual exploitation, the project has supported the development of a training program for the General Directorate of Migration (GDM) officers, which is aimed at improving knowledge of the legislation and protocols for the prevention and elimination of trafficking of children. Workshops and trainings have been conducted with GDM officers, legislators, and other key actors. Educational materials geared to at-risk children and adolescents have been developed and publicized. The project also continues to promote legislative changes and improvements in the provision of care for victims. It also monitors commercial sexual exploitation of children and youth (CSEC) cases brought before the courts throughout the process.
- DOL funded a second phase to the Combating Trafficking and Other Worst Forms of Child Labor in Central and Eastern Europe. The project contributes to a reduction in the incidence of trafficking in children and other worst forms of child labor in key sectors (sexual exploitation, street vending, illicit activities, agriculture) by improving national policies, legislation, and judicial procedures; strengthening local action committees to prevent trafficking in children; providing direct services to victims and children at risk of exploitation; and building a sub-regional information exchange network.

B. Increasing the Effectiveness of International Programs

USAID increased attention to monitoring and evaluation of anti-trafficking projects in FY 2006. USAID's Capable Partners Program, which helps to strengthen the technical capabilities and sustainability of NGOs, trained 25 NGO representatives from India and Bangladesh in evaluation techniques. USAID also completed an evaluation of anti-trafficking

projects in Albania, analyzed lessons learned from anti-trafficking activities in Indonesia, and assessed the results from an anti-trafficking grant in Cambodia. In 2007, USAID will conduct a retrospective desk study of all anti-trafficking activities funded in Africa from FY 2003 to FY 2006 to identify best practices for use in future programming.

C. Multilateral Affairs

G/TIP increased its engagement in the multilateral arena in FY 2006. For example, G/TIP participated in a NATO seminar titled “Implementing the NATO Policy on Combating Trafficking in Human Beings” in Stockholm, Sweden in November 2005. A key recommendation from that seminar was the appointment of a senior coordinator to oversee implementation of NATO’s anti-trafficking efforts, which was subsequently adopted by NATO member-states in November 2006. In July 2006, G/TIP and the U.S. Global AIDS Coordinator’s Office participated in a UN meeting titled “Global Technical Consultation on HIV and Sex Work” in order to advocate the U.S. Government’s policy on trafficking in persons and its HIV/AIDS prevention and intervention programs. G/TIP was actively involved in working with the U.S. mission and other SPOG agencies to ensure a successful outcome of the first Organization of American States (OAS), hemispheric conference on trafficking in persons. The recommendations emanating from this conference served as a blueprint for governments in the region in their effort to effectively combat human trafficking. Finally, G/TIP reviewed the UN’s progress to institute important reforms to prevent peacekeeping personnel from engaging in sexual exploitation and abuse of women and children during UN missions, the status of which were included for the first time in the 2006 Trafficking in Persons Report. G/TIP met with the head of the UN’s Department of Peacekeeping Operations to underscore the U.S. Government’s desire to see military and civilian peacekeepers held accountable for any misconduct related to trafficking, sexual exploitation, and abuse while on mission.

VI. **Training and Outreach**

A. Domestic Law Enforcement Training

1. Department of Justice

a. Office of Justice Programs

OJP organized the Department of Justice’s second National Conference on Human Trafficking in New Orleans, LA, from October 3-5, 2006. Participants included officials from throughout the U.S. Government and more than 600 individuals from law enforcement, NGOs, and academia. 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 ways to enhance the response to trafficking victims’ needs. The Attorney General addressed the conference and announced additional funding through OJP totaling nearly \$8 million for law enforcement agencies and service organizations to identify and assist victims of human trafficking and to apprehend and prosecute those engaged in trafficking offenses. The funds were used to create the ten new trafficking task forces discussed above.

b. Bureau of Justice Assistance

Since 2005, BJA has collaborated with the Office of Community Oriented Policing Services (COPS) to fund the training of 113 law enforcement trainers by COPS through its Regional Community Policing Institutes (RCPI). By the end of Calendar Year 2006 (the BJA reporting period), those RCPI trainers had trained 3,359 law enforcement and other governmental and non-governmental organizations in the BJA “Human Trafficking in the U.S.-Promoting Awareness” curriculum.

In 2006, BJA awarded a grant to the Institute for Intergovernmental Research (IIR) to develop and enhance training resources to aid law enforcement, prosecution personnel, and service providers in addressing human trafficking. This enhancement will include a review of the curriculum developed in 2004 and early 2005, adding recent legislative changes as well as translating the curriculum to International Spanish. IIR will also coordinate the development of an additional Civil Law component to the Human Trafficking in the U.S. curriculum that will address nuances that impact human trafficking investigations and prosecutions in the judicial system of Latin America. Finally, IIR will identify and develop additional training aids that will address areas of special interest—from investigation, to prosecution, to victim services.

c. Civil Rights Division

During FY 2006, attorneys in the Civil Rights Division at DOJ spoke over 107 times at public events or training sessions on the issue of TIP. This included well over 50 presentations to federal, state, and local law enforcement officers; 31 presentations to international audiences; and 14 educational presentations.

In September 2006, the Civil Rights Division teamed with the BJA to present nationwide televised broadcasts on the Justice Television Network (JTN), an interactive distance-learning tool. The live broadcasts, which are available for subsequent viewing, provide a forum to allow task forces to share best practices and learn from one another. The initial session included a legal overview of human trafficking statutes; a review of evolving strategies for detecting and responding to trafficking crimes; a panel discussion involving Houston’s highly productive anti-trafficking task force; and guidance from OJP on the logistics of securing task force funding and operating a task force. The program also afforded an opportunity for the hundreds of participants to pose questions to the training panel during or before the program. A participating NGO subsequently developed a list-serve to further enable task force members to communicate with one another. Following the training, two human trafficking cases were initiated in districts that had never filed a human trafficking case.

d. Criminal Division, Child Exploitation and Obscenity Section

In July 2006, CEOS conducted its annual Advanced Child Exploitation Course for federal prosecutors and agents at the National Advocacy Center. In addition to covering topics relevant to the investigation and prosecution of child exploitation crimes involving the Internet, the course included training on the Innocence Lost National Initiative. Further, in conjunction with the Innocence Lost National Initiative, CEOS partnered with both the FBI and NCMEC to develop an intensive week-long training seminar, held at and sponsored by NCMEC, solely dedicated to the investigation and prosecution of cases involving children exploited in

prostitution. The ongoing program brings state and federal law enforcement agencies, prosecutors, and social service providers to NCMEC where the group is trained together. Although the pilot training program occurred during 2003, there have been 11 more training programs—four in 2004, three in 2005, and four in 2006. Approximately 600 key personnel had been trained by the end of 2006.

CEOS also provides numerous 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 also periodically prepares an issue of the United States Attorneys' Bulletin focusing on child sexual exploitation. Three of the eight articles in the November 2006 United States Attorneys' Bulletin, all drafted by CEOS attorneys, directly focused on child sex trafficking: "Establishing Federal Jurisdiction in Child Prostitution and Sex Tourism Cases," "Obtaining Foreign Evidence in Child Sex Tourism Cases," and "Providing Victim-Centered Services to Prostituted Youth." Additionally, one quarterly newsletter article included a summary of *United States v. Clark*, 435 F.3d 1100 (9th Cir. 2006). In that case, the U.S. Court of Appeals for the Ninth Circuit upheld the constitutionality of 18 U.S.C. § 2423(c), which makes it a crime for a U.S. citizen to travel in foreign commerce and engage in illicit sexual conduct with a minor. The court held that the statute does not exceed Congress's power to regulate foreign commerce or violate the Due Process Clause.

2. Department of Defense

DOD created a general awareness TIP training module that is mandatory for all military members and civilian employees. This training is also available for DOD contractors to use as a tool to develop their own training for their employees. Leadership and law enforcement modules are under development. The overall goal of the training is to change attitudes about the sex exploitation industry and forced labor. It also aims to educate DOD personnel and contractors on the criminality and human rights consequences of trafficking in persons.

3. Department of Homeland Security

a. Immigration and Customs Enforcement

ICE continues to focus on its statutory responsibility to train its own agents by mandating completion of a human trafficking course developed as part of ICE's Virtual University. The course was created to target various job roles within ICE that may be exposed to human trafficking. In addition to background information about the TVPA, the course has separate sections for investigators, victim-witness coordinators, deportation officers and detention and enforcement officers. In FY 2006, 5,555 individuals from the Office of Investigations, Office of Detention and Removal Operations, and the Federal Protective Service successfully completed the course.

In FY 2006, ICE conducted frequent trafficking in persons training for law enforcement officials, consular officials, prosecutors, and social service providers, and participated in and gave presentations at a number of TIP conferences and workshops. ICE domestic field offices conducted local outreach efforts to over 330 domestic law enforcement offices.

b. Customs and Border Protection

In FY 2006, CBP continued to provide training to all incoming CBP law enforcement personnel regarding how to identify and respond to cases of human trafficking. The training teaches CBP law enforcement personnel how to identify victims and perpetrators of human trafficking and provides information about the T non-immigrant visa classification available to allow victims of human trafficking to remain in the United States to facilitate prosecution of human traffickers. It also serves to protect the victims from extreme hardships they may experience if removed from the United States.

c. 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 non-immigrant status adjudicators, asylum officers, and immigration information officers all received in-person instruction on victim identification through a series of training courses involving USCIS personnel, as well as federal law enforcement officials.

In FY 2006, 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 non-immigrant status, training regarding human trafficking, and continued presence. Examples of training sessions in which USCIS participated include presentations at the DHS Seminar for victim-witness coordinators, the American Immigration Lawyers Annual Conference on Immigration Law, and the National Network to End Violence Against Immigrant Women Capacity Building Summits.

Furthermore, USCIS provided advanced training for its T non-immigrant status adjudicators. The training covered substantive training on human trafficking, T non-immigrant status eligibility requirements and waivers of inadmissibility, as well as training on the psychological dynamics of trafficking, trafficking prosecutions, and cultural awareness.

4. Human Smuggling and Trafficking Center

In FY 2006, the HSTC conducted frequent trafficking in persons training to law enforcement officials, prosecutors, and social service providers, participating in and giving presentations at a number of TIP conferences and workshops. These included a plenary presentation at the Department of Justice National Human Trafficking Conference held in New Orleans, Louisiana. The HSTC also participated in human trafficking training of federal, state, and local prosecutors at the Department of Justice National Advocacy Center (NAC) in Columbia, South Carolina. Additionally, during 2006, the HSTC taught a monthly consular fraud prevention manager course as part of the regular curriculum at the State Department National Foreign Affairs Training Center. Consular officials are taught how to recognize indicators of trafficking in persons and what government resources are available to assist in investigations and prosecutions.

The HSTC updated its anti-trafficking guide on differentiating between smuggling and trafficking, which has been adopted by numerous U.S. and foreign law enforcement agencies as a training resource. The HSTC Chief Counsel also drafted a paper on human trafficking enforcement tools in the United States that was published in the Tulane Journal of International and Comparative Law in the spring of 2006.

5. Department of Education

The Office of Safe and Drug-Free Schools within the Department of Education (DOE) organized a presentation on TIP at a meeting with chief school security officials and state school safety center directors in October 2006 in Chicago. The forum provided an opportunity to reach school security/safety officials from 36 large urban school districts and school safety center directors from 14 states on the issue of TIP awareness and domestic child sex trafficking.

B. International Law Enforcement Outreach and Training

1. Department of Justice

a. Civil Rights Division

The Civil Rights Division continued to provide training and technical assistance to foreign officials both here and abroad and to collaborate with foreign governments to locate and prosecute human traffickers. Building relationships with foreign officials is critical to DOJ's anti-trafficking efforts, and experienced trafficking personnel regularly participate in training and strategy sessions involving key officials from foreign governments. In FY 2006, Civil Rights Division personnel met with officials from Azerbaijan, Bhutan, Brazil, Bulgaria, China, India, Indonesia, Kazakhstan, Mexico, Netherlands, Poland, Russia, Saudi Arabia, Thailand, Turkmenistan, the United Kingdom, Venezuela, and the Organization of American States.

In addition to these efforts, Civil Rights Division personnel traveled abroad to meet with key anti-trafficking officials from foreign governments, including lawmakers, judges, mid-level managers responsible for policy implementation, prosecuting attorneys, and investigators, as well as NGOs. These efforts involved both training sessions and the exchange of information on effective law enforcement anti-trafficking tactics. In 2006, Civil Rights Division personnel participated in training missions to Georgia, Norway, Russia, the Czech Republic, and Ukraine. The Civil Rights Division also continued to detail one of its senior prosecutors to Colombia to assist that country with its efforts to combat human trafficking. Of note, as a result of training efforts conducted by a DOJ prosecutor based in Russia and aided by an NGO there that works closely with U.S. officials, a trafficking victim was rescued in Florida and the perpetrator was charged and convicted.

As part of the President's \$50 Million Trafficking in Persons Initiative (discussed in Section VII below), DOJ continued to provide assistance to Mexico, which signed a Letter of Agreement with the United States to facilitate the exchange of intelligence and produce collaborative efforts to combat trafficking among Central America, Mexico, and the United States. Civil Rights Division prosecutors made numerous trips throughout the country to meet with both government and non-government agencies.

b. Office of Overseas Prosecutorial Development, Assistance and Training (OPDAT) and the International Criminal Investigative Training Assistance Program (ICITAP)

OPDAT draws on 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 U.S. by preparing foreign counterparts to cooperate more fully and effectively with the U.S. in combating terrorism and transnational crime, such as human trafficking, through encouraging legislative and justice sector reform in countries with inadequate laws; improving the skills of foreign prosecutors and judges; and promoting the rule of law and regard for human rights.

OPDAT assistance includes training and developmental projects with overseas law enforcement officials geared to strengthening our international partners' capabilities to prevent transnational trafficking; protecting victim witnesses and thereby encouraging their participation in investigations and prosecutions; and effectively investigating and prosecuting 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 in the United States. OPDAT continues to conduct legislative reform and drafting in the area of TIP to ensure that TIP law is victim-assistance-centered and compliant with the Palermo Protocol of UN Organized Crime Convention. OPDAT regularly calls upon the expertise of DOJ attorneys from the Civil Rights Division, CEOS, and the USAOs in both the design and execution of anti-TIP technical assistance and training programs overseas. When appropriate, OPDAT collaborates on TIP programs with ICITAP.

In FY 2006, OPDAT conducted 56 anti-TIP programs involving 21 countries: Albania, Armenia, Azerbaijan, Bangladesh, Bosnia-Herzegovina, Bulgaria, Czech Republic, El Salvador, Georgia, Indonesia, Kazakhstan, Kosovo, Latvia, Macedonia, Moldova, Nigeria, Romania, Russia, Suriname, Ukraine, and Zambia.

ICITAP is involved in both training and outreach programs for foreign law enforcement officials on methods to combat TIP. ICITAP activities focus on the development of police forces and the improvement of capabilities of existing police forces in emerging democracies. During FY 2006, ICITAP operated TIP programs throughout the world.

Highlights of the OPDAT and ICITAP programs include the following:

- In FY 2006, OPDAT joined efforts with CEOS to bring Russia into compliance with international child pornography legislative norms and to increase Russian law enforcement efforts against these crimes. As much as one half of the child pornography circulating in the U.S. originates in the Former Soviet Union. Substantial progress has been made in these regards, including the agreement of the Russian MVD (Interior Ministry) to participate in the FBI's Innocent Images Global Task Force, a multinational law enforcement task force set up to facilitate investigations into child pornography. The critical next step will be to obtain support from the Russian Presidential Administration.
- OPDAT and ICITAP conducted a joint program in Lake Ohrid, Macedonia, on identification of and assistance to victims of human trafficking for 40 border police from Bulgaria,

Albania, and Macedonia. Topics included an overview of trends, patterns, and migration routes of trafficking; interviewing techniques; and improving cooperation between law enforcement and NGOs. The main purpose of the program was to encourage cooperation among the border patrol services of the three countries.

- OPDAT and ICITAP received almost \$1.5 million in funding to work together in Tanzania to provide technical assistance and training to rank-and-file police members, police investigators, police prosecutors, forensic personnel, victim service providers, and judges in Dar es Salaam, Iringa, and Mwanza over a two-year period.
- In Albania, ICITAP's Organized Crime and Anti-trafficking Project focused on trafficking investigations, prevention by law enforcement of illegal trafficking, and logistical support and electronic equipment. ICITAP-Albania's Anti-trafficking/Integrated Border Management Program focused on port personnel, staffing, and equipment; anti-trafficking training and center development; and canine units and training.

2. Department of Homeland Security

One of ICE's most important international training activities is its participation in the International Law Enforcement Academies (ILEA) in Bangkok, Budapest, and Latin America. ICE developed the human trafficking training modules that are part of the permanent curricula at those academies. ICE staff provided nine human trafficking training sessions at the ILEAs for 429 law enforcement personnel from 43 countries. Human trafficking training modules include: (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. The ICE Cyber Crimes Center also participated in ILEA training by conducting child sex tourism investigations training classes at the ILEA in Bangkok, Thailand and Budapest, Hungary. ICE Cyber Crimes Center staff provided information to foreign law enforcement officers and agents about the provisions of the PROTECT Act of 2003 relating to U.S. citizens traveling abroad to sexually exploit children.

Additionally, ICE participated in a united global campaign against child predators as a board member and the primary U.S. law enforcement representative to the Virtual Global Taskforce (VGT), an integrated network of law enforcement agencies from different nations created to combat online child abuse. Law enforcement officials, NGOs, and private industry representatives from around the world share strategies to reduce online child abuse. Created in 2003, the VGT is a law enforcement network comprised of the Australian High-Tech Crime Centre, the United Kingdom Child Exploitation and Online Protection Center, Canada's Royal Canadian Mounted Police, ICE, and Interpol, which aims to implement a 24/7 online presence by law enforcement to combat child exploitation.

Furthermore, in FY 2006, ICE's International Visitors Program conducted 50 briefings for 227 foreign government officials and NGO representatives from 58 countries. Briefings included topics like human trafficking investigative strategies, immigration relief and victim service provision for trafficking victims in the United States, interagency coordination on cases, and ICE's Victim Witness Assistance Program.

ICE is also actively engaged in assisting the Government of Mexico with increasing law enforcement capacity to combat trafficking in persons. Funding for ICE's two-year 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's Policia Federal Preventiva (PFP) to set up law enforcement units focused on human trafficking and to provide investigative assistance to these units. By the end of FY 2006, two of these units had actively investigated human trafficking cases. ICE deployed a Digital Forensics Agent to Mexico City to conduct an assessment of Mexico's Cyber Crimes unit. The Government of Mexico plans to use the results of the assessment to help enhance its efforts to investigate child sex tourism cases.

In FY 2006, ICE provided training on TIP investigations to 360 PFP officers, trained 90 Mexican immigration officers and participated in a TIP conference in Chiapas that included 200 representatives from Mexican federal, state and local government.

Finally, as part of the continuing efforts to enhance investigative capability to target human traffickers globally, ICE developed a Trafficking in Persons Strategy (ICE TIPS) through which ICE will attack criminal organizations and individuals engaged in trafficking in persons. ICE TIPS emphasizes outreach and education on ICE's role in trafficking investigations and ability to issue CP, collaboration with other law enforcement entities and nongovernmental service providers including task force participation, and performance evaluation to focus and refine ICE's efforts.

3. Human Smuggling and Trafficking Center

In its efforts to encourage cross-border cooperation among nations dealing with the crime of human trafficking, the HSTC developed relationships with and educated foreign law enforcement officials, prosecutors, and intelligence agencies on the best practices of trafficking investigation and prosecution. In FY 2006, the HSTC participated in numerous international conferences and outreach programs, and regularly conducted training of foreign officials. Some of the Center's efforts in international law enforcement trafficking training in FY 2006 included presentations at: the United Nations Transnational Organized Crime Conference of the Parties; the Bilateral Law Enforcement Task Force on Human Trafficking in St. Petersburg, Russia; the United Nations Office on Drugs and Crime (UNODC) Conference of the Parties to the United Nations Convention against Transnational Organized Crime; the Pacific Rim Conference; the US-Canada-EU False Documents Meeting and the Centre for Information, Discussion and Exchange on the Crossing of Frontiers and Immigration (CIREFI) Illegal Immigration Meeting; and the Department of State Fraud Prevention Conference.

In addition, the HSTC conducted TIP training for the Australian Federal Police and for INTERPOL, and met with representatives of Saudi Arabian ministries to set up training sessions of best practices for stopping human trafficking. As part of its day to day operations, the HSTC has also worked with foreign governments on improving their information sharing and means to foster collective investigations through the Canadian Border Services Agency, INTERPOL, EUROPOL, and Frontex. The HSTC joined the INTERPOL Working Group on Trafficking in Women for Sexual Exploitation and became INTERPOL's POC in the United States on trafficking matters.

4. Department of State

With support from PRM, 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 French. The modules trainings were developed through a participatory, field-based approach involving IOM missions around the world. Topics include: information campaigns; return and reintegration; capacity-building; cooperation and networking; victim identification and interviewing techniques; direct assistance; and children. These training modules have been utilized in counter-trafficking trainings around the world, including in Central and South America, Southern and Western Africa, Southeast Asia, and the Caribbean.

C. Outreach to Non-Governmental Organizations

The U.S. Government collaborates routinely with NGOs that provide victims with direct services and who have been instrumental in helping to identify trafficking cases and victims. Outreach activities include presentations to corporate associations, academic groups, and local agencies. Outreach addresses multi-jurisdictional issues, collaborative activities, and problems of distinguishing between trafficking in persons and migrant smuggling. The following paragraphs provide examples of the U.S. Government’s efforts to train NGOs in FY 2006.

- The Civil Rights Division conducted significant outreach and training of NGOs. Civil Rights Division staff spoke at over 100 conferences, most of which contained NGO participants, and presented at NGO sponsored events such as the Freedom Network National Conference.
- Throughout FY 2006, G/TIP organized NGO briefings for Washington-based NGOs by the Office Director. In calendar year 2006, G/TIP conducted five community NGO round-tables on U.S. Government efforts to combat TIP; a pre-briefing to solicit information for the 2006 TIP Report; a post-TIP Report briefing; a roundtable discussion with author and Canadian journalist Victor Malarek; and a Public Health/TIP forum with the first AIDS hospice in Nepal, the Peace Rehabilitation Center.
- In FY 2005 and 2006, ICE international field offices developed relationships with at least 43 NGOs and International Organizations (IOs) working on human trafficking issues in more than 20 countries. ICE also participated in and provided training at domestic conferences and seminars that included large numbers of NGO attendees. ICE domestic field offices conducted local outreach efforts to over 120 NGOs in FY 2006.
- ICE issued a guidance memorandum to all domestic and international field offices regarding ICE TIPS. Domestic and international field offices were mandated to aggressively conduct outreach and provide training to educate federal, state, local and foreign law enforcement agencies and NGOs regarding: (1) ICE’s expertise and role in human trafficking investigations; (2) the provision of Continued Presence; and to (3) emphasize the victim-centered approach that is based on identifying and rescuing victims of trafficking. In FY

2007, ICE will conduct local and regional training to ensure ICE agents and participating stakeholders are aware of the distinctions between human smuggling and trafficking as well as how to recognize trafficking indicators. Training emphasis will focus on conducting proactive trafficking investigations that are global in scope as well as the identification, seizure, and forfeiture of criminal proceeds and assets. International outreach efforts will focus on awareness and initiatives to increase the host governments' efforts to combat human trafficking at source and transit countries. ICE will conduct a "Train the Trainer" seminar to ICE representatives who will conduct local and regional training. Laminated, wallet-size cards have been produced in English, Spanish, Chinese, French, and Russian as part of the outreach material identifying the differences between human smuggling and human trafficking. The cards also teach red flag indicators for human trafficking.

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

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

FY 2006 encompassed the third year of the HHS public awareness campaign, Rescue & Restore Victims of Human Trafficking. The campaign strives to help communities identify and serve more victims of trafficking so that every individual forced, coerced, or fraudulently induced into exploitative work will have the courage and support to come forward and receive the full protection and benefits offered by the TVPA. The third year of the campaign built upon the previous year's efforts to target intermediaries—those persons or entities who are most likely to come into contact with victims including local law enforcement officials, social service providers, ethnic organizations, juvenile court officials, educational organizations, and legal assistance organizations. It also targeted institutional partners and the general public.

a. Public Awareness Material

HHS continued to distribute a variety of Rescue & Restore public awareness materials including posters, brochures, fact sheets, and cards with tips on identifying victims. The materials were available in English, Polish, Russian, Spanish, and Chinese. HHS also distributed posters in Korean, Indonesian, Thai, and Vietnamese. These materials can be viewed on the HHS website, www.acf.hh.gov/trafficking, and ordered at no cost.

To further increase the effectiveness of the Rescue & Restore website, www.rescueandrestore.org, ORR contractor Lockheed Martin Aspen Systems enhanced the website's capability to include the addition of email services in English, Spanish, Chinese, Polish and Russian. The posting of Frequently Asked Questions on the HHS website is now available in English and Spanish.

b. Media Outreach

Media outreach in FY 2006 included pitching and responding to key national media requests, monitoring the news daily, and when appropriate, following up with reporters to encourage additional stories. HHS wrote opinion editorials and placed letters to the editor in response to key stories. Regular radio interviews of Dr. Wade Horn, then-Assistant Secretary for Children and Families, were also encouraged. HHS further developed its partnership with

the Ricky Martin Foundation to raise awareness among both English-speaking and Spanish-speaking audiences on the issue of human trafficking. FY 2006 concluded with a high-profile press conference to open the HHS Conference on Survivors of Sex Trafficking, held September 28, 2006. The press conference featured survivors of sex trafficking, Dr. Horn, Congresswoman Deborah Pryce, and Ambassador John Miller who then served as Director of the DOS's G/TIP Office. The conference, attended by over 100 individuals involved in anti-trafficking efforts, highlighted the needs of victims and the services provided by HHS.

c. Information and Referral Hotline

A key component of the campaign is the 24/7 toll-free Trafficking Information and Referral hotline, which will be renamed the Human Trafficking Resource Center in FY 2007. The hotline provides service referrals to potential trafficking victims, educates callers about Rescue & Restore campaign materials, directs non-trafficking related questions to relevant federal and local agencies, and takes reports on possible trafficking cases to forward to the Civil Rights Division. The hotline is staffed by approximately 13 bilingual crisis workers of Covenant House, New York, which is a sub-contractor of Lockheed Martin Aspen Systems. All calls received in foreign languages other than English and Spanish are referred to the AT&T Language Line. The hotline took 2,670 calls in FY 2006, 20 percent of which were in languages other than English.

c. Developing Partnerships

In FY 2006, HHS awarded four new contracts to “intermediary” organizations to foster connections between the Rescue & Restore national campaign and local awareness building and service provision. The following contracts were awarded: Bilateral Safety Corridor Coalition, \$597,117; Civil Society, \$348,032; Immigrants Rights Advocacy Center, \$666,668; and Practical Strategies, \$172,266.

2. Street Outreach

While certifications mark a crucial step in the rescue and restoration of human trafficking victims, there are many more victims with whom HHS's NGO partners are in constant contact and for whom our partners provide crucial services. HHS street outreach grantees use a victim identification pipeline to track interactions with vulnerable persons. This tracking aids in chronicling the building of trust relationships, which often result in the certification of international trafficking victims and, in some cases, the prosecution of traffickers. It is also important to note that in street outreach work, HHS grantees do not discriminate based on nationality. Therefore, the numbers of prospective victims tracked in the pipeline include both U.S. citizens and non-U.S. citizens.

In FY 2006, the victim identification pipeline tracked victims included the following categories:

- Suspected: Per field research, the grantee suspects that a person may be a trafficking victim, but the agency has not yet made contact with the person.
- Prospective: The grantee has made contact with the person, is establishing a relationship or

trust with the person, is educating the person on trafficking, screening the person for victim status, and encouraging the prospective victim to pursue liberation.

- Investigation: The prospective victim has been liberated, the case has been referred to law enforcement, and the prospective victim is waiting for law enforcement to research the case.
- Active: Law enforcement has completed an investigation, and the pre-certified victim is receiving services and pursuing certification and/or applying for a T-visa.
- Certified: The victim has been certified and/or been awarded their T-visa.
- Disappeared/Terminated: The grantee saw the person through to xxx stage (suspected, prospective, contemplating, investigation or active), but the person terminated the process. (Explanation requested).

In FY 2006, more than 1,300 suspected victims of trafficking were identified through street outreach. Additionally, street outreach grantees provided training on identifying trafficking victims to local law enforcement agencies, community-based organizations, faith-based organizations, and health care providers.

3. Local Coalitions

HHS continues to work with anti-trafficking coalitions in 17 areas: 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. The coalitions consist of dedicated law enforcement personnel, social service providers, local government officials, health care professionals, and leaders of faith-based and ethnic organizations. 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 can receive the benefits and services for which they are eligible. Along with identifying and assisting victims, coalition members use the Rescue & Restore campaign messages to educate the general public about human trafficking.

HHS has focused its outreach efforts on public health organizations with activities including training, speaking engagements, and conferences. HHS trained social and health service workers in the Illinois Department of Human Services (DHS) domestic violence, homeless, youth, and immigrant and refugee services. It also disseminated outreach materials through 122 Family Community Resource Centers. HHS has also trained outreach workers, case managers, refugee health screening program site coordinators, and nine participating health departments through Illinois Public Health. Seven hundred Illinois Children and Family Services investigators received training from HHS using innovative, web-based technology. Additional HHS outreach opportunities have included speaking engagements with the Migrant Clinicians Network and the American Academy of Family Physicians. The Webcast on Human Trafficking was held in conjunction with HHS's Centers for Disease Control and Prevention (CDC).

E. 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 its annual Trafficking in Persons (TIP) Report in June 2006 and 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, child sex tourism, child soldiers, involuntary servitude, and corruption in order to demonstrate the United States' commitment to promoting effective change.

Media coverage of the release of the 2006 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 495 articles in over 315 media outlets and in 43 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, and Belize.

According to the most recent 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.
- Bolivia, Brazil, Indonesia, Israel, Taiwan, Peru, and Jamaica, were among ten countries moving up to Tier 2 from Tier 2 Watch List, based on significant new efforts. Belize moved up from Tier 3 to Tier 2 in one year.
- Foreign governments increased efforts to fight trafficking due in part to bilateral diplomatic engagement. For example, the Government of Brazil renewed commitments to confronting slave labor in the Amazon, and the Government of Indonesia enacted a sweeping counter-trafficking law providing protection for all victims including migrant laborers who are fraudulently recruited for overseas work but fall into trafficking traps.

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 2006, G/TIP made 25 presentations to over 256 visitors from over 50 countries. The visitors ranged from local law enforcement officials to anti-TIP coordinators to the German Bavarian State Minister of Justice.

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. During FY 2006, the PITF met on June 19, 2006. Six Cabinet members were in attendance, and 12 agencies were represented. At the meeting, the Task Force approved a unified policy document on combating HIV/AIDS and human trafficking in order to demonstrate the high priority of both issues. The PITF also focused on victim identification, research, and ways to potentially improve assistance and outreach to internally trafficked, U.S. citizen TIP victims.

The 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, DOD, USAID, the Office of the Director of National Intelligence, and the Office of Management and Budget. The National Security Council, the Office of the U.S. Global AIDS Coordinator, and the Department of Education also participate in the SPOG meetings.

In FY 2006, the SPOG met on November 17, February 16, May 18, and August 17. Through these meetings and throughout the year, the SPOG agencies shared information about programs and new initiatives and coordinated policy implementation. For example, the SPOG approved updated funding guidelines and fortified the SPOG program review procedures. The SPOG agencies coordinated the implementation of several new mandates authorized in the TVPRA 2005. 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.

In FY 2006, the SPOG also played a prominent role in identifying challenges and opportunities for interagency coordination. For example, the Chair strongly supported increased involvement of the Department of Education in the PITF and the SPOG to raise awareness and increase the identification of trafficking victims within the schools. Additionally, the SPOG Chair asked DOJ to lead a U.S. TIP Statistics Subcommittee to gather information on trafficking in persons in the United States. Four other SPOG Subcommittees on Research, Public Affairs, Grant Making, and Regulations continued to meet or teleconference regularly throughout the year.

During FY 2006, the SPOG agencies obligated the remainder of the President's \$50 Million Trafficking in Persons Initiative and continued to implement projects funded under the 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. Recommendations for Action

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 action:

- 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.
- 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.
- 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.

IX. Conclusion

As this Assessment illustrates, the U.S. Government is committed to fighting the dehumanizing form of modern-day slavery known as human trafficking. In his remarks on June 27, 2006, at Tel Aviv University in Israel, Attorney General Alberto Gonzales noted that “few people disagree that human trafficking is one of the world’s most depraved criminal practices. Yet these crimes happen more often than we would like to believe. The global community must renew its commitment to working together to take down trafficking rings and organizations that buy and sell human beings as slaves and commodities.”

The U.S. Government is doing its part as a leader in the global battle against trafficking in persons by ensuring that victims can easily gain access to critical services, continuing actionable research that will translate into more effective programs, enhancing international efforts to identify and prosecute cases of human trafficking, and forging partnerships with foreign governments and faith-based organizations to eliminate human trafficking around the world. The U.S. Government is equipped with many tools with which to engage the problem of human trafficking. The TVPA, instituted in 2000 and scheduled for renewal in 2007, provided a legislative framework from which the U.S. Government can provide crucial assistance to victims of human trafficking while bringing their oppressors to justice.

With consistent efforts to aid the victims of oppression and shed light trafficking in persons, the fight against human trafficking remains one the U.S. Government’s top priorities for ensuring justice in the United States and around the world.