



# United States Country Report on Anti-Trafficking Activities

The United States Government (USG) is undertaking wide-ranging activities, both domestically and internationally, to combat the scourge of human trafficking. The USG has begun aggressive implementation of a newly-adopted law, "The Trafficking Victims Protection Act of 2000", which combats human trafficking by addressing law enforcement and prosecution, victim protection, and prevention needs. In detailing the many activities currently undertaken by the USG, this paper is organized as follows:

1. Overview of the legislative framework of the USG's comprehensive anti-trafficking statute, including its establishment of the USG's equivalent of a national action plan;
2. Government coordination of the five federal agencies primarily responsible for implementation of the U.S. legislation;
3. Training of relevant state authorities;
4. Awareness-raising activities of all the federal agencies;
5. Research projects and media coverage;
6. Aid and development programs; and
7. Bilateral and multi-lateral agreements and activities.

## I. LEGAL FRAMEWORK AND NATIONAL ACTION PLAN

### **1. Overview of the Trafficking Victims Protection Act of 2000**

The *Trafficking Victims Protection Act of 2000* ("TVPA"), Pub. L. No. 106-386, (effective October 28, 2000) was enacted to combat trafficking, to ensure the just and effective punishment of traffickers and to protect victims. The TVPA added new federal crimes, strengthened pre-existing criminal penalties, afforded new protections to trafficking victims, and made available certain benefits and services to victims of severe forms of trafficking. The Act defines "severe forms of trafficking in persons" as: "(a) sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such act has not attained 18 years of age; or (b) the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery."

Whether or not an activity falls under the TVPA's definition of trafficking depends not only on the type of work victims are made to do, but also on the use of

force, fraud, or coercion to obtain or maintain that work. There is one exception, however: trafficking covers the use of minors (under age 18) for commercial sexual activity even if there is no force, fraud, or coercion.

Traffickers convicted of certain federal offenses under the TVPA and other statutes may receive prison sentences of up to twenty years for some offenses and up to life for others, they may be required to pay substantial fines, and must provide restitution to victims. They may also be subject to forfeiture of their property used in the commission of the crimes or obtained with proceeds from the criminal enterprise.

The Thirteenth Amendment to the U.S. Constitution outlaws slavery and involuntary servitude (holding another in service through force or threats of force), and provides a basis for criminal statutes. In addition to the trafficking offenses listed in the TVPA, there are other existing federal statutes that may be applicable in particular cases. These include the crimes of 1) human smuggling, 2) kidnapping, 3) transportation for prostitution or any criminal sexual activity (Mann Act), and 4) importation of aliens for unlawful activities, including prostitution, organized crime and racketeering, fraud and false statements, money laundering, and visa fraud.

Under the TVPA, federal criminal offenses that may apply to trafficking in persons include slavery and peonage, sex and labor trafficking in children and adults, and the unlawful confiscation of a victim's documents. The law applies to victims physically present in the United States, American Samoa, or the Commonwealth of the North Mariana Islands, or at a port of entry thereto on account of having been trafficked. The TVPA also establishes new tools and resources to combat trafficking in persons, including an array of services and protections for victims of severe forms of trafficking. With this comprehensive approach to the problem, the TVPA created significant mandates for several federal government agencies, including the Departments of State, Justice, Labor, Health and Human Services and the U.S. Agency for International Development.

## **2. Victim Services and Protection**

A federal regulation implementing section 107(c) of the TVPA went into effect on August 23, 2001. It establishes overall implementation procedures and assigns responsibilities for the Departments of State (DOS) and Justice (DOJ) to identify and protect victims of severe forms of trafficking in persons. Specifically it addresses: the identification and protection of victims of severe form of trafficking in persons; access to information and translation services for these victims; legal mechanisms for allowing victims of severe forms of trafficking in persons, who are potential witnesses, continued presence in the United States as well as the right to work; and development of appropriate training by DOS and DOJ.

Section 107 (b) (2) of the TVPA authorizes the Attorney General to make grants to States, Indian tribes, units of local government, and nonprofit, nongovernmental victims' service organizations to develop, expand, or strengthen victim service programs for victims of trafficking. In fiscal year 2002, Congress appropriated 10 million dollars for this new grant program and is administered by the DOJ's Office for Victims of Crime.

### 3. Immigration Relief Possibilities for Qualifying Victims of Severe Forms of Trafficking in Persons

Victims of severe forms of trafficking in persons may be eligible for some types of immigration relief. Availability of relief will be determined by the individual circumstances surrounding the victimization and the specific eligibility requirements of the type of relief sought. While other immigration relief exists for qualifying aliens in the United States, the following options relate specifically to victims of severe forms of trafficking in persons.

- *Continued Presence:* In order to effectuate the prosecution of traffickers, eligible victims who lack legal immigration status but who are potential trafficking witnesses may receive temporary immigration relief under the continued presence provisions of Section 107(c) of the TVPA. Only a federal law enforcement agency may petition the Immigration and Naturalization Service (INS) for continued presence. INS has the discretion to utilize one of several statutory and administrative mechanisms to authorize the continued presence of victims of severe forms of trafficking. Some of the mechanisms available to the INS for this purpose include parole, stay of removal, and deferred action.

- *T Status:* The TVPA created a new non-immigrant category for victims of a severe form of trafficking. To establish eligibility for “T status” a victim of a severe form of trafficking must demonstrate that he or she has complied with any reasonable requests for assistance in a federal investigation or prosecution of acts of trafficking, is physically present in the United States, American Samoa, or the Commonwealth of the North Mariana Islands, or at a port of entry thereto on account of such trafficking, and would suffer extreme hardship involving unusual and severe harm upon removal. Minors under the age of 15 are not required to comply with requests for assistance in the investigation or prosecution in order to be eligible.

- *U Status:* Non-immigrant “U status” may be available to aliens who have suffered substantial physical or mental abuse as a result of victimization of certain crimes designated by the Violence Against Women Act of 2000 - including trafficking - that violate the laws of the United States, or occurred in the United States (including in Indian territory and military installations) or localities under U.S. jurisdiction. Certain additional other criteria must be met for eligibility.

- Recipients of both the T and U statuses are eligible for employment authorization and may be eligible after three years to adjust their status to that of lawful permanent resident in accordance with federal law and INS regulations. By statute, up to 5,000 T and 10,000 U statuses may be issued to victims annually. Eventually recipients may be eligible to adjust status to that of lawful permanent resident.

*Note:* Pertinent information on the T status can be accessed by going to the Department of Justice's website at <http://www.ins.usdoj.gov>. Click on the Immigration and Naturalization Service to access: forms and instructions (I-914); the regulation, including a description of eligibility, the application process, its duration (three years), the possibility of recipients to adjust to permanent resident status at the end of the 3 years; and a fact sheet. The form can be found at:

<http://www.ins.usdoj.gov/graphics/formsfee/forms/i-914.htm>. The law and regulations can be found at <http://www.ins.usdoj.gov/graphics/lawenfor/interiorenf/antitraf.htm#law>.

#### **4. National Action Plan**

The TVPA establishes the U.S. Government's framework for inter-agency cooperation and the responsibilities of the DOS, DOJ, Department of Health and Human Services (HHS), the INS, the United States Agency for International Development (USAID) as well as other offices and agencies. It also allocated funds to be used for victim assistance. As such, the national framework for action is written into the TVPA. The following section explains the U.S. federal government coordination in detail.

## **II. GOVERNMENT COORDINATION**

The USG has created several interagency structures to ensure it has efficient and effective coordination in combating trafficking and implementing the TVPA.

### **1. President's Interagency Task Force to Monitor and Combat Trafficking**

Pursuant to the TVPA, President Bush established the President's Interagency Task Force to Monitor and Combat Trafficking in Persons. This Task Force is chaired by the Secretary of State and is made up of Attorney General, the Secretary of Labor, the Secretary of Health and Human Services, the Director of Central Intelligence, the Director of the National Security Council, the Director of the Office of Management and Budget, the Administrator of the U.S. Agency for International Development, and other officials as designated by the President. The Task Force's responsibilities include overseeing the development of strategy, planning and implementation of domestic and international policies to combat trafficking in persons. Secretary of State Colin Powell chaired the first meeting of the Task Force in February 2002.

### **2. Senior Policy Advisor Group**

Created by the President's Interagency Task Force to Monitor and Combat Trafficking, this interagency group of senior level policy-makers assists the Task Force in overseeing the implementation of the TVPA, coordinating USG actions and programs, and providing policy oversight.

### **4. The Department of State's Office to Monitor and Combat Trafficking in Persons**

As authorized by the Act, the Department of State established the Office to Monitor and Combat Trafficking in Persons (TIP Office) in October 2001. The TIP Office leads the development and implementation of U.S. international policy and engagement on trafficking in persons and provides assistance to the Task Force. It prepares reports and analyses on trafficking, including the annual Trafficking in Persons Report. This global report provides the TIP Office with a particularly effective tool to raise awareness of the international trafficking phenomenon, and to begin widespread dialogue on the issue. The TIP Office also coordinates international

programs to prevent trafficking and aid victims, and conducts outreach efforts to the public, non-governmental organizations (NGOs), international organizations (IOs), Congress, and the media. In addition, other federal agencies represented on the President's Interagency Task Force provide working level experts to the TIP Office in order to strengthen interagency coordination and assist with Task Force activities. More information about the TIP Office can be found on its website at [www.state.gov/g/tip](http://www.state.gov/g/tip).

### **3. Trafficking and Worker Exploitation Task Force (Co-Chaired by Departments of Labor and Justice)**

In addition to the Task Force and the Senior Policy Advisory Group, a Trafficking in Persons and Worker Exploitation Task Force meets to coordinate the investigation and prosecution of domestic trafficking cases. This working-level task force also supports a toll-free complaint line for trafficking victims and has produced brochures for law enforcement agents to give to victims. The DOJ plans to devote particular attention this year to developing regional task forces to investigate and prosecute trafficking cases.

## **III. TRAINING OF RELEVANT STATE AUTHORITIES**

All federal agencies charged with TVPA implementation are pursuing aggressive policies to prevent trafficking, to prosecute traffickers and to protect and assist victims domestically and internationally. The success of these policies depends on active training programs reaching working level personnel. These agencies have worked together to create informational brochures on trafficking for victims, NGOs and law enforcement personnel; to conduct training programs for U.S. Government officials; to issue regulations and establish guidelines regarding the protection and assistance for trafficking victims; and to fund anti-trafficking activities in the United States and throughout the world. (Please see section VI on Aid and Development Programs Abroad.) A chronicle of U.S. Government efforts to implement the Act is contained in the document "Overview of the Administration's Implementation of the Trafficking Victims Protection Act," which can be found on the TIP Office's website. In addition, some of these training programs are highlighted below.

### **1. Foreign Service and Consular Officers**

Through lectures at the National Foreign Affairs Training Center (NFATC), Department of State officials from the Office to Monitor and Combat Trafficking in Persons (TIP Office) regularly brief Foreign Service Officers, including Consular and Officers and Ambassadors, on trafficking in persons and visa fraud. This training provides them with substantive knowledge of the nature and scope of the problem; how to identify and assist victims; and how to work with host governments to improve their efforts to combat trafficking. The TIP Office also regularly meets with leadership and officers in bilateral policy offices on trafficking-related issues in their regions.

## **2. Civilian Police in International Missions**

The TIP Office conducts a one-day training for civilian police (Civpol) officers before they are posted in international policing missions. The training covers the trafficking phenomenon and the USG's zero tolerance policy for U.S. personnel involvement in trafficking and trafficking-related activities.

## **3. INS Personnel**

In general, INS conducts trainings on the issue of trafficking for new and advanced immigration officers, including Border Patrol agents, criminal investigators, inspectors, adjudicators, as well as district counsels, new and advanced attorneys, and asylum officers. Some programs are highlighted below:

- a. In January 2002, the INS together with the Department of Justice's Civil Rights Division and Office for Victims of Crime (OVC) conducted training for staff at its Vermont Service Center on the adjudication of T- status applications.
- b. INS Training created and distributed an internal training video for all INS personnel with an overview of INS duties and responsibilities under the TVPA.
- c. INS trains Victim-Witness Coordinators in each district and border patrol sector on the dynamics of trafficking, how to identify a trafficking victim, and benefits and services available to trafficking victims.
- d. The INS Office of International Affairs is creating a training film on "Trafficking of Women and Children" in coordination with the INS Training Academy.
- e. Through the INS Internet site, at <http://www.ins.usdoj.gov/graphics/lawenfor/interiorenf/antitraf.htm> and Intranet websites, the INS provides employees and the public with information, forms, and procedural guidance related to the provisions of the TVPA.

## **4. Training for Federal Prosecutors and Law Enforcement**

The DOJ has already conducted trainings and will continue to do so for the following audiences:

- a. Federal prosecutors, law enforcement agents, and victim-witness coordinators at the Department's National Advocacy Center (NAC);
- b. Staff in U.S. Attorneys' offices through the Justice Television Network, a satellite television network broadcast to these and other offices of the Department of Justice.

Training program topics have generally covered the following subject matter:

- a. The various responsibilities under the 107(c) regulation (codified at 28 C.F.R. part 1100), which imposes obligations on all federal law enforcement personnel to identify and protect victims of severe forms of human trafficking, and to provide victims with access to information and translation services.
- b. The criminal statutes under the TVPA and the related statutes in the U.S. Codes.
- c. Law enforcement investigative techniques related to trafficking.
- d. The multi-disciplinary and multi-pronged approaches used in trafficking cases.

#### **5. Training of Local Law Enforcement on Youth Exploitation**

The DOJ's Child Exploitation and Obscenity Section of the Criminal Division (CEOS) will collaborate with police departments and federal law enforcement to provide training on the trafficking of American youth for exploitation. For instance, CEOS will offer programs through two children's advocacy centers and police department's annual programs in Texas and Alabama.

#### **6. Directive to Department of Labor (DOL) Field Offices on Victim Services**

The DOL's Employment and Training Administration (ETA) sent a Directive to its field offices outlining the provisions of the TVPA allowing victims to receive job-training and other services without regard to their immigration status. The services provided at ETA One-Stop Career Centers, such as job search assistance, career counseling and occupational skills training, may be of significant value to trafficking victims.

#### **7. The Health and Human Service' Office of Refugee Resettlement Training Sessions**

The ORR is responsible for certifying victims and ensuring they receive their benefits. In order to inform ORR field staff and NGOs, ORR staff members have held numerous training sessions and seminars, reaching out to approximately 2,000 people since March 2001. These sessions focused on the problem of trafficking, the roles and responsibilities of the HHS within the law, the role of benefit-issuing offices in the HHS certification process, and the services available to certified/eligible trafficking victims.

### **IV. AWARENESS-RAISING ACTIVITIES**

In addition to the numerous overseas projects and assistance activities mentioned throughout this paper, the U.S. Government would like to highlight some specific awareness-raising efforts conducted from the United States and benefiting foreign and domestic victims.

#### **1. Enhancing awareness about the TVPA**

Enhancing awareness is a central tenet to the U.S. Government's approach to effectively protecting victims and combating trafficking. The TVPA is a relatively

new law and because it offers so many unprecedented rights to victims, including temporary legal status through the T and U statuses, all federal agencies involved in implementing the TVPA conduct outreach to NGOs, law enforcement agencies, legal organizations, student groups and media outlets.

## **2. Permanent Funding to the Federal Complaint Line**

To enhance outreach efforts, U.S. Attorney General Ashcroft announced permanent funding for DOJ's Trafficking in Persons and Worker Exploitation Task Force's toll-free complaint line. He also announced the creation of a community outreach program to bolster coordination with local community groups, victims' rights organizations, immigrants' rights organizations, shelters, and other interested groups.

## **3. Awareness-raising in foreign posts**

The Department of State created an informational brochure that is targeted to potential victims entitled "Be Smart, Be Safe." It describes the tactics criminal groups use to coerce and traffic women, the risks of trafficking, victims' rights in the United States, and how women can get help while in the United States. The brochure is currently available at 27 U.S. embassies in 24 different languages.

## **4. Comprehensive Information for NGOs**

In an interagency effort, the United States produced another brochure, this time for NGOs, entitled "Trafficking in Persons: A Guide for Nongovernmental Organizations." This brochure is available on the web at: <http://www.dol.gov/wb/media/reports/trafficking.htm>.

# **V. RESEARCH AND MEDIA COVERAGE**

## **1. Current and Ongoing Reports and Studies**

The United States places a high level of importance on trafficking research and information-collection. As such, the government has commissioned various studies by federal agencies, and has supported or commissioned other study projects to be carried out by academic and non-governmental organizations. Some of the ongoing and published research studies, both governmental and non-governmental, are listed below.

- a. *Trafficking in Persons Annual Report*: The TVPA directs the Department of State to prepare an annual global Trafficking in Persons Report (TIP Report) for Congress, as mentioned earlier in Section II. The first report was issued in July 2001, the second in June 2002. The report presents information gathered from 186 embassies and consulates, as well as nongovernmental organizations and press reports. It assesses the efforts of the governments of 89 countries



determined to have a significant number of victims of severe forms of trafficking. Leveraging the attention generated by its Trafficking in Persons Report, the State Department continuously engages with foreign government officials to promote cooperation and enhanced anti-trafficking campaigns, both regionally and on a per-country basis. Moreover, the report is used as a basis for potential sanctions for governments that are not meeting the TVPA's minimum standards for the elimination of trafficking. The Trafficking in Persons Annual Report can be accessed at [www.state.gov/g/tip](http://www.state.gov/g/tip).

- b. Human Rights Reports.* The Department of State continued to expand its reporting on trafficking in persons in the [2001 Country Reports on Human Rights Practices](#), a comprehensive annual report which is produced by the Bureau of Democracy, Human Rights, and Labor. The Human Rights Report contains additional information on all forms of trafficking in persons, with an emphasis on conditions into which victims are trafficked, as well as governmental efforts to assist victims and to protect their rights.
- c. Studies by the National Institute of Justice.* The National Institute of Justice (NIJ), the research and development branch of Department of Justice, has provided grants to study the following substantive areas related to trafficking in persons:

  - 1) The commercial sexual exploitation of children in the United States, Mexico and Canada;
  - 2) Sex trafficking of women in three regional U.S. cities and the links between international and domestic sex industries. The study follows the path of a trafficked woman from her point of entrance into a U.S. sex industry to her current status;
  - 3) Trafficking in women from Ukraine. This study developed a database regarding trafficking from Ukraine to various destinations throughout the world;
  - 4) A study of victim service providers that will provide three "snapshots" of how victim services agencies are coping with demands that may be placed on them by the special needs of trafficking victims;
  - 5) NIJ is also hosting a visiting scholar from Rutgers University who is conducting research that focuses on three particular dimensions of trafficking: the profitability of the trafficking business, the organization and structure of the criminal groups involved, and the process or modus operandi of trafficking.
- d. International Trafficking in Women to the United States: A Contemporary Manifestation of Slavery and Organized Crime.* This research project summarizes the findings of a State Department researcher who conducted an

independent study while on a one-year government fellowship. The report can be found on: [www.cia.gov/csi](http://www.cia.gov/csi) or <http://usinfo.state.gov/topical/global/traffic>.

- e. *The Protection Project*: Implemented through John's Hopkins University School of Advanced International Studies and commissioned by the U.S. government, this provides a database on U.S. and foreign national legislation protecting women and children from commercial sexual exploitation, as well as international treaties, conventions, bilateral and multi-lateral agreements and other regional legal and law enforcement efforts. The database includes comparative analysis of laws and penalties, situation reports on each country, maps illustrating documented trafficking cases and routes, case studies and victim testimonials

## **2. Media Coverage**

Because of the open media tradition in the U.S., the media report frequently on the human trafficking phenomenon, both internationally and domestically. There are several non-governmental trafficking-related distribution lists and websites which are widely distributed in the U.S., and the federal agencies maintain updated information on their websites regarding trafficking developments in their relevant service areas.

## **VI. AID AND DEVELOPMENT PROGRAMS**

The TVPA mandates the U.S. Government increase its activities against trafficking both internationally as well as domestically. As such, the U.S. sponsors numerous international programs which focus on prevention, protection of victims and prosecution of traffickers. Below is just a sampling of some of these international anti-trafficking programs.

### **1. Department of State Program Activities:**

- a. *Support for Non-governmental and International Organizations' (IO's) Activities*: The State Department is actively engaged in extensive cooperation with NGOs and IOs, given their invaluable practical experience in anti-trafficking activities. Such cooperative efforts include substantially increased funding for NGO and IO capacity-building, including strengthening the capacity of women's and anti-trafficking NGOs to assist victims. Programmatic emphasis targets women and children, the primary victims of both sexual and labor exploitation.

The types of State Department-funded programs include: economic development and education programs for both victims and victim prevention; establishment and renovation of shelters, crisis centers, and safe-houses; a wide range of victim assistance providing for their protection, reintegration and resettlement; technical assistance and training for government officials, including promoting sensitivity to the special needs of victims; the promotion of anti-trafficking awareness campaigns; and support for legal, medical and psychological services for victims provided by NGOs and IOs. One specific example of such assistance is through the

State Department Bureau of Population, Refugees and Migration which supports shelters for returning victims in Moldova, Ukraine, and Romania.

Another example is the State Department's Bureau of Educational and Cultural Affairs (ECA), which sponsors a variety of training and exchange programs for foreign participants who are working to combat trafficking in their respective countries. The ECA's Office of Citizen Exchanges is funding two training programs designed to educate and train media representatives in Southeastern Europe on trafficking issues. The ECA's Office of International Visitors also sponsors three-week US-based programs that address trafficking in persons. Some of the program topics have included: anti-terrorism and international crime issues; "Refugees and Trafficking"; and "Trafficking of Women and Children". Department of Justice attorneys in the Civil Rights and Criminal Divisions have frequently participated as experts in the international visitors programs, meeting with visiting law enforcement officials from various countries visiting the United States to discuss federal anti-trafficking initiatives, enforcement and prosecution.

- b. *Department of State's International Law Enforcement Trainings:* The State Department also provides funding for training and technical assistance programs to improve the capacity of criminal justice institutions in emerging democracies to address trafficking in persons as a transnational organized crime. The Department's implementing partners include the Department of Justice and IOs, such as the U.N. Center for Crime Prevention. In these programs, where appropriate, the USG encourages increased cooperation between NGO communities, law enforcement and the courts.. Below are some highlights of specific programs:
- 1) Resident Legal Advisor programs in Romania and Bulgaria also worked on developing effective anti-trafficking legislation, conducted informational and skills development workshops and will continue to work with host governments in the implementation of this legislation and in the area of task force development and prosecutorial skills development. DOS support, provided through UNDP, to the Center for the Prevention of Trafficking in Women in Moldova has been instrumental in allowing to the Center to operate and expand its activities into the provinces.
  - 2) In Russia, the Department is funding the creation of a U.S.-Russia Law Enforcement Task Force to Combat Trafficking in Persons. This funding will support the development of a network among relevant Russian law enforcement officials and NGOs, U.S. advisory services, and the procurement of equipment and relevant materials.

## **2. Department of Justice Activities**

The U.S. Department of Justice conducts numerous programs both in the U.S. and abroad, all of which stress: legal reforms such as legislation, investigative techniques, appropriate penalties for traffickers; protection of victims and witnesses; the benefits of multi-agency approaches to trafficking in persons; and outreach to NGOs.

- a. *Overseas Prosecutorial Development Assistance and Training*: Recent programs by this training unit include: 1) Technical assistance programs, with State Department funding, to establish anti-trafficking task forces, for example, in Bulgaria, Romania, Bosnia, Albania and Kosovo; 2) Anti-trafficking seminars, for example, in five Central Asian republics; 3) A series of anti-trafficking roundtables in Armenia; 4) Two programs on child exploitation in India and Sri Lanka.

Attorneys in both the Criminal Division and the Criminal Section of the Civil Rights Division participated in assistance and training in Poland, Bosnia-Herzegovina, Bulgaria, Kosovo, Macedonia, Romania, Greece, Thailand and former Soviet republics

- b. *International Collaboration*

- 1) In 2003, the U.S. Government is planning to bring together international government officials and NGO representatives for an international conference on combating sex trafficking. The conference will aim to increase dialogue with foreign government officials about sex trafficking and the responsibilities to combat it, foster government-NGO cooperation, and encourage the building of regional and international strategies.
- 2) The U.S. Government actively participated in the Second World Congress on Commercial Sexual Exploitation of Children. The eight-member U.S. delegation participated in workshops and meetings with representatives of other countries on strategies to address law enforcement, prosecution and victim services aspects. A review of U.S. government anti-child exploitation programs can be found at [www.usdoj.gov/criminal/ceos/internat](http://www.usdoj.gov/criminal/ceos/internat).
- 3) Attorneys in the Department of Justice also contributed to the drafting and negotiations for the Protocol on Trafficking for the United Nations Transnational Crime Convention.
- 4) Attorneys from the Child Exploitation and Obscenity Section of the Criminal Division participate on the Interpol Specialist group on exploitation of children.

- c. *Additional programs*: The Immigration and Naturalization Service (INS) conducts workshops overseas for immigration officials and border guards.

### **3. Department of Labor, Bureau of International Labor Affairs (ILAB) Activities**

- a. *Regional Economic Empowerment Initiatives for Women*: ILAB negotiated a cooperative agreement with the IREX, a nongovernmental organization, to conduct a two-year anti-trafficking project in Eastern Europe. Started in November 2001, this program aims to prevent the trafficking of women by creating viable economic alternatives for at-risk women in seven major cities.

- b. *Projects with the International Program on the Elimination of Child Labor.* ILAB has supported projects through the International Labor Organization's International Program on the Elimination of Child Labor (ILO-IPEC) to address child trafficking in 17 countries around the world. These projects rescue children from trafficking and exploitative work situations and provide them with rehabilitation services and educational opportunities. They also undertake efforts to prevent children from being trafficked in the first place.
- c. *Office of Foreign Relations International Technical Assistance:* ILAB's numerous technical assistance projects under the program objectives 'Improving Economic Opportunities and Social Safety Nets' and in 'Protecting the Basic Rights of Workers' combat trafficking in persons. Projects promote workforce development and employment creation, strengthen unemployment insurance and pension systems, develop reliable labor market information systems, and improve workplace safety and health. Other projects work with developing countries to establish basic labor protections so that workers everywhere can enjoy the fundamental principles and rights at work, including preventive measures to end child labor, forced labor, and discrimination.

### **3. United States Agency for International Development (USAID)**

USAID plays an important role within the USG anti-trafficking effort. USAID's mandate and expertise lie primarily in prevention of trafficking, and protection and assistance to victims. The Agency also addresses aspects of enforcement and prosecution through training, advocacy, administration of justice and anti-corruption programs. Policy dialogue with governments in transit and destination countries is an important element of the overall strategy.

The Agency's comparative advantage in addressing trafficking lies in its field missions and their experience with related development activities. A significant part of USAID's development assistance helps create conditions that reduce the vulnerability of women and children to traffickers, including: poverty reduction, girls' education, rule of law, equal rights and economic and political opportunities for women. These development activities in themselves are not sufficient to eliminate trafficking, but they provide an important platform of support and reinforcement for activities specifically targeted at the prevention of trafficking and protection for its victims.

USAID's anti-trafficking strategy emphasizes countries and regions where there is a significant level of severe forms of trafficking, particularly those that are included on the DOS's Annual Trafficking in Persons Report. At the heart of USAID's anti-trafficking efforts are partnerships with international, regional and local organizations including NGOs, Private Voluntary Organizations and faith-based organizations that are fighting trafficking and assisting the victims of prostitution, child labor, and other forms of slavery. Coordination with other parts of the USG and bilateral and multilateral donors is critical. In FY 2002, USAID field missions, regional bureaus and the Office of Women in Development (WID Office) are providing an estimated \$10 million for specifically-targeted anti-trafficking activities in over 30 countries.

## **VII. BILATERAL AND MULTI-LATERAL AGREEMENTS AND ACTIVITIES**

The United States ratified the Optional Protocol to the Convention on the Rights of the Child, and the Senate has given its advice and consent to ratification of the Protocol on the Sale of Children, Child Prostitution and Child Pornography. The United States

plans to deposit its instrument of ratification in the near future. The U.S. has ratified the International Labor Organization Convention # 182 on the Worst Forms of Child Labor. In addition the United States signed the United Nations Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention against Transnational Organized Crime (UN Protocol). The UN Protocol is intended to prevent and combat trafficking in persons, facilitate international cooperation against such trafficking and provide for criminal offences, control and cooperation measures against traffickers. The UN Protocol also provides some measures to protect and assist the victims. As a signatory, it is mandatory for the United States to cooperate with other States who ratify the Protocol. In addition, the United States cooperates with States that are not parties to the Protocol.

The United States cooperates with countries of origin, international organizations, NGOs, and the private sector to facilitate the return and reintegration of trafficking victims. The U.S. government coordinates with countries of origin to repatriate trafficked persons as victims rather than illegal migrants. The United States has worked with NGOs such as the International Organization for Migration (IOM) to ensure safe and dignified returns to the country of origin.