

REGIONAL PERSPECTIVES IN THE GLOBAL FIGHT AGAINST HUMAN TRAFFICKING

HEARING BEFORE THE COMMITTEE ON FOREIGN AFFAIRS HOUSE OF REPRESENTATIVES ONE HUNDRED THIRTEENTH CONGRESS FIRST SESSION

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REGIONAL PERSPECTIVES IN THE GLOBAL FIGHT AGAINST HUMAN TRAFFICKING

MONDAY, NOVEMBER 4, 2013

HOUSE OF REPRESENTATIVES,
COMMITTEE ON FOREIGN AFFAIRS,
Washington, DC.

The committee met, pursuant to notice, at 10:17 a.m., in the Titan Student Union Building, California State University-Fullerton, 800 North College Boulevard, Fullerton, California, Hon. Edward R. Royce (chairman of the committee) presiding.

Chairman ROYCE. This hearing will come to order. I am going to ask everyone, if you could find a seat and we will begin on our Human Trafficking Field Hearing.

Let me also say that we are pleased to be joined today by a number of organizations here in Orange County that have been very involved with a task force that I put together some time ago in order to try to bring organizations in the community together with law enforcement—some representation from the bench to try and come up with some solutions to the trafficking problems. This time we will just mention that we have some people in the audience, who will go nameless, who work with the Federal Bureau of Investigation, but we appreciate their good service.

But some of the others I am going to ask to stand for a minute and be recognized: Bob Smith with F.A.C.E.S.S.; Cheryl Pittluck from Vineyard Anaheim Human Trafficking Ministry; Chris Bauer, Saddleback Justice and Trafficking Initiative; Claude Arnold, Special Agent in Charge with ICE; Guido Hajenius with iEmpathize; Je'net Kreitner with Grandma's House of Hope; Joyce Capelle with Crittenton Services, Children and Families—been around since the 1880s helping girls; Kimberly Yim, San Clemente Abolitionists; Leigh Dundas with A21 Project; Linh Tran of the Orange County Human Trafficking Task Force; Marji Iacovetti, ZOE Children's Home; Paula Daniels, Forgotten Children; Chief Raul Quezada, Anaheim PD; Sandra Morgan, Global Center for Women and Justice; Sherri Harris from the Salvation Army—their network that works with human trafficking; and Stephanie Pollaro and Wendy Dailey, co-founders of International Sanctuary.

We thank them for their help on the legislation that we have authored. And I also thank my colleagues, who I am going to introduce in a minute, for their trip out here to California.

But we must thank California State University, my alma mater here, today as well for making this venue possible, and our acting ranking member, Congresswoman Karen Bass. Many of you know

that she is the former speaker here in the Assembly in California. She has been a leader on this issue.

[Applause.]

Chairman ROYCE. And we are working with her on this bipartisan legislation. We appreciate her trip out here. Randy Weber, we appreciate you coming all the way from Texas. Dana Rohrabacher, Congressman, we appreciate you and all your work as well.

Mr. ROHRABACHER. All the way from Costa Mesa.

Chairman ROYCE. All the way from Costa Mesa. [Laughter.]

And Alan Lowenthal will be here shortly all the way from Long Beach.

But I am proud, I must say, of the work the Foreign Affairs Committee has done over the years, and all of these members serve on the committee with me, on human trafficking. In 2000, our committee put forward legislation that was focused on what we could do to force other countries around the world to put in place standards and to start to combat human trafficking. The consequence of that legislation is that we now we have 130 countries around the world over that period of time that have strengthened laws on their books. And the reason they do it is a simple one: They try to stay out of a report that the State Department now does every year that shames them for their failure to comply with efforts to try to stop the trafficking of underage girls and try to stop the trafficking with respect to labor trafficking.

And so, we have these tier rankings that we do, and part of our efforts in Congress has been to increase the pressure, increase the standards. And as we are traveling and meeting with foreign heads of state, this does come up. This does come up. They complain about the report, but they try to comply with it. And we think that continued vigilance is what is called for on that front.

We appreciate that our top point person in the world is here, who has the role of traveling, and he is headed to Algeria a little later after his appearance here in California. But he is Ambassador CdeBaca, and many of you know he has had a rather prominent role in forcing this issue internationally, and we are pleased that he is with us today. Thank you, Ambassador.

Trafficking is a global problem, but unfortunately for us it is not a far-away problem. And I mentioned here in Orange County some of the statistics, some of the things that the District Attorney's Office has shared with me. We have had a doubling of trafficking in underage girls every year for the last 3 years that those working in community-based organizations offering services have noticed in the community. And it is because of the expertise established by some of these criminal syndicates in the use, for example, of Romeos to find underage girls, to find a girl maybe 14 years old, convince her to leave her State, come to California, leave her ties with her family, and then begin the process of moving in with them. And before they know it, they are being beaten and trafficked.

And as the District Attorney will tell you, it is those beatings which establish something of a Stockholm syndrome-type situation where that child is now afraid to testify against the individual who has done it. And now he sells her into a criminal syndicate that deals in these underage girls.

We especially appreciate the work of the police departments, including the Anaheim PD—they are represented here today—in their efforts across this county and in southern California to try to prosecute. And for that reason, many of the organizations that we mentioned here today were involved in the passage of a Statewide initiative in California, Statewide proposition, which went into effect this year. And as a result of that law, we have our first conviction of an individual who was trafficking underage girls. In this case, he had taken her from Bakersfield to Sacramento, a 13-year-old, and he received, as I recall, some 32 years in prison for that act.

This new legislation has teeth, but in talking to the prosecutors, what they say is they also need additional legislation not only to attack the problem of trafficked underage girls and labor trafficking out of countries in the United States, and we have legislation to do that, but also additional legislation to try to make it easier for prosecutions to go forward by creating an environment for underage girls especially to have an element of safety and be able to come forward and testify. So we are going to discuss some of those issues.

But we held a committee hearing in May on this issue and had one of the supervisors from Los Angeles County, Don Knabe, tell about his experiences and the discovery that girls 10, 12 years old were being trafficked in Los Angeles County and some of the steps that the county took.

Well, going forward, we want to build on that work. The Orange County Human Trafficking Task Force has assisted 250 victims. Ninety-three percent of them are women. Eighty of them were from foreign countries. A third of them are recruited in foreign countries by unscrupulous labor recruiters. Our legislation, the legislation that I have introduced, the Fraudulent Overseas Recruitment and Trafficking Elimination Act, requires that foreign workers be given accurate information about the terms of employment and anti-trafficking protections under U.S. law. It prohibits recruitment fees or hidden charges used as coercive leverage over workers. No longer can you get them into debt bondage. It requires the foreign labor recruiters to register. They have got to remain in good standing with the Department of Labor.

Why do all of this? Because it gives us a ground for prosecution when people are involved in bringing trafficking into the United States. And it provides new incentives for law enforcement to ensure that recruiters and employers fall under a series of penalties and fees and consequences.

So I look forward to the input from our expert testimony here today. And as my chief of staff can tell you, based on all her volunteer work with underage girls trafficked in India and in Cambodia, and there the average age when girls are trafficked is 11. She says you do not see the harm of human trafficking most clearly in numbers or statistics. You see it in the eyes of the individual person whose life is being stolen and whose dignity is being assaulted for the profit of someone else.

We will hear today thankfully that in southern California, some of our organizations are on the cutting edge to fight trafficking and rescue and protect victims. And I want to thank our witnesses, but

especially in closing I want to thank our courageous survivors who will testify, for being here to share their insights, share their expertise with our committee. And your message will be heard loud and wide, and certainly taken back to Washington, DC.

We will now go to Congresswoman Karen Bass from Los Angeles.

Ms. BASS. Well, thank you very much and good morning, everyone. I want to thank Chairman Royce for convening this hearing and in general for his leadership on the Foreign Affairs Committee, as well as his commitment to eradicating human trafficking. I know he is your congressional representative, but you should know that all of us are very honored to serve under his leadership on the committee.

Although trafficking impacts every country across the globe, it is far too often unspoken and in the shadows. It is my hope that today's hearing will shed light on both the global statistics as well as the local trends right here in southern California. By learning more about the regional strategies utilized to stop this exploitation, we will surely be better prepared to strengthen our prevention, protection, and prosecution efforts both here at home and abroad. I look forward to sharing the solutions discussed here today with our colleagues back in Washington.

In 2012, according to the International Labor Organization, nearly 21 million individuals worldwide were subjected to conditions of human trafficking. Unfortunately, the U.S. is not immune to this problem. The State Department's "Trafficking in Persons Report" outlined that the U.S. is a source, transit, and destination country for labor and sex trafficking of men, women, and children. While the assessment has been helpful in highlighting certain types of trafficking, it does not include raw new data recently reported about the domestic minor victims.

In 2013, 60 percent of the child sex trafficking victims recovered as a part of an FBI nationwide raid from over 70 cities were children from foster care or group homes. This issue is very close to me personally because it greatly impacts Los Angeles, and our Nation's foster youth are a vulnerable, yet resilient population that we remove from their homes and we pledge to keep them safe. In fact, in Los Angeles County alone, hundreds of youth are commercially exploited each year. In 2012 in Los Angeles, 78 percent of the girls identified as victims of trafficking were current or former foster youth.

Despite these statistics, few child welfare employees have been adequately trained or are prepared to respond to child victims of trafficking. And fewer still have incorporated policies, protocols, and case management techniques to serve this population appropriately. It is absolutely unacceptable to allow the continued victimization and abuse of a population that we have vowed to care for and protect.

That is why my fellow colleagues on the Foreign Affairs Committee and co-chair of the Congressional Caucus on Foster Youth, Representative Tom Marino, and I have introduced the Child Welfare Response to Trafficking Act. Our bill will do three things. It would ensure that child welfare agencies create plans to prevent the exploitation and provide appropriate services to victims. It would create a best practices toolkit for child welfare agencies. And

it would provide accurate State-by-State and national statistics in a comprehensive report to Congress.

As Federal legislators, we have a tremendous opportunity to ensure that local plans to prevent exploitation are in place, as well as collect the necessary national data to inform future Federal strategies. While many of the social services needed to properly serve trafficked youth may require a monetary investment, these first steps do not require additional Federal funding.

But congressional action is not enough. We must undertake a whole of society and a whole of government approach that works to ensure the safety and dignity of trafficking victims and acknowledges that human trafficking affects U.S. citizens and foreign nationals as well as millions of adults and children, men and women worldwide.

I look forward to hearing the testimony today, and I, along with my colleagues, really want to thank you for being willing to come forward and share your stories. I know that it might be painful, but it is just extremely important that people understand exactly what happens and how we need to help. Thank you very much.

Chairman ROYCE. Thank you, Congresswoman Bass. Randy Weber came all the way from Texas for today's hearing. He serves as vice chair of the subcommittee dealing with Global Human Rights, and his commitment to these issues extends back to his days in the Texas legislature where he offered landmark legislation there to combat human trafficking and to protect trafficking victims.

Mr. WEBER. Well, thank you, Mr. Chairman. I want to start out by thanking you for calling this important hearing, and my colleagues for taking out the time to come all the way from California [laughter] which is a little bit closer than Texas, I will tell you. I frequently joke as I leave DC to go back to my home State of Texas that I am returning to the land of sanity. Yet there is some real truth. I think it is important that we leave the Beltway behind and all the politics and we come back into the trenches to actually hear from those who are dealing with these treacherous realities of life as some of our witnesses have been through firsthand. And again, I want to echo my colleagues' comments in saying thank you for being willing to come and share your story.

We need to be back in the land of reality, as I call it, to hear these kinds of stories and to deal with these kinds of atrocities so that when we go back to DC, we realize how our decisions impact those who are out in the real world, as I like to call it, how our decisions affect them. Sometimes it is the decisions that we do not make, Mr. Chairman, the things that we will not take up, that we will not address. So I think it is important that we come back and we come to these kinds of events and we learn from those who are here on the ground.

Mr. Chairman, you alluded to the journey I started nearly 5 years ago in the Texas legislature when I got involved in human trafficking issues. And at that time, I had absolutely no idea of the prevalence of participation in the industry, the magnitude of profit, the horror, absolute horror, faced by those trapped in this life. I instinctively knew immediately then it was not right, and I had to pitch in and stop this madness. Since then we have been privileged

to be a leader in the Texas State legislature in that fight against this abhorrent slavery. We created the very first Statewide human trafficking prevention task force in the Texas legislature, House Bill 4009. We added criminal enhancements for those who buy and sell humans as if they were commodities. And we included even those who assist in the trade and benefit from it. We added them to the criminal list. And as I said to a number of groups when we spoke back in Texas, that we would like to catch those perpetrators and put them under the jailhouse.

We strengthened the penalties. We increased the definition of “human trafficking” so that it included a lot of these extraterritorial, extraneous criminals, I guess I should say. We added significant protections for minor victims. We wrote the Code to simplify criminal prosecution.

And then we began to tackle the demands. I was encouraged reading today about one set of comments. They do not call them “johns.” They call them “purchasers of sex.” We tackled that demand. We changed the law to allow the creation of the First Offender Prosecution Prevention Program in our State.

And the deeper involved I got into the fight, the more horror stories I heard. The larger the number grew of those impacted, and I think, Karen, you are exactly right when you say it is not the numbers that you have to look at, or maybe it was you, Mr. Chairman. It is the eyes. When you look into the eyes of the victims and you realize the pain and the suffering and you hear the stories, it just causes us to want to redouble our efforts.

We must not let those numbers be so large that we become desensitized. We have got to keep this in the forefront, got to educate, got to make this a priority, and got to make sure that we make the public aware of it. The magnitude of this industry can literally be overwhelming, unbelievably overwhelming.

We must focus in one individual at a time. Now, there were some statistics in the reading today and a lot of the comments made, I think, were 17,000—I forget. It was 17,500 victims in a particular State or county or area, I forget. And I am thinking 1 percent, 175 lives. If we change and help 1 percent, what a great number that would be. Think if it was 10 percent. What a great number that would be. So one person rescued, one life saved, one more person on the road to restoration. It is worth it. It is absolutely worth it. All of those stories, all of your stories, all of those individuals add up to encouragement, hope, and keep us motivated to continue this fight.

I thank you for this holding this, Mr. Chairman. I yield back.

Chairman ROYCE. Thank you, Mr. Weber.

Congressman Rohrabacher, who represents the 48th District of California, is chairman of the Subcommittee on Europe, Eurasia, and Emerging Threats. Mr. Rohrabacher, would you like to make a statement?

Mr. ROHRABACHER. Well, I would just like to thank the chairman, Chairman Royce, for the leadership that he is providing as chairman of the Foreign Affairs Committee and those of us who are on the Foreign Affairs Committee. We obviously have a very wide view of the problem.

Can you hear me now? All right. Should I repeat what I said about Ed Royce? [Laughter.]

Mr. ROHRBACHER. I would just note that those of us on the Foreign Affairs Committee have a very wide view of what is going on in the world. And there a lot of evil things that are happening in the world, a lot of things that threaten our national security, a lot of things that demand our attention for the immediate safety of our country and our people. And I applaud Ed and the other members of this committee for what we are trying to do to meet those challenges.

But, you know, it is really easy when you have got these grandiose visions of an army of terrorists who want to blow up buildings and murder our people and how we are trying to thwart that. And it is really easy to overlook maybe something that is right in our own neighborhood and is an evil that we need to pay attention to. In this case, that evil does have ties to things that are happening in foreign countries, for young people who are being exploited and brought here. And I really, again, want to applaud our chairman for taking the time to look at that and to look at this and see what we can do about this issue that deserves our attention.

Thank you very much.

Chairman ROYCE. Thank you, Congressman.

We are going to now turn to our witnesses. And as I shared with you before, your full prepared statement will be part of the record. And without objection, all members may have 5 days to submit statements or questions.

And I would like to submit for the record the collection of one-page information sheets provided by the members of the Human Trafficking Congressional Advisory Caucus that I work with, and I mentioned them earlier. And that has been a very welcome resource for the committee.

And with that, we will introduce our first witness. For 4 years now, Ambassador CdeBaca has served as Ambassador-at-Large and Director of the Office to Monitor and Combat Trafficking in Persons at the United States Department of State. Before that he served as counsel to the House Judiciary Committee following a successful career as a Federal prosecutor, during which he received the Attorney General's Distinguished Service Award for his role as lead trial counsel in the largest slavery prosecution here in the United States.

Mr. Ambassador, we thank you for being here in Orange County today and for the work that your office does every single day.

STATEMENT OF THE HONORABLE LUIS CDEBACA, AMBASSADOR-AT-LARGE, OFFICE TO MONITOR AND COMBAT TRAFFICKING IN PERSONS, U.S. DEPARTMENT OF STATE

Ambassador CDEBACA. Thank you, Mr. Chairman, and thank you, all of the members of the committee, Ranking Member Bass and everyone else. Good morning.

Chairman ROYCE. Ambassador, will you pull the microphone just a little closer?

Ambassador CDEBACA. Of course. Thank you for the invitation to testify and for your commitment to the fight against trafficking in persons. The work of Congress on this issue has sent a clear mes-

sage that the U.S. rejects modern slavery and that responding to this crime wherever it exists is a priority for our country.

Now, trafficking in persons is the umbrella term that we use for all of the conduct involved in reducing a person to, or holding a person in, a state of compelled service, whether for sex or labor. And there are a lot of legal ways to skin that cat. There are a lot of euphemisms and different terms that get used. But I am glad that Mr. Rohrabacher named it so plainly for all of us: It is evil. And that evil, to really illustrate what that means, I think we have to look to the survivors. We have to look to the victims.

It is the man who boarded the fishing boat with a promise of a good job, instead was forced to work 20 hours a day for months on end, beaten, starved, and told he could keep working or lose his life. It is the woman who left home for better work as a maid in a foreign country, who instead found herself cut off from the outside world, never given a day's rest, passport confiscated, wages withheld, abused, and then the knock on the door at night: The sexual assaults. It is the child prostituted in a brothel, enduring unspeakable exploitation. It is the teenager aspiring to a different life, manipulated by promises of love and opportunity.

These are people we know, who we have met, whose stories we seek to tell at the State Department. They are from abroad and they are American. They are men, women, and children. They are migrants, and they are people who have never left home. They are in remote countries, and they are in the communities in which they were raised. And the estimates, as we have heard, range from 21 million to 28 million of them.

That is why today's hearing is so valuable. It reminds us that this is not simply a crime that happens over there, that the efforts to deal with this challenge are not just carried out from Washington. This crime must be dealt with in every town hall, courthouse, and police precinct across this country because modern slavery undermines the rule of law and justice. It tears at the fabric of our families and our communities, and it is an affront to all of our most dearly held values of human rights, freedom, and dignity for all people.

Today I would like to talk a little bit about the way partnerships are an essential tool in the struggle. Because trafficking in persons is first and foremost a crime, it also touches many other areas: Labor, immigration, health, agriculture, and transportation. This is why we need to spread understanding about this crime and how it intersects with different various areas of concern and jurisdiction. Much like the work, Ms. Bass, that you are doing with the Child Protective Services around the country, that notion of preexisting jurisdiction, preexisting systems that were set up not thinking about human trafficking, how they need to incorporate it into their work.

To do that, we need to share information and practices, and to cooperate on efforts to protect victims and prosecute traffickers. We have to think about how to go up the supply chain to those who profit, who do not care where their fish or fiber comes from, the hotel managers who, with reckless disregard, look the other way when the pimp sets up business on their property.

At the Federal level, partnerships are the center of our antitrafficking efforts, and part of that is because of the President's Interagency Task Force that Congress set up in 2000 through the Trafficking Victims Protection Act. This Cabinet-level body meets every year to review progress across the administration and to chart our path forward.

And in doing that, we have seen that we have made a great deal of progress in recent years, but we are clear eyed about the fact that there is so much to do, and that government alone cannot solve this problem. And that is why our Federal partnership approach tries to bring together a wide range of activists and advocates. We are working with partners in the survivor community, the public sector, the private sector, the faith community, civil society, academia, everyone who cares enough to join this fight.

Looking ahead, we know that the next step in this struggle is confronting this issue at the local level. After all, right now a trafficking victim is likelier to come into contact with a local patrol officer than an FBI or an ICE agent. Right now, they are more likely to encounter a prosecutor in a specialized domestic violence unit than they are one with experience in human trafficking cases. So in the years ahead, we hope that more and more local level partnerships will emerge to help drive this effort forward.

Now, the partnership model that we have adopted at the Federal level will not be the right fit for every community. But there are elements of effective partnerships that we hope that State and local leaders will look to. For example, we need to make sure everyone that could have encountered a trafficking victim knows what they're seeing and has the information about what to do next. We need to make sure that justice and law enforcement officials work with caregivers and activists so that survivors can get the support and resources they need—rehabilitation, restoration, jobs, and restitution—and knowing that their abuser will not hurt them or anyone else anymore, seeing their abusers held to account.

Here in California, we have seen excellent examples of that, and we are very happy that the members of the Orange County Task Force and the Los Angeles Area Task Forces are able to join us. These partnerships work. They work here and they work abroad. In India, NGOs are helping victims leave the brick kilns, and the newly-formed anti-human trafficking units at the State level are starting to take those cases up. In Nigeria, the NAPTIP organization is co-locating special social workers and specially-trained police together for when a victim comes through the door. In Canada, Native American leaders are being brought into the fight, and hotel operators are stepping up in Mexico with job training. Partnership is the solution, whether in California or Cameroon, whether in Texas or Tunisia.

In conclusion, I want to make to clear to the committee that the Obama administration will partner with you and anyone who takes this crime seriously because slavery cannot be tolerated whether in history or in the 21st century. My former boss on the Judiciary Committee perhaps said it best when John Conyers said that "Emancipation was not a 1-day event; it was a promise, a promise written in the blood of all who lived in bondage and all who died to end it."

Today we hear the voices of the survivors of the past and of the present. We cannot—we will not—shirk our duty to make good on the promise of emancipation. And I am confident that by working in partnership, our shared goal is within reach—a world free from slavery. Thank you.

[The prepared statement of Ambassador CdeBaca follows:]

STATEMENT OF
AMBASSADOR LUIS CdeBACA
OFFICE TO MONITOR AND COMBAT TRAFFICKING IN PERSONS
U.S. DEPARTMENT OF STATE

BEFORE THE
HOUSE COMMITTEE ON FOREIGN AFFAIRS
FULL COMMITTEE FIELD HEARING

"Regional Perspectives in the Global Fight Against Human Trafficking."

FULLERTON, CALIFORNIA
NOVEMBER 4, 2013

Mr. Chairman, Ms. Bass, Members of the Committee: good morning, thank you for the invitation to testify today, and thank you for your commitment to the fight against trafficking in persons. The bipartisan leadership of Congress over the last 13 years has been instrumental in spurring progress in anti-trafficking efforts here at home and around the world. Working across parties and Administrations, we have sent a clear message that the United States rejects all forms of slavery in the 21st century, and makes it a priority to respond to this crime wherever it exists.

Firm as we are in that commitment, it's important still to understand just what this crime is and why we must combat it. Trafficking in persons is an umbrella term for all the conduct involved in reducing a person to, or holding a person in, a state of compelled service, whether for sex or labor.

What does that mean, exactly?

To answer that question, we listen to the stories of those who have been ensnared by human trafficking schemes: the man who boarded a fishing boat with the promise of a good job, but who instead was forced to work 20 hours a day for months on end, beaten, starved, and told he could keep working or lose his life; the woman who thought she could provide better for her family by working as a maid in a foreign country, but who instead found herself cut off from the outside world, never given a day off, her passport confiscated, her wages withheld, abused and raped by her "employer;" the child prostituted in a brothel, enduring unspeakable exploitation; the teenager aspiring to a different life, and manipulated by promises of love and

opportunity.

There are many, many more examples of the way traffickers exact this sort of exploitation. Trafficking occurs whenever and wherever people are willing to deprive others of freedom for their own benefit. It's a crime that victimizes men, women, and children; migrants, and people who have never left home; remote countries, and communities just like this one.

That's why a hearing like this one is so valuable. It reminds us that trafficking in persons isn't just a crime that occurs in faraway places. And it reminds us that efforts to combat trafficking in persons aren't just carried out from Washington's halls of power.

This is a crime that must be dealt with at every level of government—in every town hall, courthouse, and police precinct across the country. Because no community is immune. It must be dealt with because modern slavery undermines the rule of law and justice. It tears at the fabric of our families and our communities. And it is an affront to our most dearly held values of human rights, freedom, and dignity for all people.

So what are the best ways to respond to this crime? Today I'd like to talk about the way we use partnerships at the federal level to advance our work, and about the way partnerships at all levels are an essential tool in the struggle against modern slavery.

Why are partnerships so important?

They're important because, while trafficking in persons is first and foremost a crime, it's also an issue that touches many other areas: labor, immigration, health, agriculture, and transportation to name a few. That's why we need to spread understanding about what this crime is and how it intersects with various areas of concern and jurisdiction. Then we need to share information and practices, and cooperate on efforts to protect victims and prosecute traffickers.

At the federal level, partnerships are at the center of our anti-trafficking efforts. Once again, in this area, we owe Congress a great deal of thanks. The lawmakers who crafted our modern anti-trafficking law, the Trafficking Victims Protection Act, had the vision to establish a whole-of-government structure to address this crime: the President's Interagency Task Force to

Monitor and Combat Trafficking in Persons. This cabinet-level body meets every year, most recently in May, to review progress across the Administration and chart our path forward.

This year, the Task Force focused on four main areas to guide our efforts.

First, we want to improve victim services. Finding victims and getting them out of harm's way is the first critical step in stopping this crime. Following through to ensure victims get the support and services they need is essential for helping them move past their exploitation and choose the futures they want for themselves. With these factors in mind, our colleagues at the Departments of Justice, Health and Human Services, and Homeland Security have been leading the effort, in collaboration with other Federal agencies to develop a comprehensive action plan on victim services here in the United States.

Second, we're taking a hard look at government procurement. The U.S. government is the single largest purchaser of goods and services in the world. We need to be sure taxpayer dollars aren't being used to fuel modern slavery. Last year, President Obama issued an Executive Order to strengthen our zero-tolerance policy on human trafficking in government contracting. The Office of Management and Budget along with my office and our federal partners are presently working to implement this order.

Third, we want to strengthen the rule of law in the areas that deal with modern slavery. The Department of Justice, working with the Departments of Homeland Security and Labor, has stood up six Anti-Trafficking Coordination—or ACTeams. These teams of federal agents and prosecutors are working to develop high-impact trafficking cases. These agencies participate in a week-long, advanced human trafficking training programs to promote the exchange of expertise among national human trafficking experts. In another effort that was launched just last month, the State Department, working with DOJ, DHS, and other law enforcement agencies, identified 10 potential countries to launch new initiatives with U.S. embassies to increase the flow of trafficking-related law enforcement information from host countries to our own law enforcement and intelligence agencies. This sort of cross-border collaboration will help us identify victims and human traffickers both in the United States and around the globe.

Finally, we will continue to make public awareness a top priority. After all, this is a crime that touches all our lives, whether through its effect on the communities in which we live, or its role in the production of the coffee we drink, the clothes we wear, or the technology we rely on. It happens in the hotels we stay in and restaurants we visit. We also realize, that as much progress as we've made in recent years, government alone can't solve this problem.

That's why our partnership approach at the federal level includes many more stakeholders than just federal agencies. We're working with partners in the survivor community, private sector, the faith community, civil society, academia, and the public to seek input, increase knowledge, develop new innovations, and share effective practices.

We're working with government and industry leaders in supply chain management and other stakeholders to help Federal agencies and businesses address the potential risk of trafficking in the supply chains. We're partnering with legal experts in the private sector to develop resources for pro bono legal services networks to enhance the services available to trafficking victims. We've advised businesses interested in developing staff training on the indicators of human trafficking. And we've seed-funded innovative anti-trafficking partners in order to replicate and scale up efforts to engage consumers, support hotlines overseas, and build civil society capacity, to name a few.

Despite the progress we've made at the federal level, with our partners inside and outside government, we know that the next stage of this struggle is confronting this issue at the local level. After all, the first law enforcement official likely to come in contact with a trafficking victim isn't an FBI agent, but a local patrol officer or sheriff's deputy. The first justice official a trafficking victim will meet in a legal proceeding probably isn't a federal prosecutor, but an assistant DA or a local magistrate.

And the reality of this crime, and the needs of its victims, are clearer at the local level than anywhere else. So in the years ahead, we hope more and more local-level partnerships will emerge to help drive this effort forward.

Now, the partnership model we've adopted at the federal level won't be the right fit for every community. But there are elements of effective

partnerships that we hope state and local government will look to as they make partnerships a part of the way they deal with this crime.

For example, we need to make sure at all levels that anyone who might encounter a trafficking victim has the knowledge to recognize what they're seeing, and the information about what to do next. We need to make sure that justice and law enforcement officials are working together with caregivers and advocates, so that victims get the support and resources they need and their abusers can be held to account.

Here in California, we find some excellent examples of cross-cutting collaboration between governments and civil society groups.

California's regional anti-trafficking task forces are employing a comprehensive, victim-centered approach. On these task forces we find law enforcement and local, state, and federal prosecutors, as well as other governmental leaders and NGOs.

In this area there are two regional anti-trafficking task forces doing particularly great work: the Los Angeles Metro Area Task Force, of which CAST is a co-chair. You'll be hearing from CAST CEO Kay Buck on the next panel. Also, we're seeing real results from the Orange County Task Force. They are clear examples of how law enforcement and NGO collaboration leads to effective responses that punish traffickers and provide care to victims.

Across the country, we're seeing innovative partnerships and task forces making a difference from Houston to Seattle to Chicago. And today I want to reiterate to this Committee and this community: the Obama Administration will stand with you and with anyone who takes this problem seriously and is committed to combating modern slavery. Because whether in Southern California, or Washington, or halfway around the world, this crime cannot be tolerated. To the survivors of trafficking – and those still trapped in modern slavery – we see you. We hear your voices and will not rest in the face of this abuse. Although we're facing a monumental challenge, I'm confident that by working in partnership, our shared goal is within reach: a world free from modern slavery.

Thank you and I'm eager to answer your questions.

Chairman ROYCE. Thank you, Ambassador. Let me ask you one or two questions, and then we will move down the panel with some questions on this.

One of those questions I was going to ask is we had the reauthorization of the Traffic Victims Protection Act this year. We put it into the larger bill of the Violence Against Women Act. And as part of that, we had language that was focused on what we would do on ranking countries overseas to try to ramp up the pressure. And some of those countries have been entering into these agreements, antitrafficking agreements, that are called partnerships, that to quote from the agreement, “have resulted in concrete and measurable outcomes.”

What I wanted to talk to you about is how do you get those outcomes to be something truly measurable? How do you promulgate perhaps regulations to say it is going to depend upon the number of prosecutions or it is going to depend upon the number of victims who are assisted, something tangible that allows us more than a judgment call when you do the assessment on compliance?

Ambassador CDEBACA. I think, Mr. Chairman, that goes to the heart of how we are looking at this requirement from the Trafficking Victims Protection Reauthorization Act. What we do not want, just as at the same time that we are saying that partnerships are emerging as the fourth P from the three-P paradigm of prevention, protection, and prosecution, that partnerships are the way to effectuate that. But partnerships for partnerships sake are not a panacea, and they should not be a refuge for a country that is doing nothing on human trafficking.

And so, we are working right now with the rest of the State Department as we ramp up for this coming year—it will be the first year of the report—where we are taking those partnerships into account. And one of the things that we are talking about internally is that notion of weighting those partnership efforts, and I think that just as you yourself have expressed and just as the legislation has as its touchstone that notion of concrete and measurable.

Concrete and measurable comes back to the things that are in the other minimum standards: The number of prosecutions, the number of victims held, whether the sentences are actually in line with kidnapping, extortion, et cetera. Those are the things that I think that we are going to be looking to. So we are trying to make sure that we will not have strategic behavior on the part of countries around the world to enter into empty partnership agreements that do not have time-bound goals and structures put in place.

Chairman ROYCE. Well, we want to work with you on something concrete where you can show exactly what are the prosecutions, you know, what are the programs out there to assist underage victims and so forth.

The other question I was going to ask you is, the Orange County Anti-Trafficking Task Force has reported that nearly 90 percent of the labor trafficking victims that they assist are foreign citizens. We will hear from one such victim here on the panel today. But how significant a factor is fraudulent overseas labor recruiting in international human traffic in the United States in your assessment?

Ambassador CDEBACA. Mr. Chairman, we think that this is a big factor in the exploitation of the workers. And this is one of the reasons why in the executive order that President Obama issued for Federal contracting, the standard that we put in place and that is currently in the Federal Acquisitions Register, which is open for public comment right now, is the notion that no recruiting for fee is appropriate. Now, we understand that that's something that we can do by executive order for Federal contracts, and that those who do not want to abide by that can choose not to apply for a Federal contract.

It is something, though, that we see across the globe, that when people have to buy a job, they end up going to either the labor recruiters themselves for the loan, or they have to go to a loan shark in their home village. And so, they owe so much money that they are almost already in debt bondage before they even show up at work.

And so, when we are looking at this through the executive order—we know that there is some legislation out there on this as well—we very much want to be moving the conversation both in the U.S. and globally to confront this, because we have seen in country after country where it is not the stereotype of illegal immigration that is fueling the trafficking. It is, as we saw in this year's report, the advertisement in the paper that said "Indonesian maids for sale," perhaps more honest than they should have been. In that country, the way that they were bringing in those Indonesian maids was through labor recruiters.

And so, I think that that's what we see time and time again is it is not simply the underground economy. It is in labor recruiting. It is in the places where the vulnerable are brought in to do the types of dirty and dangerous jobs that others do not want.

Chairman ROYCE. Thank you, Ambassador. My time has expired. Karen Bass?

Ms. BASS. I actually want to follow up on what you were saying in terms of the labor recruiting, and a couple of things. One, I wanted to ask you which countries are involved in recruiting labor to the United States. And then in terms of the fees, you know, I recently learned about au pairs and how they are recruited into the United States. And a person who wants an au pair pays a fee and does not realize that the person who wants to be an au pair pays a fee.

So is there something that we could do about that since it is directly coming here and there are businesses that I imagine that are U.S. businesses?

Ambassador CDEBACA. As far as the biggest countries that are sending folks into the U.S. through labor recruiters, we have just been looking at the cases that have come to light. We have certainly seen folks coming from India. We have seen folks coming up on some of the agriculture visa programs from Mexico. And we have ended up seeing a lot of eastern European labor brokers, who will end up in perhaps nontraditional visa categories. The abuse that has been seen, for instance, in the Summer Work and Travel Program is something that the State Department has been looking at issuing new rules as to what those students can be put into in the first place.

So I think that it is something that we are seeing that places that unfortunately have trafficking problems at home, and that have trafficking problems when they are sending their people to other parts of the world are also sending their people to the U.S.

Ms. BASS. Do they come over here legitimately and then they fall out of status, and then they wind up being—

Ambassador CDEBACA. A lot of times they fall out of status because the labor recruiter is putting them into a job that they did not get approved for, so they will bring them over. I think, for instance, a good example is a case that I prosecuted when I was at the Justice Department where the girls had not been taken to Virginia Beach to work in the retail stores that they were supposed to under their visa. Instead they ended up in Detroit in a strip club. Now, at that point they were out of status because they were not working at the place.

Now, of course, the second that they were out of status, the traffickers started telling them—

Ms. BASS. Right.

Ambassador CDEBACA [continuing]. You know, you cannot go for help because they will turn you over to immigration. So it is an out of status situation that is created by the fact that they have been exploited by the traffickers.

Ms. BASS. So are these U.S. companies? And then if you could answer the au pair question because I guess I am trying to get at the same thing that the chairman was mentioning, is like how can we tie it down to do something specific. If they are U.S. companies, can we not do something about that?

Ambassador CDEBACA. Some of them are U.S. companies. For instance, if you are looking at the au pairs, if you are looking at Summer Work and Travel, et cetera, they are companies that exist to facilitate those things. Some of them are overseas companies where you will have labor recruiting companies that are, for lack of a better term, flagged in other countries.

So there was a situation a few years ago with a company called Global Horizon, which is actually owned by an Israeli. There are situations with folks from Bangladesh and India that are bringing people in, whether it is training visas or otherwise. So it is, I think, something that we have seen in both U.S. and foreign companies, but all of those end up going through the process. And so, there is very much a Federal jurisdictional hook, whether it is through immigration law or whether it is through regulating these American companies.

As far as the au pairs are concerned, I think, you know, what we have seen is that this notion of double dipping by the recruitment fees is a problem around the world. And I was talking recently to a now former president of Manpower Group, who said that he told the folks from the Bangladeshi Recruiters Association, Manpower does not require the applicant to pay because the employer, the potential employer, pays all of their costs. And they are very reputable, the largest sourcing company in the world, and they have done that profitably not by shipping the costs over to the workers.

And one of the things that he certainly has seen was that not only was the exploitation higher, but the ability of those recruiting

companies to get the right workers into the right jobs is less because they do not care about that. The only thing they care about is, is this person willing to mortgage themselves to me so that I will then be able to profit from placing them?

So I think that making sure that the model that we have seen successfully in the marketplace of the employer pays for recruiting as opposed to employee pays kickbacks to get the job, moving toward that would be, I think, revolutionary.

Ms. BASS. Thank you.

Chairman ROYCE. Thank you, Congresswoman Bass.

So we go now to Congressman Weber.

Mr. WEBER. Thank you, Mr. Chairman. Let me follow up on something, Mr. Ambassador, if I may. You said you were speaking to, was it a former executive of Manpower? Okay. And you said he was from Bangladesh, and they have a recruiters association? Are we able to get in touch with those associations and say, look, we would like to see an outline, a format, whereby we can track this? Do we have that capability?

Ambassador CDEBACA. We certainly have the ability to meet with the folks from BAIRA, for instance, in Bangladesh. I think that what we have seen is that the pressure that was being put on BAIRA both by the U.S. Government, by some of the other destination countries, but also by the Bangladeshi Government in the wake of them passing their new trafficking law about a year and a half ago, may have lessened a little bit as so much of the attention now has moved over toward the tragedy at Rana Plaza with the collapse of the building, coming as it did after another tragedy involving a fire.

I think that right now, a lot of the energy in the relationship with Bangladesh around workers' treatment and safety is being seen through that lens of the garment sector.

Chairman ROYCE. Mr. Ambassador, you are going to have to pull that microphone closer.

Ambassador CDEBACA. Sorry about that. So I think that what we have seen is that the focus on the garment sector in the wake of the Rana Plaza tragedy and others perhaps has taken a little bit of heat off of BAIRA, the Bangladesh Labor Recruiters Association. But it is something that we continue to look at, and we are certainly trying to work with the Bangladesh Government to put pressure on it.

Mr. WEBER. Well, I was unaware—forgive me, Mr. Chairman, for taking so long. But I was unaware that there were those kinds of associations. I guess my question is, if we went country by country, and I know there are 180 or whatever number of countries it is. And we have got the good guys who will sign up with an association, trying to do it the right way, and, of course, the bad actors are not going to do that. But can we give them an incentive in each of those countries, those associations, in order to turn over to us the names of the bad actors, because I am sure they would like to do away with that competition as well. We have a little competition incentive for them. Have we tried that, to your knowledge?

Ambassador CDEBACA. That specifically I do not think that we necessarily tried, and I think we will definitely take that on board.

I think that one of the things that we are very interested in, and we are seeing this with the supply chain work, it really first came out of the California Supply Chain Transparency Act that I know a lot of folks here in the room worked so on. And that is that notion of the companies that use these recruiting companies, the companies that are using those factories, such as the Rana Plaza and others, having to now publicize their anti-slavery and their antitrafficking policies. That is something that is only here in California. It does not have a lot of penalties. It does not look to how good those policies actually are.

I know that our cousins over in the UK are looking at legislation that would be more akin to the Dodd-Frank work on the conflict minerals where companies are going to have to start certifying the conflict minerals—

Mr. WEBER. Yeah, I saw that—

Ambassador CDEBACA [continuing]. Come this spring. And so, that is something to look at. I am not sure if she has reintroduced it, but I think Ms. Maloney may have some legislation on that for trafficking and slavery as a whole. That may be a way to look at this to be able to drive that change such as the Dodd-Frank legislation did with eastern Congo.

Mr. WEBER. That is something that I hope you will look at. And one final question. I know that we have tiers set up—Tier I, II, and III—and we have countries that wind up getting bad grades, and we wound up actually having to sanction them. It seems like there has been a new category established, an automatic downgrade. How did that come about, and was that because we were sensitive to foreign diplomacy? I mean, if we have a bad actor, do we somehow try to soften that blow? How did that come about?

Ambassador CDEBACA. Well, I was on staff at the time, and I know that a lot of the members had the concern as we were looking at the 2008 reauthorization, a concern that a number of strategic countries had been on the tier 2 watch list for many years. And there was a term that we bandied about at the time at both the staff and member level, was this notion of the tier 2 watch list parking lot, the idea that a country might be so important that you just had them on the tier 2 watch list rather than actually having them fall into tier 3.

The way that the auto downgrade works is that over the course of several years, the country can avoid falling automatically if it has an action plan and resources to effectuate that action plan. Some countries were able to do that, and other countries fell to tier 3. This last year, the waivers for the action plans were no longer available, and we indeed saw Russia, China, and Uzbekistan fall to tier 3 on the Trafficking Persons Report.

And we have seen, I think, certainly the downgrading of those countries having as good result as far as conversations that we have been having since then. I am going to be going to Moscow soon. I was meeting with the Uzbek Ambassador a couple of days ago. So I think that it is something that we are getting these countries' attention.

Mr. WEBER. Thank you, Mr. Ambassador.

Chairman ROYCE. We will go to Mr. Rohrabacher.

Mr. ROHRABACHER. Can you give us some just two or three specific recommendations of where local officials and local authorities can work with the government and vice versa with the Federal Government where you would like to see an expansion of cooperation or doing a better job?

Ambassador CDEBACA. Thank you, Mr. Rohrabacher. I think that the places where we would like to see a better job done I think is in the notion of the longer-term, more proactive investigations. Right now, there is kind of a divide between feds do long-term investigation and local first responders are doing kind of, you go to a hotel, you see something, you charge it, and then it gets referred up to the prosecutor's office. And that first police officer kinds of hands off the case.

There are phenomenal detectives in State and local law enforcement around the country, and they can do that type of longer-term, more proactive investigation. They can only do that, though, if they are cut loose from some of their other responsibilities. It is a bit of a zero sum game right now. If you take somebody off of looking at drugs in biker gangs so that you can then go after the pimps, then the biker gang problem can end up getting out of control.

So I think that that's one of the things that we want to look at, but recognizing that this is a time of austerity. This is not necessarily a time of new federally-funded task forces as we have seen in some other areas in the past. So I think to me one of the things is that notion of moving away from responsive law enforcement and moving toward proactive law enforcement, harnessing the power of the local detectives to really make cases.

Mr. ROHRABACHER. Thank you very much.

Chairman ROYCE. We have been joined by Congressman Alan Lowenthal, who represents the 47th District in California, and he serves on the Subcommittee on Terrorism, Nonproliferation, and Trade. Thank you very much, Alan. Did you have any questions at this time?

[Nonverbal response.]

Chairman ROYCE. Okay. We are going to go now to our second panel, and we will begin with Tony Rackauckas, who is in his fourth term as district attorney here in Orange County. He served as judge and presiding appellate judge of the Orange County Superior Court, also as a municipal court judge, and as a social worker in Los Angeles County. He is a former U.S. Army paratrooper. He is a graduate of the Loyola University School of Law in Los Angeles.

We also have Ms. Kay Buck, CEO and executive director of the Coalition to Abolish Slavery and Trafficking—that is CAST—in Los Angeles. During her 20 years of human rights work, Kay Buck as served as director of the Rape Prevention Resource Center of the California Coalition Against Sexual Assault. And she spent over 5 years in Asia working with nongovernmental groups on anti-slavery projects there.

We have Ms. Angela Guanzon, a survivor of international trafficking who, while attempting to help support her family, was lured from her home in the Philippines to Long Beach, California. Now a certified nurse assistant, she is a member of the National Survivor Network and the CAST Survivor Advisory Caucus. She was

honored with their 2012 Seeds of Renewal Award for her advocacy and her leadership.

Ms. Carissa Phelps is founder and CEO of Runaway Girl. She is a survivor of child sex trafficking and an abusive life on the streets as a runaway youth. I think at the age of 12 this challenge began for her. And she later earned her JD and MBA degree from UCLA School of Law and the UCLA Anderson School of Management. She was named one of her alma mater's top 100 inspirational graduates in 2010.

We welcome all of our panel, and we will begin with Tony Rackauckas. Five minutes of testimony if you want to summarize, and then we will go to questions from there.

STATEMENT OF THE HONORABLE TONY RACKAUCKAS, DISTRICT ATTORNEY, ORANGE COUNTY, OFFICE OF THE ORANGE COUNTY DISTRICT ATTORNEY

Mr. RACKAUCKAS. Thank you. Chairman Royce, Ranking Member Bass, and other distinguished members of the House Committee on Foreign Affairs, thank you for convening this hearing on one of the most significant abuses that is plaguing us locally and globally. It is a \$32 billion enterprise, second only to narcotic sales and profitability. And, Chairman Royce, thank you for your continued leadership in this fight, including the recent introduction of the new bill, H.R. 3344, the FORTE Act, which is the Fraudulent Overseas Recruitment and Trafficking Elimination Act of 2013.

A hundred and fifty years ago, President Abraham Lincoln signed the Emancipation Proclamation and declared that all persons held as slaves henceforth shall be free. Today, 150 years later, we have been given a new mandate by State and national legislation. More than two-thirds of the commercial sex victims in the U.S. are American citizens, while a third of them are trafficked from foreign countries. It is time that we abolish modern-day slavery, including the commercial sexual exploitation of women and children.

Human exploitation and trafficking generally comes in two forms: Forced labor, which we believe are highly under reported, and commercial sexual exploitation. Unfortunately, the things that make our county so great and such a tourist destination with our mild weather and available wealth also make our county one of the circuit stops for these sex traffickers and modern-day slave owners.

The most concerning cases are the children who are being prostituted on the streets in strip clubs and brothels, and child pornography also that is being produced and traded on the Internet and around the world just simply with a click of the mouse. No child grows up hoping to someday be sold for sex.

Shockingly, the average age of a child being trafficked in this county is 12, a little girl who has not even reached her teens. These victims are being isolated, coerced, seduced, threatened, and beaten into turning profits for individuals. These people have absolute disregard for other human beings. One of our defendants made a \$25,000 profit in 2 weeks off just one trafficked victim. One defendant denied medical care for a young woman who was begging to see a doctor for her burning pelvic region. Another refused a shivering girl from coming inside from the cold. When one of the victims

pleaded by text, “I can’t keep anything down, you don’t care,” the defendant’s response was, “(Expletive), eat crackers.”

Career criminals and gang members have decided that exploiting humans is cheaper and safer than trafficking drugs and guns. A typical modern-day slave owner is Berneal Holman, who was convicted of pandering a 16-year-old victim in Orange County. Before he perpetrated this crime, he had previously attempted to rape a 10-year-old girl and tried to use a 13-year-old girl to turn tricks for the 10-year-old.

Like the slaves of the past before they were emancipated, modern-day sex slaves are branded with tattoos of their owners’ names. They are being bullied and beaten into selling their bodies, some over 10 times a day. For many of these victims, the slave owner is the only family they have, and they are forced to call these people “daddy.” Some of these victims are foreign women who are lured with the promise of earning a lot of cash to work in a legitimate job, and then they are stripped of their passports and forced instead to work in brothels. Some of these brothels are located in luxury apartments in upper class neighborhoods in Orange County.

In order to protect these victims, the Orange County District Attorney’s Office has responded to the mandate of the people by formalizing our efforts and launching a new vertical prosecution unit named HEAT, Human Exploitation and Trafficking. The HEAT Unit scrapped the conventional and traditional ways of law enforcement and took a fresh, more comprehensive approach to solve the problem using a tactical plan called PERP, Prosecution, Education, Resources, and Publicity. With the new weapons provided by Proposition 35, these defendants are going away to State prison for multiple years and even life terms. We have been educating police officers, prosecutors, students, community members, and we want to produce webinars and videos to take the message directly to parents and to children.

The human trafficking victims need to be rescued, and we need to have resources to do that. They need a place to go or they will end up back on the street with their abusers. The Orange County public-private partnership, made up of corporations, non-profits, faith-based groups, law enforcement, and victims’ rights groups, work hard to rescue these girls off the street. But sadly, we need a lot more resources.

We are working hard now. Our HEAT unit has been in operation for about a year, and maybe a little more than a year, and we have many open cases. We have cases involving victims who are from other countries, involving victims who are from the United States. We have quite a number of felony cases. Five of those defendants are facing life counts, and many others are facing mandatory sentences of several years in prison. Like I said, we have some victims who are foreign nationals also.

Our HEAT unit is here, and I am very proud of the work that they have been doing. And the police you can see also from Anaheim Police Department are the head of the Orange County—not HEAT, but the Orange County victims group that we have and working to reduce this kind of a problem. I think they have done a magnificent job in Orange County. In fact, I think I can with some pride say that we have a defendant, for example, who is in

prison, and he has been grumbling that if he was in another county he would be out by now. So with legislation, and prosecutions, and the kinds of sentences that get their attention, I think that we can make some inroads.

And thank you again for conducting this forum so that we can end this modern-day slavery now.

[The prepared statement of Mr. Rackauckas follows:]

Written Statement by District Attorney Tony Rackauckas
Hearing: Regional Perspectives in the Global Fight Against Human Trafficking
Scheduled: November 4, 2013

Chairman Royce, Ranking Member Engel, and other distinguished members of the House Committee on Foreign Affairs:

I am Tony Rackauckas and I serve as the elected District Attorney for Orange County, the second largest county in the State. If Orange County were a state, it would be the 30th most populous state in the country. Economically, no other state even comes close to Orange County. The median family income in Orange County is \$85,000 and only Maryland comes close at \$70,000. Our office files approximately 65,000 cases a year, and our felony conviction rate is over 90 percent.

Thank you for convening this hearing on one of the most significant abuses that is plaguing us locally and globally, as a \$32 billion dollar criminal enterprise, second only to narcotics sales in profitability.

Chairman Royce, thank you for your continued leadership in this fight, including the recent introduction of the new bill – H.R. 3344, the Forte Act – The Fraudulent Overseas Recruitment and Trafficking Elimination Act of 2013.

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Human exploitation and trafficking generally comes in two forms –forced labor, which we believe are highly unreported, and the majority in the form of commercial sexual exploitation. Unfortunately, the things that make our County so great and a tourist destination, with the mild weather and the available wealth, make our County one of the circuit stops for these sex traffickers and modern-day slave owners.

The most concerning cases are the children who are being prostituted on the streets, in strip clubs and brothels, and child pornography is that being produced and traded on the Internet around the world simply with a click of the mouse. No child grows up hoping to one day be sold for sex.

Shockingly, the average age of a child being trafficked in this country is 12 ... a little girl who has not even reached her teens. These victims are being isolated, coerced, seduced, threatened and beaten into turning out profits for individuals with absolute disregard for other human beings. One of our defendants made \$25,000 in two weeks off just one trafficked victim.

One defendant denied medical care for a young woman who was begging to see a doctor for her burning pelvic region. Another refused a shivering girl from coming inside from the cold. When one of the victims pleaded by text, “I can’t keep anything down u don’t care.” The defendant’s response? “(Expletive) eat crackers.”

Career criminals and gang members have decided that exploiting humans is cheaper and safer than trafficking drugs and guns. A typical modern-day slave owner is Berneal Holman, who was convicted of pandering a 16-year-old victim in Orange County. Before he perpetrated this crime, he had previously attempted to rape a 10-year-old girl and tried to use a 13-year-old girl to turn tricks on the 10-year-old.

Like the slaves of the past before they were emancipated, modern-day sex slaves are branded with tattoos of their owner's names. They are being bullied and beaten into selling their bodies, some over 10 times a day. For many of these victims, the slave owner is the only family they have and are forced to call these predators "daddy." Some of these victims are foreign women who are lured with the promise of earning a lot of cash to work a legitimate job and then are stripped of their passports and forced instead to work in brothels. Some of these brothels are located in luxury apartments in the upper class neighborhood of Orange County.

In order to protect these victims, the Orange County District Attorney's Office responded to the mandate of the People by formalizing our efforts and launching a new vertical prosecution unit named HEAT, which stands for Human Exploitation and Trafficking. The HEAT Unit scraped conventional and traditional ways of law enforcement and took a fresh, comprehensive approach to solve the problem using a tactical plan called PERP – Prosecution, Education, Resources, and Publicity. With the new weapons provided by Proposition 35, these defendants are going away to state prison for multiple years and even life terms. We have been educating police officers, prosecutors, students and community members. We want to produce webinars and videos to take the message directly to parents and children.

These human trafficking victims need to be rescued and we need resources to do that. They need a place to go, or they will end up back with their abusers. In Orange County, the public-private partnership made up of corporations, non-profits, faith-based groups, law enforcement, and victims' rights groups work hard to rescue these girls off the street. But sadly, we need a lot more resources.

We are also working to expose the sex purchasers in our attempt to shed light on these crimes from the shadows of the night. We are refusing to use the euphemism of "John" to describe these defendants and instead call them what they are – sex purchasers – and we are publishing their names and their mug shots. We also raised awareness through our recent "Keep Calm and Beat H.E.A.T. Rocking & Rally." We made more than 200,000 direct-citizen contacts to raise awareness and the rock concert was a huge hit.

All of the law enforcement in Orange County is united and working together closely. As a result, the HEAT Unit is batting a thousand percent in our felony conviction rate. We have sent 24 defendants to state prison, even during the post-AB 109 era, with their sentences ranging from one to eight years. We currently have over 40 active felony cases with five defendants facing life counts and many others facing a mandatory sentence minimum of five to eight years in prison. We've had six victims that were foreign nationals, and we presently have multiple cases currently under investigation in which the victims are foreign nationals.

With pride, I report to you that a defendant has been grumbling while serving time in Orange County jail, "If I was in another county, I would be out." With legislation and prosecutions all over the country, perhaps we can make all human traffickers fear and loathe our government.

Thank you again for conducting this forum so we can end modern-day slavery now. Thank you.

Chairman ROYCE. Thank you, Mr. Rackauckas.
We go now to Kay Buck.

**STATEMENT OF MS. KAY BUCK, EXECUTIVE DIRECTOR AND
CHIEF EXECUTIVE OFFICER, COALITION TO ABOLISH SLAVERY
& TRAFFICKING**

Ms. BUCK. Thank you, Chairman Royce, and the committee members for holding this forum today. As the chairman mentioned, my name is Kay Buck, and I am the executive director of the Coalition to Abolish Slavery and Trafficking, also known as CAST. We are located in Los Angeles, California.

Since 1998, CAST has been providing specialized services to survivors of human trafficking, while informing the movement to prevent modern-day slavery through our evidence-based approaches. CAST has worked directly with over 1,000 survivors, children and family members from over 58 countries around the world, including a growing population right here from the United States to provide emergency response, shelter, case management, and legal services, as well as a high-level leadership development program for survivors.

CAST works closely with other nongovernmental organizations. We are a coalition of pro bono attorneys, law enforcement agents, as well as both Federal and local government agencies. We were the founder of the Los Angeles Metropolitan Task Force on Human Trafficking many years ago, and were the first to do that in the country.

However, despite ongoing efforts to leverage existing resources, CAST acutely feels a gap in services because of the shortage of resources that are currently available for survivors of human trafficking. And I want to thank the chairman for pointing out all of my coalition partners in Orange County earlier in the hearing. They are the human rights defenders of our time, and they do so with very little resources.

Last July, a report showed that that the U.S. Government spends approximately \$100 million annually to combat the 9-billion-dollar—and growing—industry of human trafficking. Compare this to the approximate \$15 billion that we spend annually on the war against drugs. Clearly, efforts to prevent trafficking and assist more and more survivors need more and more support. This is evidenced in our numbers. Three years in a row, our numbers in serving new cases, new people coming to us for help, have doubled 3 years in a row. And I am sure my colleagues in Orange County have similar statistics.

Victims of human trafficking are enslaved not only through physical means, but also through coercion, through fear and intimidation. In today's global economy, workers can be enslaved by threats of deportation, lack of viable alternatives, and especially death. We often think of undocumented immigrants as vulnerable to human trafficking, but almost 50 percent of our cases at CAST include individuals who come to the United States on lawful visas.

Human trafficking thrives when immigrant workers are forced to pay labor recruiters high fees. And what we saw as maybe \$2,000 as a fee 10 years ago is now upwards of \$30,000. They are often charged very high interest rates, most of the time by the loan

shark from a community, which puts the families at risk, and they do this in order to work lawfully in the United States. So these workers actually become vulnerable to debt bondage, one of the most pervasive forms of modern-day slavery today.

CAST believes that one of the most important policy changes we can make is better regulation of foreign labor recruiters through the following four-pronged approach. First, the elimination of fees. Foreign labor contractors should not be allowed to assess any fees to the worker. Such fees may be borne by the employer. Second is disclosure. Foreign labor contractors must disclose all of the terms and conditions of the work in writing in both English as well as the worker's native language. Third is registration. Employers must use foreign labor contractors who are properly registered with the Department of Labor. And last, but not least, is enforcement and accountability. The Department of Labor should establish a process for receiving, investigating, and adjudicating complaints against either foreign labor contractors or employers.

CAST commends Chairman Royce for his leadership in introducing H.R. 3344 in the House. This piece of legislation takes the comprehensive four-pronged approach I just outlined, and this bill is such an important one that will help prevent human trafficking and protect more workers. In addition to the protections already mentioned in the legislation, I would like to recommend also the inclusion of J-1 visa holders so that au pairs and nannies will receive the same protection as other workers coming to the U.S. from abroad.

Finally, CAST believes that the business community must be an integral partner in combating modern-day slavery. CAST was an original co-sponsor of S.B. 657, the California Transparency and Supply Chain Act, that the Ambassador mentioned earlier. It requires companies to publicly reveal the steps they are taking to eradicate modern-day slavery from all supply chains. Today, over 400 goods in 352 countries are produced by either child or forced labor. Given how prevalent modern-day slavery is in the global supply chain, CAST now hopes that measures similar to the law that we have in California, S.B. 657, can be adopted federally. We call for the House to reintroduce the Business Transparency in Trafficking and Slavery Act.

Thank you for your attention today and for the invitation to testify before all of you. And I also want to commend you for including survivors not only to speak of the suffering that they endured in the course of human trafficking, but as the experts they are to really help us find the policies that will eradicate modern-day slavery. Thank you so much.

[The prepared statement of Ms. Buck follows:]

House Committee on Foreign Affairs
Regional Perspectives in the Global Fight Against Human Trafficking

Testimony of Kay Buck
Executive Director
Coalition to Abolish Slavery & Trafficking (CAST)
Los Angeles, CA

November 4, 2013

I appreciate the privilege of testifying for you today on behalf of the remarkable women, children, and men, I serve as the Executive Director of the Coalition to Abolish Slavery and Trafficking (CAST). There is no doubt that modern-day slavery exists in California and around the world today. I have witnessed first-hand for over 20 years the impact of this grave human rights abuse on a day-to-day basis.

Since its inception in 1998, CAST has been providing specialized services to survivors of trafficking and modern day slavery, while informing the movement to prevent modern-day slavery through our evidence-based experiences gained by working directly with over 1000 survivors from over 58 countries, including the United States. We use a survivor-centered empowerment approach to support trafficked victims in realizing their individual potential. CAST serves survivors who suffer from all forms of modern-day slavery- including sex trafficking and labor trafficking. CAST's youngest survivor has been two years old; our oldest survivor is 72 years old. All have been exploited and forced to work against their will, often for years at a time.

At CAST, our key priority is to ensure that survivors of trafficking receive the comprehensive services they deserve and need in order to rebuild their lives. Our services include emergency response, shelter, case management and legal services. Clients who graduate from CAST programs are invited to join our survivor leadership program to be a voice for people who are still enslaved. Survivors' voices inform CAST's training and policy work at both the state and national levels.

To provide the comprehensive services that survivors so greatly need, CAST works closely with other non-governmental organizations, pro bono attorneys, law enforcement officials, and both federal and state government agencies. Despite ongoing efforts to leverage existing resources, CAST feels the gap in services that are currently available to all survivors of human trafficking.

In April, a new California law was implemented which mandates posting of the CAST hotline at adult businesses, bus stops, emergency rooms, urgent care centers, transit centers and truck stops throughout the state. In just the first six months since the law was implemented, CAST has seen a dramatic increase in calls to its hotline--a more than 300% increase over previous years. As a result, our Emergency Response System and comprehensive service staff capacities have been exceeded, forcing us to start a wait list for services for the first time in the agency's history. It is critical for CAST, and others, to further expand the scale of the services programs for victims of human trafficking.

For the last three years, the United States Trafficking in Person's office has recommended additional money for survivor services. Despite this recommendation almost no increases have been made in funding for survivors since the TVPA of 2000. Last July, a report showed that the U.S. government spends approximately \$100 million annually to combat the \$9 billion dollar and growing industry of human trafficking ("Following the Money: Spending on Anti-Trafficking," *Anti-trafficking Review, Global Funding Information Sheet, Issue 3, July 2013*). Compare this to the approximate \$15

billion dollars that we spend annually on the war on drugs. Clearly, efforts to prevent trafficking and assist victims need more support.

Through CAST's direct work with survivors in California, CAST understands that the 21st century slave may not be in chains or shackles. However, modern-day slaves are no freer. Modern-day slavery takes many forms. Trafficking victims toil in factories in the United States. Trafficking victims harvest vegetables and process food that ends up on our dining room tables. They clean people's homes and take care of the young, elderly and sick. They are enslaved not only through physical restraint, but also through coercion, fear, and intimidation. In today's global economy, workers can be enslaved by threats of deportation, lack of viable alternatives, and especially debt.

We often think of undocumented immigrants as vulnerable to human trafficking. But, CAST's work shows that labor trafficking is flourishing in the context of documented visa programs. Almost 50% of CAST's legal case load includes individuals who came to the United States on lawful visas.

Human trafficking thrives in the United States and around the world when immigrant workers are forced to pay labor recruiters' high fees, often at exorbitant interest rates, in order to work lawfully in the United States. These workers become vulnerable to debt bondage – one of the most pervasive forms of modern slavery. Unscrupulous foreign labor recruiters deceive workers about wages and working conditions. Immigrants, who are eager to work, often pay hundreds or thousands of dollars at inflated interest rates only to end up with false contracts and broken promises.

CAST believes that one of the most important policy changes we can make is better regulation of foreign labor recruiters through the following four-prong approach:

1. **Elimination of Fees:** No foreign labor contractor, or agent or employee of a foreign labor contractor, should be allowed to assess any fee (including visa fees, processing fees, transportation fees, legal expenses, placement fees, and other costs) to a worker for any foreign labor contracting activity. Such costs or fees may be borne by the employer, but these fees cannot be passed along to the worker. This is one of the most crucial elements to eliminate debt bondage for immigrant workers.
2. **Disclosure:** Foreign labor contractors and employers must be required to fully disclose to the worker all of the terms and conditions of their work in writing (both in English and in the worker's language).
3. **Registration:** The Department of Labor should administer a process for foreign labor contractors to obtain a certificate of registration. Employers must be required to use only foreign labor contractors who are properly registered under this system.
4. **Enforcement & Accountability:** The Department of Labor should establish an administrative process for receiving, investigating, and adjudicating complaints against the compliance of either foreign labor contractors or employers. The civil

rights for workers themselves are also key to preventing trafficking. Workers must be protected from retaliation and employers must be held accountable for the actions of the foreign labor contractors that they hire.

CAST commends Chairman Royce for his leadership in introducing HR 3344 in the House last week. This piece of legislation takes the comprehensive four-prong approach outlined above. HR 3344 is an important bill that will help prevent human trafficking and protect workers coming to the U.S. from around the world.

In addition to the protections already mentioned in the legislation, CAST would like to recommend the inclusion of J-1 visa holders. Polaris Project has found that the J-1 visa is the second most frequently cited visa in labor exploitation and human trafficking for the period December 2007 through July 2013. J-1 visa holders, who are often au pairs and nannies, deserve the same protection as other workers coming to the U.S. from abroad.

Finally, CAST believes that business must be an integral partner in combating modern-day slavery. CAST was an original co-sponsor of SB 657, the California Transparency in Supply Chains Act, which requires companies to publicly reveal the steps they are taking to eradicate modern-day slavery from their supply chains. In 2009 the U.S. government released a report for the first time showing that 122 goods in 58 countries around the world were made by forced labor and/or child labor. Today, this number has grown to 409 goods in 342 countries. These goods are items that we might encounter on a daily basis, including agricultural products, textiles and electronics.

Given how prevalent modern-day slavery is in the global supply chain, CAST now hopes that measures similar to the California Transparency in Supply Chains Act can be adopted federally. CAST calls for the House to reintroduce HR 2759 (112th): Business Transparency on Trafficking and Slavery Act.

Thank you for your attention and for the invitation to testify before you today. I look forward to answering any further questions you may have.

I am now pleased to introduce Angela Guanzon, a member of the CAST Survivor Advisory Caucus. Angela is a survivor of labor trafficking and will speak on the abuses she suffered and her recommendations for policy change.

Chairman ROYCE. Thank you, Kay.
Angela?

STATEMENT OF MS. ANGELA GUANZON, SURVIVOR OF INTERNATIONAL TRAFFICKING, MEMBER, CAST SURVIVOR ADVISORY CAUCUS AND NATIONAL SURVIVOR NETWORK

Ms. GUANZON. Good morning, and thank you, Chairman Royce. My name is Angela. I am from the Philippines. I came to the United States with a lawful visa and a promise to have a good job. In the Philippines, coming to the United States is like winning the lottery. I was so excited to go that I did not even ask many questions. When I got my visa to go to the United States, my passport was taken away from me, and I was told it would be held for me until I got to the United States. I traveled with about 10 workers to the United States.

When I got to the U.S., things were very different than I thought. I was told I owed \$12,000 for my transportation and visa and have to work for 10 years to pay it off. I was then forced to work in a retirement home for elderly care located in a suburb in Los Angeles. I worked 18 hours a day, 7 days a week, and we had to sleep on the floor in the hallways. My co-worker and I, Jayson, were threatened that if we tried to escape, we would be deported by calling the police and telling them that we stole something from her. And my situation, trafficking is not only for women. It is also for men. And this went on for 2½ years.

Finally I was rescued by the FBI through the neighbor who noticed that we did not get a day off. I spoke to the FBI about what happened to me, and eventually I testified against my trafficker in a criminal court, and she got a 5-year sentence.

Now, I am a certified nurse assistant and a member of the CAST Survivor Advisory Caucus and the National Survivor Network. CAST Survivor Advisory Caucus is a group of survivors who are learning leadership and advocacy skills to raise awareness of human trafficking and to influence policies to help better protect and help the survivors of human trafficking. National Survivor Network, this consists of, like, 58 or 60 survivors around 18 States here in the United States.

I do not believe what happened to me, what happened to other people. Because of the work that I do in CAST, I have learned that what happened to me happened to a lot of survivors that I met in National Survivors Network and CAST Survivor Advisory Caucus. I have met a lot of workers that came with an H-2B visa and were supposed to work with an H-2A visa. I have learned that they came to work in agriculture, but ended enslaved on farms all over the United States here with armed guards keeping watch. And some have an H-2B visa and a promise to have a good job like I was told, but ended up working in a hotel under threat of police.

I am very thankful to Chairman Royce for making such a big step to introduce the H.R. 3344. And I feel that he is really listening, and he is really listening about the issue. And I am so proud that I am here today to participate in this H.R. 3344 on behalf of the survivors so we can speak and we can be in a world that is free of abuse. Thank you.

[Applause.]

[The prepared statement of Ms. Guanzon follows:]

Testimony of Angela Guanzon
Survivor of Labor Trafficking
CAST Survivor Advisor Caucus Member &
National Survivor Network Member (NSN)
House Foreign Affairs Committee
Regional Perspectives in the Global Fight Against Human Trafficking
Fullerton, CA

November 4, 2013

My name is Angela Guanzon. I am from the Philippines. I came to the United States on a lawful visa with the promise of a good job. In the Philippines going to the United States is like winning the lottery. I was so excited to go I did not ask many question. When I got my visa to go to the United States my passport was taken and I was told it would be held for me until I got to the United States. I travelled with about 10 other workers to the United States.

When I got to the US things were very different than I thought. I was told I owed \$12,000 for my transportation to the United States and the visa. I was told I would have to work for 10 years to pay this off. I was then forced to work at a retirement home for the elderly located in a suburb of Los Angeles. I worked 18 hour days and had to sleep on the floor in the hallway. I am my co-worker, Jayson were threatened that if we tried to escape, I would be deported by calling the police and telling them that we stole something from her. This went on for two years. My experience shows that human trafficking happens today in the United States and that it happens to both men and women.

Finally I was rescued by the Federal Bureau of Investigation (FBI) after a neighbor noticed that I never had a day off. I spoke out about what happened to me to the FBI and eventually testified against my trafficker in criminal court. She got a 5 year prison sentence.

I am now a Certified Nurse's Assistant and a member of the CAST Survivor Advisory Caucus, a group of survivors in California who are learning leadership and advocacy skills in order to raise awareness and influence policies to better protect and help survivors of human trafficking. I am also a member of the National Survivor Network (NSN) which has over 85 survivor members from 18 state around the United States. Because of my work with the Caucus and the National Survivor Network I know the type of abuse that happened to me and my co-workers happens to other people as well. I know about workers who came to the US on an H-2B visa and was promised a good job like I was but instead had to work in a hotel under threats of the police. Other workers came to the US on an H2-A visa to work in agriculture but instead ended up enslaved on farms around the US with armed guards keeping watch.

I don't want what happened to me to happen to anyone else. No one should believe they have to work for an employer night and day for 10 years after getting a visa to come to the United States. Workers like me need information and protection so when we take an opportunity to come to the United States we have our freedom like everyone else does.

For this reason I would like to thank Chairman Royce for taking such an important step and introducing HR 3344. I feel like he has really listened to what I and other survivors have seen as a grave abuse that can be prevented. I hope to work in the future to help pass this piece of legislation and I am proud to stand here today to speak on behalf of other survivors to a world more free of abuse. To often we only hear about sex trafficking both in

the United State and abroad and its very important to me that the Committee is paying attention to all forms of human trafficking.

Chairman ROYCE. Thank you, Angela. Carissa?

STATEMENT OF MS. CARISSA PHELPS, CHIEF EXECUTIVE OFFICER, RUNAWAY GIRL, FPC

Ms. PHELPS. Thank you. Thank you for this opportunity to be here and to speak about strength in survivorship.

At 12 years old I thought I was born free. I thought that I could do anything and be free. But when I was kidnapped by a trafficker, kidnapped by a pimp in the town that I was born in, people looked the other way. Law enforcement looked the other way. Social services looked the other way. And I was blamed for what was done to me.

It took me over 15 years earning my education, graduating from law school and business school, connecting with community members, to be able to embrace my story, to be able to share it, and to be able to speak to this difference that we see today, this movement that we see today to end trafficking for domestic minors of sex trafficking.

The work that I do is not just based on my story from the past. It is my story of advocacy. I found out as I was becoming an advocate that survivors who were sitting alongside of me did not have financial means to be there. They were not being compensated. They had day care issues. They had transportation issues. And they were being asked to come in to share their stories, asked to influence policy, asked to make policy, write policy, inform policy, and yet they were not being treated as experts in the sense that they were not being compensated.

At one very high profile and federally-supported event, survivors were separated from the experts and taken to a basement room and asked to share their horror stories to complete strangers. I was told at that event that I was not an SME, a subject matter expert, and so that is why I was left out. I informed that person that I, in fact, was an attorney, and did hold an MBA, and was an expert, but I realized at that moment that we needed a united front. We needed to connect with each other and to stand up for each other in these instances.

And since then I founded Runaway Girl as a flexible purpose corporation. And what that means is that we have a charitable purpose in our articles of incorporation. It is a way for us to create a platform and lower barriers to entry for survivors who are speaking out and educating. It has no borders. It does not see international and domestic as any different. The more united we are, the stronger we are.

Slave owners knew that when Willie Lynch wrote his infamous letter to his colleagues who were slave owners and told them that they needed to lower the self-esteem, to basically demean their slaves and to divide them and have them fight against each other, the light-skinned against the dark-skinned, the house against the field. And when he did that, he knew what he was doing. He was dividing them. He was keeping slavery in existence. In order to end slavery, we need to unite. We need to build up each individual survivor and support them and unite them across any borders globally together. And I believe that we are going to end slavery for good.

In this next step as we look at this legislation that was survivor informed, I do have recommendations. I do believe that anyone who is receiving any type of support or a corporation needs to look at and figure out if someone has been a victim of human trafficking. They should never be arrested for immigration issues. They should never be charged, held in a prison for being a prostitute for solicitation or even for a runaway violation if they, in fact, have been recruited and are being trafficked. As long as we arrest and we hold people criminally accountable for what has been done to them, we are allowing slavery to exist.

We need to address demand. We need to arrest demand—literally arrest demand. We need to treat demand as part of the trafficking equation. So trafficking in arms and trafficking in drugs we know requires sellers and buyers and that they are all traffickers. But for some reason we have excluded buyers from our trafficking work and what we do. We will no longer protect the buyers who allow this to happen.

As a survivor group and as a survivor voice, I hear that loud and clear from my colleagues and from my friends. And we must end the demand for trafficking by going after those people who allow it to happen from the very top to the very bottom in our society. We have people who buy children, and who buy labor, and who are enslaving, and we need to hold them accountable as buyers as well with more than 5-year sentences, with more than 13-month sentences—with real sentences for what they have done, which is taking away someone's freedom.

[Applause.]

Ms. PHELPS. My final recommendation is to invest in survivors individually and in groups. We need to see to the longevity of survivors. What is it that they are offering as they are growing, and learning, and becoming a part of our community? Once again, how can we in the long run expect survivors to be there if we are having them pay their own way to be there? It just does not make any sense. So investing in survivors individually and in groups, and supporting their global leadership, and supporting them supporting each other is something that I would highly recommend.

And I thank the people who are here today that are doing the work. And I know that here, I know there is a group who is part of the FACT Alliance and the fight against child trafficking, and that does not have borders, does not see international and domestic differently, that supports freedom for children in all areas of the world. So thank you so much for your support today.

[Applause.]

[The prepared statement of Ms. Phelps follows:]

Carissa Phelps, JD/MBA
Founder and Chief Executive Officer, Runaway Girl, FPC
House Committee on Foreign Affairs
November 4, 2013
"Regional Perspectives in the Global Fight Against Human Trafficking."

Story of Runaway Girl, FPC

I hold a joint Juris Doctorate and MBA from UCLA, I pursued my degrees based on an interest I had in community economic development. In 2007, I was on a path to working in the financial industry, when I learned that children were being arrested and charged with prostitution and solicitation in Los Angeles County. Having survived trafficking at the age of twelve, I knew, from my own experience, that each time victims were stopped by police or treated like criminals; they were pushed closer to their trafficker. Whether victims were being questioned, booked, or even released on the spot, the failure to protect a child from their trafficker is where the harm was being done --- not only to the child, but also to our communities. I felt a sense of urgency to speak out, and search for ways to end this re-victimization of youth, not only in Southern California, but across the country. Between 2007 and present, I have brought the issue of arresting victims to community groups, social services, nonprofit organizations, media outlets, educators, doctors, lawyers, police, elected officials, rotaries, foundations, business leaders, and most recently to bus drivers and janitors on behalf of San Joaquin County Office of Education. In 2011, at the request of the State Department, I traveled overseas to share my message with countries searching for ways to address human trafficking in all of its forms. In 2012, I published a memoir, Runaway Girl: Escaping Life on the Streets One Helping Hand at a Time. In an effort to increase penalties for traffickers, I also became an outspoken supporter for Proposition 35.

In 2012, I returned to my interest in finance and community economic development, by founding Runaway Girl, FPC a California Flexible Purpose Corporation that offers survivors a chance to create and sustain their own initiatives. Runaway Girl, FPC offers survivor facilitated trainings in Human Trafficking. Our 1-Day training is an effort to reach out to wide community groups, who wish to build a Community Protocol for Response [CPR] to human trafficking. Our 2-Day Empowerment Model Training [EMT] is an opportunity for those who work more closely with victims and survivors of trafficking to develop empowerment models, within their organizations. In addition to building a sustainable pipeline of survivor leaders, Runaway Girl, FPC also offers career development opportunities to survivors of human trafficking. Runaway Girl, FPC supports survivor led initiatives and businesses by compensating survivors, who give their time and resources to the issues of human trafficking. Runaway Girl also promotes businesses led by survivors, such as Neet's Sweets, a Charlotte, NC based baking

business founded by Antonia "Neet" Childs, a social entrepreneur and survivor of human trafficking.

Protection for Victims of All Forms of Human Trafficking

We must create clear mandates for local governments, near and far, by strengthening and enforcing legislation that protects victims of human trafficking. Slavery in the United States was abolished; however, nearly 150 years later, human trafficking in its many forms persists and is widespread. Under section 2 of the Thirteenth Amendment, Congress enacted a statute by which it prohibited anyone from "holding, arresting, or returning, or causing or aiding in the arresting or returning, of a person to involuntary servitude."^[1] The business of human trafficking enjoys protections from local governments that criminalize and fail to protect victims of human trafficking. By arresting or not assisting someone who has been victimized, we are in effect "causing or aiding in the ... returning of a person to involuntary servitude." The failure to protect and mistreatment of victims of human trafficking continues to be the biggest challenge to ending all forms of modern day slavery.

Recommendation #1

When a victim of human trafficking is in contact with any agency that receives federal funding, all actions should be in accord with existing federal legislation. Victims should be offered services and protections. Victims of human trafficking should never be arrested or charged with crimes related to their being trafficked.

Specific to Victims of Sex Trafficking

Arresting victims of sex trafficking violates state and federal law, and has proven to be a highly ineffective approach to ending the demand for sex trafficking. Autumn Burris, a long time leader in the fight against sex trafficking, says "victims are targeted for arrest, while buyers of exploited individuals oftentimes remain invisible." Buyers make sex trafficking possible. In order to formulate an effective strategy, buyers need to be held accountable for their role in sex trafficking. In order to deter buyers, penalties must hurt. According to a 2011 study by Dr. Melissa Farley, one hundred percent (100%) of sex buyers said they would be deterred from buying sex if a month jail term were imposed and ninety percent (90%) said they would be deterred if a \$1,000-\$2,000 penalty were imposed.^[2]

Recommendation #2

End sex trafficking by arresting and fining buyers, who drive up the demand for commercial sex.

Survivor Voice in Combating Labor Trafficking

As a member of a community of survivors of all forms of human trafficking, my goal in testifying is to offer solutions that are as broad as the picture of modern day slavery. According to the California Department of Justice, "fifty-six percent (56%) of victims who received services through California's task forces were sex trafficking

victims. Labor trafficking is under-reported and under-investigated as compared to sex trafficking. Yet, data from other sources indicate that labor trafficking is 3.5 times as prevalent as sex trafficking worldwide.” [3] Congressman Royce’s proposed legislation H.R. 3344-Fraudulent Overseas Recruitment and Trafficking Elimination (FORTE) Act introduced last week proposes protections and remedies for foreign workers in the recruitment process to combat the potential for labor exploitation. I have learned from training alongside Kanthi Salgado, a member of the CAST [Coalition to Abolish Slavery and Trafficking] Survivor Caucus, that there is a great need for education and outreach to potential victims who are recruited by employment agencies to work overseas. Experts like Kanthi, who have survived human trafficking, have earned a seat at the table, and are prepared to lead education and outreach initiatives that will support the FORTE Act.

Recommendation #3

Invest in survivors both individually and in groups, and support their global leadership in the fight against human trafficking.

Conclusion

Traffickers attempt to keep victims down, and keep them divided. Survivors have shown that they can and will rise above; however, this requires an investment in services and protection. Basic needs must be met, as survivors of trafficking overcome severe emotional, financial, and physical challenges. Creating opportunities for partnership, and uniting survivors in their fight against slavery, also requires planning, action and investment. The result will be survivors leading the way, and a greater understanding of how trafficking happens today. Survivors are the key to developing timely, relevant and appropriate responses to all forms of human trafficking. Empowering survivors to lead in the United States will have a global impact on abolishing human trafficking, as we enjoy the rights, freedom, liberties and protections that allow us to move out of a life of victimization and to a role of leadership.

[1] Upheld in *Clyatt v. United States*, 197 U.S. 207 (1905); and see *United States v. Gaskin*, 320 U.S. 527 (1944). See also 18 U.S.C. Sec. 1584, which is a merger of 3 Stat. 452 (1818), and 18 Stat. 251 (1874), dealing with involuntary servitude. Cf. *United States v. Shackney*, 333 F.2d 475, 481-83 (2d Cir. 1964).

[2] <http://www.prostitutionresearch.com/pdfs/Farleyetal2011ComparingSexBuyers.pdf>

[3] CA Department of Justice, “The State of Human Trafficking in California” , 2012.<https://oag.ca.gov/sites/all/files/pdfs/ht/human-trafficking-2012.pdf>

Chairman ROYCE. Thank you, Carissa. Thank you, Carissa, for that testimony. And I was going to ask Tony Rackauckas, the district attorney, a question along those lines. Your circumstance, the fact that, as Tony shared, the average age for teen underage girls now is 12 when we are bringing these cases. Under the new law, under Prop. 35, I guess one of the advantages is a focus on those involved in the criminal syndicates and those participating as pimps, and more focus on those who create the demand as well. But the fact is that we have that new prosecution with the result of 32 years for an individual who is involved in trying to recruit underage girls, and this particular girl was 13 that he tried to lure up to Sacramento, and he was caught doing it.

Let me ask you, if I could, Mr. Rackauckas, are there any common factors that increase the susceptibility, the nature of the risk, for a 12-year-old, 13-year-old, being vulnerable to being trafficked? If you would give us some insights on that. And what strategies have our panelists found to be most successful in addressing that particular problem?

Mr. RACKAUCKAS. Well, those are certainly great questions. I think that as far as the vulnerability is concerned, what seems to happen mostly is that they wind up meeting somebody, and this person appears to be somebody who looks fine and appears to be upstanding, and gets them into a car or some kind of a compromising situation, and then just takes them off. And we have seen quite a number of cases where a young girl would willingly get in the car with somebody or go off with somebody, and then, of course, once that person gets control, he winds up taking her quite far away. It is not usually just in the local area, but it might be to another State, and then gets control, dominates her, beats her up a few times to let her know that she cannot disobey anything that he has to say. And then he starts trafficking her.

So as far as what would be the common thing, you know, I do not know if I can put my finger on it except to say that, you know, just being out on their own, not being supervised, and winding up being in the hands of a stranger. It is not usually a kidnapping off the street where somebody jumps out of the bushes and grabs a young girl and throws her in the car. It is usually a cooperative sort of a thing.

Chairman ROYCE. Kay, let me ask you that question, too, or any of the other panelists.

Ms. BUCK. The same question?

Chairman ROYCE. Yes, just the factors that, in your opinion, make girls of that age at risk for being recruited into or kidnapped into this type of situation.

Ms. BUCK. Well, there are definitely factors, and certainly socioeconomic status is one factor. That said, we have served clients, served survivors, here in LA who have had university degrees. So I think we need to look at, you know, there is a domestic population, yes, that have been survivors. There is also a foreign national population. And I really want to credit Carissa that the similarities are more than the differences. And as a movement, we need to look at this more when we are looking at the factors of vulnerability.

So what I am saying is that the foreign labor contractor who drives into a community in a foreign country and looks, you know, nice, drives a nice car, says come with me, or, let me take your children, they'll be given a really great education, is not that different from the pimp who seeks out one girl in the same fashion.

So when we are talking about vulnerability factors, and I do want to say that we are really proud to be working with Representative Bass' office on the child welfare system. And we are doing some really innovative things in LA working with the county board of supervisors to address the vulnerability factors, which can be everything from socioeconomic status to, you know, to the traffickers going in and being allowed to do recruitment in the way that they are doing that.

So I think there are a lot of vulnerability factors is what I am saying.

Chairman ROYCE. Thank you. I was going to ask one last question of Angela, and that is if during the visa application process you had been given information about antitrafficking protections under U.S. law or maybe the number to that antitrafficking hotline, do you think that that would have helped you escape sooner, Angela? Angela, if you had had access—

Ms. GUANZON. I am so sorry.

Chairman ROYCE [continuing]. To the antitrafficking hotline at the point that you—

Ms. GUANZON. No.

Chairman ROYCE [continuing]. Had the visa application—

Ms. GUANZON. No.

Chairman ROYCE [continuing]. Would that have helped you if that had been given up front, or if you had been given information about antitrafficking protections in the United States, would that have assisted you?

Ms. GUANZON. Yes, it would be helpful, and I am just going to show this one, the Survivor Advisory Caucus that we have, a member, she worked as a nanny. And they were based on—and when they came, when she went through the immigration, somebody handed her the information about the hotline, and that is how she got help. And when she got to the hotel, she called the number, and that is how she got help from CAST.

Chairman ROYCE. Thank you. Thank you. We are going to go to Representative Karen Bass.

Ms. BASS. Thank you. Well, once again let me just thank all of the witnesses for your testimony. And to Carissa and Angela, I really appreciate you coming forward and being willing to share your story. And Carissa is just amazing because I met her years ago and back when you were a student, and to see progress and what you have done is just really incredible. And I appreciated that you pointed out the demand side, and also that you talked about how those of us who are well meaning have to make real sure that we do not re-assent or exploit your time in the way that you described.

But we mentioned the demand, and I wanted to go to our witness from the DA. One of the things that I do not understand, and especially on the underage side, I do not understand, and maybe I am wrong, but that the men are not charged with rape, and also that

I do not think you can use the word “prostitution” for a child because if you are below the age of consent, then how can you be considered a participant?

So the question is, are people charged with rape as opposed to soliciting?

Mr. RACKAUCKAS. Yes. Yeah, the answer to the question is, of course, yes. Any time that we would have a case where the child who is so young, that person would definitely be charged with rape. But, you know, this Proposition 35, by the way, has been very helpful. Even since 8109 went into effect, and so many people in California do not go to prison. Under Prop 35, we are sending a lot of these traffickers to prison now for a long time period.

Ms. BASS. But the solicitors, the johns.

Mr. RACKAUCKAS. If we can show that the john knows or should know that this young lady is under 18 years of age, then, yes, we would, of course, charge that person at least with statutory rape.

Ms. BASS. Right, because anybody is supposed to know that. I mean, that is statutory rape, right? Because what I understand, this is what the LA FBI told me, is that guys specifically ask for age. I mean, apparently there are places in LA where you can go on this one street, and that is where they are between 12 and 13, and so people are specifically doing that.

It is raising the issue of really going after the demand, obviously the traffickers, but—

Mr. RACKAUCKAS. Absolutely. And we are not calling them “johns” anymore. We are not using that kind of a euphemism. Now, they are being referred to as sex purchasers.

Ms. BASS. Or if they are under age.

Mr. RACKAUCKAS. Right. And if they are under age, we are going to prosecute them on the rape charge, and if the victim is not under age, then, of course, we are still going to prosecute them for soliciting, and we are going to publicize their names as well.

Ms. BASS. Good. Now, are the girls, when they are arrested, which I do understand sometimes that is an important thing to do. But what are they charged with? They are not charged with soliciting, right?

Mr. RACKAUCKAS. Well, in the past it has always been a soliciting to commit prostitution. But we are taking a much different approach on that now because looking at circumstances, and we are treating them like the victims that they are, and we are trying to work with them to develop the case because we need them to give us the information that will take us to the person who is trafficking them.

Ms. BASS. I know, and I will bet you that is a huge challenge because it is probably very difficult for them to actually do that. And I think it is part of the community education to not view an under-age child as being capable of prostitution, you know what I mean? Changing that.

Mr. RACKAUCKAS. It is a huge challenge, and that is one of the reasons we are talking about resources because we are committing, of course, resources from the DA’s office, and the Anaheim Police Department has resources committed for the county-wide committee. But a lot of the police departments do not have that kind of resource.

Ms. BASS. Right.

Mr. RACKAUCKAS. And it requires a good deal of investigation. It is not just a quick thing. It requires a serious investigation that is going to take place over time to get the job done.

Ms. BASS. Exactly.

Mr. RACKAUCKAS. So that is an issue with us, too.

Ms. BASS. Thank you. And then just one further question, if you do not mind, Mr. Chairman. Carissa, if there was one type of social service that would be most needed for the girls, what is that?

Ms. PHELPS. I think the number one protective factor that has come up is information and education. It is empowering those young women, and boys, and foreign nationals, people that are vulnerable. It is giving that phone number and that information at a very early age in the early stage because not everyone who even has a mom and dad at home has protection and information about what is going on out on the streets. And I think with more education, that would lead to greater prevention.

Chairman ROYCE. Mr. Weber?

Mr. WEBER. Thank you, Mr. Chairman. I am really glad that our district attorney is present. He was telling us not to call them johns. We have fought that fight in Texas. You know, we have a term for them, but since we are being recorded and maybe broadcast, so I will not tell you what that is. [Laughter.]

I said earlier we would like to put them under the jailhouse, you know. The City of Waco had a great program where they actually posted their pictures on billboards throughout the city, and I would love to see every city doing that.

And one of you cited—Carissa, maybe it was you—a study by a lady that said the “purchasers of sex,” POS. That is what we call them. [Laughter.] They pretty much agree that if they had paid a \$1,000 to \$2,000 fine or spent a month in jail that they would not be out looking for it. And I was shocked when I did some research on her. She has actually done research all the way back to '94 along these lines. I do not know how you followed her. It is really interesting. It is really good stuff.

And the thought occurred to me, and, Mr. District Attorney, you might be able to tell me, you know, we have sexual offender registries, and we put them online, and they are precluded from living near schools, and it varies by State. But how about this? What if we put that on their driver's license so that—

[Applause.]

Mr. WEBER [continuing]. So when they have a habit—and it gets better, so just stay tuned. [Laughter.] When they have a habit of being POSs, it goes on their driver's license and their credit report. People need to know what they spend their money for. Has anybody ever thought—I mean, I am talking from a policy making standpoint. Have you ever heard of any legislation like that?

Mr. RACKAUCKAS. I have not. I have not.

Mr. WEBER. We will get to work on that. [Laughter.]

[Applause.]

Mr. RACKAUCKAS. Maybe it would be helpful if you would come and work with our California legislature on that particular idea. [Laughter.]

Mr. WEBER. Okay. And then another question I have. It seems to me that we are talking about education and helping our victims with what they need the most, and I appreciate Member Bass' question, what do they need the most. Are we going down into the junior high and middle schools, and are we saying, ladies, guys, this is what is out there in store, you need to be aware of it. We are doing that in the local school districts, are we? One is saying yes, the other is saying no. We are having a disagreement here.

Ms. PHELPS. We want to. We definitely want to, and we want to bring more survivor leaders in for that preventative work because we know it is personal stories that make that impact. So it is definitely something we are looking at in partnership with school districts. Some have reached out and been very proactive about it. Others will need some mandates to get it done.

Ms. BUCK. Yeah.

Mr. WEBER. Okay. Well, I would just encourage you to do that. Any help we can give, and I know you all have very capable members here in California who would help, too. So, Mr. Chairman, I will yield back.

Chairman ROYCE. Thank you. We will go now to Mr. Rohrabacher, and then we will finalize with Mr. Lowenthal.

Mr. ROHRABACHER. So I assume by the last answer that perhaps we need to be more proactive in our schools at an earlier age and giving as much warning to our young people. That is something we need to do more of?

Ms. PHELPS. Yeah. I cannot remember the name of the study, but I will provide it to you later. There is a study for overseas victims, and it was about positive deviance. So when all of these vulnerable factors are in place, when all of them are in place and when they are living in poverty, when trafficking is all around them in their community, what was the difference for the people that were not trafficked, the positive deviance. It was information and education, and that is true empowerment. And it says, you know, we can inoculate and prevent this from happening with information and education.

Mr. ROHRABACHER. And, Tony, our district attorney, I have noticed in your testimony about the recent 24 defendants that went to State prison. And you have 40 active felony cases or 5 defendants facing lifelong counts and there are other major accomplishments in terms of law enforcement.

You interact with your fellow district attorneys because your report says one of the fellows that you picked up was in county jail said that he would have been out if he was in another county. So how do you rate, and I will not ask you to rate them specifically by name, but how do you rate the way district attorneys around the country are doing on this issue?

Mr. RACKAUCKAS. I think that district attorneys' offices are not uniform, that there has been, I think, an awareness or an awakening that has developed just in the last couple of years. And so, it is in the process of developing at this point.

I know that in the last Statewide district attorney conference that we had, the California attorney general and some other district attorneys made a lot of effort to present information, particularly the Alameda district attorney, but a lot of effort to present

this kind of evidence and the sort of things that we are talking about here for the DAs on a Statewide level. And I think that it is improving a great deal.

Mr. ROHRABACHER. Was that giving them a good assessment or a bad assessment for your fellow DAs? [Laughter.]

I think that is what we are supposed to do at hearings like this. I mean, is law enforcement—number one, I am satisfied that you are doing a great job. I would not back you for election otherwise. I am satisfied of that. I am not necessarily satisfied that law enforcement around the country is meeting that same standard.

Mr. RACKAUCKAS. You know, I can just relate more to Orange County, and I can tell you that police departments are having a tough time trying to keep resources in this kind of an area. For example, one of our large police departments has a number of people who are in the vice squad who may have been paying attention and doing these investigations for the last 1½ or 2 years and doing some pretty good work. But now with the cutting of resources and the difficulty of keeping resources in an area like this, they probably are going to take those resources away and just put them in the more general kind of police work. So it is tough to get good local investigations to bring these cases forward.

Mr. ROHRABACHER. Okay. Well, obviously this is not a job just for local police, and it is obviously more than just our local school teachers. And Mr. Royce is pointing out the national and international aspect of this challenge to our society. And so, obviously we have from the administration a commitment to all of us working together, and I think that is what this is all about.

Thank you very much, Mr. Royce, and all of the witnesses.

Chairman ROYCE. Mr. Alan Lowenthal?

Mr. LOWENTHAL. Thank you, Mr. Chair. First, I have a question for Ms. Buck, but really the question will be a follow on to really all the panelists. I really want to compliment you for advocating for victims of human trafficking. Your work obviously here today and with all the panelists really sheds light on this egregious offense which affects the dignity of, I think, worldwide more than 20 million people. And I noticed that CAST provides, in looking through and listening to you, many critical kinds of services, such as legal services, and emergency response, shelter, and case management.

But I am interested in a particular subset in terms of the healing of people that have gone through this. As a mental health professional in the Congress—

Ms. BUCK. Yes.

Mr. LOWENTHAL [continuing]. I would really like to understand from you and from the others about how we really deal with some of the long-range healing of people who have been subjected to this kind of abuse, really long-term abuse. And if you could shed some light on what we should be dealing with in terms of long-term mental health issues. And then I would like to ask the rest of the panelists also about really where mental health really fits into this.

Ms. BUCK. Absolutely. That is a great question because I think as both Carissa and Angela pointed out, empowerment is really necessary. Sometimes the traditional modalities of mental health are not necessarily provided through an empowerment program or

an empowerment approach. And so, what the field is really moving toward is what is called trauma informed care.

And so, actually even our legal services program at CAST, we train our attorneys in trauma informed care so that not only are mental health services delivered in that fashion, but legal services, shelter, and emergency response. And that has been the number one indicator for us of success where, you know, we work very closely with survivors. Most survivors stay with us on average about 2 years.

So, you know, we have the opportunity and really the privilege of following them through their healing process. And what we know works is a variety of options, so it is not one modality that people have to stick to through that whole 2-year process. It is really using the arts and music, mentoring as well as something that is very helpful.

When you think about it, most of our clients, whether they be a domestic client or a foreign national client, come to us with a very small support system. Sometimes they do not have any support system at all. So by empowering them and helping them connect with other survivors, that begins their social network, and then going into the community do that more, we have a lot more success.

We are doing something or piloting something that is new in the coming weeks where it is called "Open Table." And it is actually a modality that is used, and the first one has been very successful in Arizona in a faith-based context and for the homeless population. We are adapting it to serve human trafficking survivors where they can meet every Sunday with a group of community members who can mentor them, who can become their social network for 2 years at a time. And they open up jobs for them. They connect them to other community resources. That is the kind of services that are really necessary. So it is not a traditional modality, but rather other progressive modalities that we know work.

Mr. LOWENTHAL. Thank you. And I wonder if other panelists might want to comment about the healing process, and how we empower people, and how we even change the, what I have just heard, is the very nature of the delivery of all services, that this empowerment model has to be included in the training of all folks, including law enforcement. And so, I am just wondering how that is being played out in your experiences and what you can add to that, because I am convinced that frequently we overlook mental health as one of the critical issues to deal with.

Ms. GUANZON. I am just going to speak for myself. I lived in a shelter for 1½ years, and through the CAST Survivor Advisory Caucus, we have this, like, every week or once in a month we have this potluck. Before I was too scared to get out from the shelter because I did not know anybody. I am so scared that if I go out, am I going to be, like, with anybody else, or am I going to be, like, somebody knows that I am different.

But through the CAST Survivor Advisory Caucus, they make me feel that even though I have been in that situation, I have a family. And CAST staff, they are so good for making us feel and teaching the proper way of—we can say no. "No" is not a light word for us, but from the CAST staff, we are taught that at every step or every

decision that we are going to do, you are entitled to say “no.” It is up to you.

So with that, we learn. And in the Caucus, I have learned that being outside the shelter is like just regular people that you can be mingled and talk to, and there is no, like, situation between us and the people outside.

Ms. PHELPS. When I initially came out with my story, I would be introduced at events that had nothing to do with trafficking as here is Carissa Phelps, a former child prostitute. And it became the fixation of people when they met me. And so, education in our communities as well is critical. And with sexual assault, any type of victimization, educating your community about how to receive people, whether they are law enforcement, education, mental health providers, is critical.

Susan Draper from West Coast Clinic, she is in Alameda County, and she is the leading expert for child sex trafficking response, mental health response. She is, I think, getting ready to retire, so we could, like, find a job for her to lead the way and educate other communities about the mental health approach, because it is critical that the team of mental health professionals are also not just educated, but supported because there is a level of trauma and victimization that they are learning about, and hearing, and taking in.

In order to make that job sustainable for them, they really need a strong, supportive network themselves. And I think Susan is the lead expert in that right now.

Chairman ROYCE. Thank you. Well, in summation, let me just thank our panelists for helping us to understand not only the challenges going forward, but also the important work that is being done out in the community today. And especially we want to thank my Human Trafficking Congressional Advisory Committee for their input.

As we go forward, we are going to be working with members of the Panel and members of the community to try to strengthen legislation.

I want to thank my committee members who are here as well. This will be a committee product, and so we thank them for their participation. And out there in the audience, we thank the members of the community that came forward in order to hear more about this issue, to be involved. And we appreciate the activism from so many who are supporting some of the community groups that are dealing with the survivors, those who are involved in these situations of sexual slavery of children that were pressed into this, or for those overseas who have been trapped with respect to labor trafficking.

And lastly, thank you very much to you, Ambassador CdeBaca, for coming out.

And I shall share with you all that today’s video, and testimony, and legislative info are available online at foreignaffairs.house.gov. Thank you very much.

[Applause.]

Chairman ROYCE. We stand adjourned.

[Whereupon, at 12:06 p.m., the committee was adjourned.]

A P P E N D I X



MATERIAL SUBMITTED FOR THE HEARING RECORD

**FULL COMMITTEE HEARING NOTICE
COMMITTEE ON FOREIGN AFFAIRS
U.S. HOUSE OF REPRESENTATIVES
WASHINGTON, DC 20515-6128**

Edward R. Royce (R-CA), Chairman

November 4, 2013

TO: MEMBERS OF THE COMMITTEE ON FOREIGN AFFAIRS

You are respectfully requested to attend an open FIELD hearing of the Committee on Foreign Affairs, to be held in the Titan Student Union building on the campus of California State University, Fullerton (800 N. State College Blvd., Fullerton, CA, 92834) and available live via the Committee website at <http://www.ForeignAffairs.house.gov>:

DATE: Monday, November 4, 2013

TIME: 10:00 a.m. PST

SUBJECT: Regional Perspectives in the Global Fight Against Human Trafficking

WITNESSES: Panel I
The Honorable Luis CdeBaca
Ambassador-at-Large
Office to Monitor and Combat Trafficking in Persons
U. S. Department of State

Panel II
The Honorable Tony Rackauckas
District Attorney, Orange County
Office of the Orange County District Attorney

Ms. Kay Buck
Executive Director and Chief Executive Officer
Coalition to Abolish Slavery & Trafficking

Ms. Angela Guanzon
Survivor of International Trafficking
Member, CAST Survivor Advisory Caucus and National Survivor Network

Ms. Carissa Phelps
Chief Executive Officer
Runaway Girl, FPC

By Direction of the Chairman

The Committee on Foreign Affairs seeks to make its facilities accessible to persons with disabilities. If you are in need of special accommodations, please call 202/225-5021 at least four business days in advance of the event, whenever practicable. Questions with regard to special accommodations in general (including availability of Committee materials in alternative formats and assistive listening devices) may be directed to the Committee.



COMMITTEE ON FOREIGN AFFAIRS
MINUTES OF FULL COMMITTEE HEARING

Day Monday Date 11/04/13 Room Titan Student Union

Starting Time 10:17 A.M. Ending Time 12:06 P.M.

Recesses 0 (___ to ___) (___ to ___) (___ to ___) (___ to ___) (___ to ___) (___ to ___)

Presiding Member(s)

Rep. Edward R. Royce, Chairman

Check all of the following that apply:

Open Session

Executive (closed) Session

Televised

Electronically Recorded (taped)

Stenographic Record

TITLE OF HEARING:

Regional Perspectives in the Global Fight Against Human Trafficking

COMMITTEE MEMBERS PRESENT:

See Attendance Sheet.

NON-COMMITTEE MEMBERS PRESENT:

None.

HEARING WITNESSES: Same as meeting notice attached? Yes No

(If "no", please list below and include title, agency, department, or organization.)

STATEMENTS FOR THE RECORD: *(List any statements submitted for the record.)*

SFR - Department of Justice

TIME SCHEDULED TO RECONVENE _____

or
TIME ADJOURNED 12:06 P.M.


Sean Marter, Director of Committee Operations

HOUSE COMMITTEE ON FOREIGN AFFAIRS
Full Committee Hearing

<i>Present</i>	<i>Member</i>
X	Edward R. Royce, CA
	Christopher H. Smith, NJ
	Ileana Ros-Lehtinen, FL
X	Dana Rohrabacher, CA
	Steve Chabot, OH
	Joe Wilson, SC
	Michael T. McCaul, TX
	Ted Poc, TX
	Matt Salmon, AZ
	Tom Marino, PA
	Jeff Duncan, SC
	Adam Kinzinger, IL
	Mo Brooks, AL
	Tom Cotton, AR
	Paul Cook, CA
	George Holding, NC
X	Randy K. Weber, Sr., TX
	Scott Perry, PA
	Steve Stockman, TX
	Ron DeSantis, FL
	Trey Radel, FL
	Doug Collins, GA
	Mark Meadows, NC
	Ted S. Yoho, FL
	Luke Messer, IN

<i>Present</i>	<i>Member</i>
	Eliot L. Engel, NY
	Eni F.H. Falcomavaega, AS
	Brad Sherman, CA
	Gregory W. Meeks, NY
	Albio Sires, NJ
	Gerald E. Connolly, VA
	Theodore E. Deutch, FL
	Brian Higgins, NY
X	Karen Bass, CA
	William Keating, MA
	David Cicilline, RI
	Alan Grayson, FL
	Juan Vargas, CA
	Bradley S. Schneider, IL
	Joseph P. Kennedy III, MA
	Ami Bera, CA
X	Alan S. Lowenthal, CA
	Grace Meng, NY
	Lois Frankel, FL
	Tulsi Gabbard, HI
	Joaquin Castro, TX

MATERIAL SUBMITTED FOR THE RECORD BY THE HONORABLE EDWARD R. ROYCE, A
REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA, AND CHAIRMAN,
COMMITTEE ON FOREIGN AFFAIRS



Department of Justice

DEPARTMENT OF JUSTICE STATEMENT FOR THE RECORD

HOUSE COMMITTEE ON FOREIGN AFFAIRS

**FIELD HEARING ENTITLED:
"REGIONAL PERSPECTIVES IN THE GLOBAL FIGHT AGAINST HUMAN
TRAFFICKING"**

**November 4, 2013
Fullerton, CA**

**Department of Justice
Statement for the Record**

Thank you for the opportunity to present an overview of the work of the Department of Justice (the Department) and its Federal Bureau of Investigation (FBI) to combat the scourge of human trafficking. As evidenced by the broad spectrum of investigative, prosecutorial, training, outreach, victim services, and research efforts by a wide array of components, outlined below, the Department is fully committed to fighting human trafficking.

Human trafficking, also known as trafficking in persons or modern-day slavery, is a crime that strikes at the very heart of the American promise: freedom. Today, in this country, people are bought, sold, and exploited like slaves each and every day. They are trapped in lives of misery—often beaten, starved, and forced to engage in prostitution or to take grueling jobs as migrant, domestic, restaurant, or factory workers with little or no pay.

The most vulnerable among us, including our children, are being exploited both online and in person. Often targeted because of individual vulnerabilities, many have already experienced abusive or troubled families, have disabilities, or come from families with very limited resources. In the hands of their traffickers, these individuals will be subjected to numerous sexual assaults and continued abuse.

The Department and its partners are working hard to identify and support victims and bring their abusers to justice. We provide significant resources, training and technical assistance to our federal, state, local, and tribal partners.

Enforcement: Investigation

The FBI's efforts to investigate human trafficking are coordinated by the Civil Rights Unit (CRU) and the Violent Crimes Against Children Section (VCACS). The CRU investigates forced labor, sex trafficking by force, fraud or coercion and the sexual exploitation of foreign minors while the VCACS focuses on the commercial sexual exploitation of domestic children under the age of 18. Sex trafficking prosecutions involving children do not require proof of the use of force, fraud, or coercion.

Innocence Lost National Initiative

This year marks the tenth anniversary of the FBI's most prominent initiative to combat the growing problem of sex trafficking of children within the United States. In June of 2003, the FBI and the Department's Child Exploitation and Obscenity Section (CEOS) joined the National Center for Missing and Exploited Children (NCMEC) to launch the Innocence Lost National Initiative (ILNI). While it is difficult to imagine, the average age of a child targeted for prostitution in the United States is between 11 and 14 years old. Once under the control of a pimp, the proceeds of the commercial sexual exploitation of the child are controlled by the captor, and attempted escapes often result in brutal beatings or even death.

The FBI and its ILNI partners execute Operation Cross Country—a three-day nationwide enforcement action focusing on underage victims of prostitution. Our most recent operation in July 2013 — our seventh and largest such operation — concluded with the recovery of 105 commercially sexually exploited children and the arrests of 150 pimps and other individuals.

This most recent sweep took place in 76 cities and was carried out by the FBI in partnership with local, state, and federal law enforcement agencies and NCMEC. Over 1,300 law enforcement officers across the country have been trained through the Protecting Victims of Child Prostitution Course at NCMEC, which supports the ILNI.

Task force operations can begin as local actions, targeting such places as truck stops, casinos, street "tracks," and Internet websites, based on intelligence gathered by officers working in their respective jurisdictions. The FBI has developed special teams and protocols for prevention and enforcement actions surrounding large-scale sporting events and other events of national interest. By utilizing information obtained through these operations, and by building a strong rapport with victims, the FBI often uncovers organized efforts to prostitute women and children across many states. These investigations can lead to local, state, or federal charges.

To date, the ILNI task forces have rescued more than 2,800 children. Investigations have led to the conviction of more than 1,400 pimps, madams, and their associates who commercially exploit children through prostitution. These convictions have resulted in lengthy sentences, including multiple life sentences and the seizure of real property, vehicles, and monetary assets.

In addition to the ILNI, the FBI also coordinates the Violent Crimes Against Children International Task Force – a select cadre of international law enforcement experts working together to formulate and deliver a dynamic global response to crimes against children through the establishment and furtherance of strategic partnerships, the aggressive engagement of relevant law enforcement, and the extensive use of liaison, operational support, and coordination.

Through this task force we are working closely with our partners to: reduce the vulnerability of children to acts of sexual exploitation and abuse which are facilitated through the use of computers; identify and rescue child victims; investigate and prosecute sexual predators who use the Internet and other online services to sexually exploit children for personal or financial gain; and strengthen the capabilities of federal, state, local, and international law enforcement through training programs and investigative assistance.

Trafficking Exploiting Foreign Nationals

Our CRU investigates trafficking involving foreign nationals, which is often aimed at recent migrants and other economically disadvantaged individuals, particularly women and children. Preying on the vulnerabilities of people seeking a better life, traffickers force migrants without documentation or with precarious immigration status to work in poor, unsafe conditions where they are exploited for prostitution, domestic servitude, migrant farm labor, or toil in restaurants and service industry jobs. Compounding the problem, the number of migrants subjected to these types of crimes is underreported, as many fear deportation or are afraid of retaliation against themselves or their families.

Together with our law enforcement partners at the Department of Homeland Security (DHS), as well as the Department of Labor and the State Department's Diplomatic Security Service, we are working hard to combat trafficking in any form—not only because of the physical and psychological toll it takes on individual victims and their families, but also the profit generated by this exploitation fuels further unlawful migration and organized criminal activity.

Through our efforts, we work with other local, state, tribal and federal law enforcement agencies and national victim-based advocacy groups in joint task forces that combine resources and expertise on the issue. Today, the FBI participates in over 100 human trafficking task forces and working groups around the nation who work shoulder-to-shoulder in an effort to combat the exploitation of individuals who work in industries, such as agriculture and domestic service, and who are forced into prostitution and/or slave labor.

The FBI's many field offices produce threat assessments to determine the nature and extent of human trafficking in their areas of jurisdiction. They also aggressively pursue human trafficking investigations and develop actionable intelligence. This valuable information aids us with future potential cases, and helps us to better understand the nature and scope of the problem. And finally, these offices are charged with building relationships with civic and community groups and non-governmental organizations that can refer cases and provide valuable insights and information.

FBI CRU's pending human trafficking investigations have increased from 167 in 2009 to 459 by the end of fiscal year 2012. Since 2009, our investigations in this area have resulted in 480 arrests, 336 informations and indictments, and 258 convictions.

Enforcement: Prosecution

The Department's prosecution efforts are led by two specialized Units, the Civil Rights Division's Human Trafficking Prosecution Unit, and the Criminal Division's Child Exploitation and Obscenity Section, which provide subject matter expertise and partner with our 94 United States Attorneys' Offices (USAOs) on prosecutions nationwide.

The Civil Rights Division, through its Criminal Section Human Trafficking Prosecution Unit (HTPU), in collaboration with USAOs nationwide, has principal responsibility for prosecuting forced labor and sex trafficking of adults by force, fraud, and coercion, while CEOS provides expertise in child exploitation crimes, including child sex trafficking, and works in collaboration with USAOs to investigate and prosecute cases arising under federal statutes prohibiting the commercial sexual exploitation of children and the extraterritorial sexual abuse of children.

Taken together, USAOs, HTPU, and CEOS initiated a total of 128 federal human trafficking prosecutions in FY 2012, charging 200 defendants. Of these, 162 defendants engaged predominantly in sex trafficking and 38 engaged predominantly in labor trafficking, although several defendants engaged in both. In FY 2012, the Civil Rights Division, in coordination with USAOs, initiated 55 prosecutions involving forced labor and sex trafficking of adults by force, fraud, or coercion. Of these, 34 were predominantly sex trafficking and 21 were predominantly labor trafficking; several cases involved both. In FY 2012, CEOS, in coordination with USAOs, initiated 18 prosecutions involving the sex trafficking of children and child sex tourism.

During FY 2012, DOJ convicted a total of 138 traffickers in cases involving forced labor, sex trafficking of adults, and sex trafficking of children. Of these, 105 predominantly involved sex trafficking and 33 predominantly involved labor trafficking, although some cases involved both. The average prison sentence imposed for federal trafficking crimes during FY 2012 was nine years, and terms imposed ranged from probation to life imprisonment. During the reporting period, federal prosecutors secured life sentences against both sex and labor traffickers in four cases, including a sentence of life plus 20 years, the longest sentence ever imposed in a labor trafficking case.

Civil Rights Division

Since the Department created the HTPU within the Criminal Section of the Civil Rights Division in January 2007, HTPU has played a significant role in coordinating the Department's human trafficking prosecution programs. HTPU's mission is to focus the Civil Rights Division's human trafficking expertise and expand its anti-trafficking enforcement program to increase human trafficking investigations and prosecutions throughout the nation. HTPU works to enhance DOJ investigation and prosecution of significant human trafficking cases, particularly novel, complex, multi-jurisdictional, and multi-agency cases and those involving transnational organized crime and financial crimes.

Consistent with increases in trafficking caseloads across the Department, in the past four fiscal years, from 2009 through 2012, the Civil Rights Division and USAOs have brought 94 labor trafficking cases, compared to 43 such cases over the previous four years, an increase of over 118%. This is in addition to the substantial increase in the number of adult sex trafficking cases prosecuted by the Civil Rights Division and USAOs.

The HTPU, the Executive Office for U.S. Attorneys (EOUSA) and multiple USAOs have continued to lead the six anti-trafficking coordination teams (ACTeams) in collaboration with the FBI, DHS, and the Department of Labor. Following a competitive, nation-wide selection process, six pilot ACTeams were launched in July 2011 in Los Angeles, California; El Paso, Texas; Kansas City, Missouri; Atlanta, Georgia; Miami, Florida; and Memphis, Tennessee. Since that time, the ACTeams, through enhanced coordination among federal prosecutors and multiple federal investigative agencies, have developed significant human trafficking investigations and prosecutions, including the first multi-district, multi-defendant combined sex trafficking and forced labor case in the Western District of Texas, the first domestic servitude prosecution in the Western District of Missouri, and the first Eastern European forced labor case initiated in the Northern District of Georgia, in addition to numerous other significant investigations and prosecutions.

Of particular interest to this Committee, the Department and DHS have collaborated with Mexican law enforcement counterparts on the U.S./Mexico Human Trafficking Bilateral Enforcement Initiative, which has contributed significantly to restoring the rights and dignity of human trafficking victims through outreach, interagency coordination, international collaboration, and capacity-building. Through the Initiative, the United States and Mexico have worked as partners to bring high-impact prosecutions under both U.S. and Mexican law to more effectively dismantle human trafficking networks operating across the U.S.-Mexico border, prosecute human traffickers, rescue human trafficking victims, and reunite victims with their families. Significant bilateral cases have been prosecuted in Atlanta, Georgia; Miami, Florida; and New York, New York. To advance the interdisciplinary Initiative, the Department and DHS have participated in meetings in both the United States and Mexico to ensure that simultaneous

investigations and prosecutions enhance, rather than impede, each other. These efforts have already resulted in three cross-border collaborative prosecutions, involving defendants who have been sentenced in Mexico and the United States to terms of imprisonment of up to 37.5 years, and resulting in the vindication of the rights of dozens of sex trafficking victims.

Outreach and training continue to be a large part of the Department's efforts to combat human trafficking. HTPU attorneys presented numerous in-person trainings as part of the Federal Law Enforcement Training Center State and Local Law Enforcement Training Symposiums. CRT, FBI and other Department components joined with the Department of State to create an Advanced Human Trafficking Investigator course at the FBI Training Academy in Quantico, Virginia, for Central American law enforcement officers. The program has trained investigators from El Salvador, Guatemala, Nicaragua and Panama. DOJ, DHS, and DOL collaborated to develop and deliver the Advanced Human Trafficking Training Program to the ACTeams, bringing federal agents and federal prosecutors together for an intensive skill-building and strategic planning to enhance their anti-trafficking enforcement efforts.

Criminal Division

The CEOS' mission is to protect children from sexual exploitation by investigating and prosecuting not only child sex trafficking, but also child pornography, and extraterritorial exploitation of children. CEOS conducts and participates in training for federal, state, local and international prosecutors and investigators engaged in efforts to enforce federal child exploitation laws.

For example, in 2013, CEOS's section chief presented on best practices for investigating and prosecuting child sex trafficking cases at a human trafficking seminar in Riverside, California, and participated in crimes against children training conference hosted by the International Centre for Missing and Exploited Children in Vietnam. Also within the past year, CEOS attorneys presented at international conferences in Taiwan, Mexico, Belgium, and Washington, DC, providing training to law enforcement, prosecutors, state officials, judges, and subject matter experts from various disciplines in the areas of child sex tourism and trafficking in minors.

In March 2013, Weylin Rodriguez was sentenced to life plus five years in prison following his conviction for forcing multiple minor and adult victims to engage in prostitution and for various firearms offenses in the recruitment of three minor females and two young adults to work in prostitution. Rodriguez kidnapped some of his victims, and lured others through false pretenses followed by violence. After luring his victims, he and two co-conspirators (aka his "bottom girls"), advertised the victims for prostitution online, and forced the victims to solicit for prostitution on the streets. Rodriguez kept all the money received by the victims for the commercial sex acts. To prevent the victims from leaving his prostitution ring, Rodriguez inflicted severe physical beatings to create an atmosphere of fear. He also threatened the victims with guns on numerous occasions, and shot at a customer in front of a victim. Rodriguez has several prior convictions involving drugs, firearm, as well as a sexual offense against a minor. The case was prosecuted jointly by CEOS and the Middle District of Florida.

In May 2012, James Mozie was sentenced to life imprisonment following his conviction in a jury trial of eight counts of child sex trafficking, one count of conspiracy to commit the same, and one count of production of child pornography. At trial, several juvenile victims testified that they either worked or were recruited to work as prostitutes for Mozie and his girlfriend, Laschell Harris, from their residence in Oakland Park, Florida. When customers arrived at the home, they paid a cover charge to the security guard working the front door. The females, many of them minors, worked in the house dancing for tips and engaging in sexual activity with male customers for money. The seven victims, all minors when the offenses occurred, testified that Mozie required them to have sex with him as part of their "orientation," which he explained was his way of "testing the merchandise." They also testified that Mozie would take sexually explicit pictures of them, which he attached to text messages advertising the brothel. Also in 2012, Harris was sentenced to 156 months imprisonment after pleading guilty to one count of sex trafficking, and co-conspirator Willie Rice, who acted as a security guard for Mozie, was sentenced to 48 months imprisonment after pleading guilty to possessing a handgun while a felon. The case was prosecuted jointly by CEOS and the Southern District of Florida.

Executive Office for United States Attorneys

Consistent with the Consolidated and Further Continuing Appropriations Act, 2012, all USAOs established or participate in human trafficking task forces (HTTF), and collaborate with private partners in several ways. Eighty percent of the HTTFs in which USAOs are involved include members from NGOs. Participating private organizations include community groups, faith-based organizations, victim advocacy groups, academic organizations, medical professionals, and legal aid offices. These private organizations provide various forms of assistance to the HTTFs, including tips on women and girls who were being trafficked, social services for victims, and training in conjunction with USAOs.

Public Awareness, Victim Services and Research

Federal Bureau of Investigation

The Department does more than investigate and prosecute those who exploit victims of trafficking. For example, the FBI's Office for Victim Assistance, along with victims specialists from the USAOs and/or other non-government victim assistance service providers, work with human trafficking victims to advise them of their rights and to ensure they get the help they need to address their short-term and long-term needs—such as legal and repatriation services, immigration relief, housing, employment, education, job training, and child care. Nearly 400 victims have been provided services as a result of Operation Cross Country. With the launch of the Innocence Lost National Initiative, the FBI task forces have encountered significant challenges in identifying and providing services for these victims. Often with histories of poverty, homelessness, and/or exposure to violence and abuse, victims may have difficulties reaching out for help or determining who they can trust. Juveniles who become involved in sexual trafficking face myriad obstacles and enormous needs – including very basic needs such as safe housing, subsistence, and schooling – if they are able to leave that life. In addition, they may need substance abuse treatment, medical treatment for conditions like HIV/AIDS, and mental health services. Many face impediments to reuniting with their family of origin, so they need help to prepare for independent living.

Executive Office for United States Attorneys

In order to prevent and increase the reporting of human trafficking, the Department's Executive Office for United States Attorneys developed a public awareness campaign with the cooperation of Polaris Project, a nongovernmental organization dedicated to combating human trafficking. The campaign's advertisements targeted ethnic groups from countries associated with human trafficking in the U.S. An advertisement was developed, translated, and placed in selected newspapers in 18 cities for a period of two to three months during the fall of 2012. The advertisements defined human trafficking, explained that trafficking violates state and federal laws, and encouraged readers who considered themselves to be victims of, or witnesses to, human trafficking to call the National Human Trafficking Hotline, which is operated by Polaris with a grant from the federal government. Polaris provided statistics that showed a significant increase in calls to the hotline from cities where the ads were placed during the periods of time that the ads were running in those cities.

Office of Justice Programs

In FY 2012, the Department's Bureau of Justice Assistance (BJA) and Office for Victims of Crime (OVC) jointly made awards to seven task force sites to execute a comprehensive approach to combating all forms of trafficking, including sex and labor trafficking of foreign nationals and U.S. citizens (male and female, adults and minors). BJA made seven awards of up to \$500,000 for 24 months to support law enforcement agencies (one in each task force site) to coordinate the goals, objectives, and activities of the entire task force in close collaboration with the local USAO and the task force partner victim service organization (one in each task force site) to coordinate the provision of a comprehensive array of culturally and linguistically appropriate services to all trafficking victims identified within the geographic area affected by the task force. OVC made seven awards to victim service provider partners who participate on the task forces. In total, \$6,609,586 was awarded by BJA and OVC.

In addition to providing direct services, OVC trafficking victim-service grantees across each grant program work to enhance the community's capacity to identify and respond appropriately to victims of trafficking. From July 1, 2011 to June 30, 2012, grantees trained 28,462 professionals, representing schools and educational institutions, faith-based organizations and religious institutions, victim service providers, civic and business community organizations, and state, tribal and local law enforcement. The top five topics covered by grantees were: the definition of human

trafficking; identification of human trafficking victims; procedures for reporting human trafficking; services available to victims; and legal assistance for victims of human trafficking.

During FY 2012-2013, OVC represented DOJ by serving as a Co-Chair along with DHS and the Department of Health and Human Services in the development of the first-ever federal strategic action plan to strengthen services for trafficking victims. After extensive interagency collaboration, the co-chairs drafted the plan and released it for public comment. Over 300 comments were received and OVC is working to incorporate the public's input. The plan is scheduled for release in January 2014.

In order to ascertain the scope and primary methods of perpetration of human trafficking, identify effective means of prevention, and maximize the impact of available victim services, the National Institute of Justice (NIJ) has maintained the most active research portfolio on trafficking in the U.S., making dozens of research awards over the past decade. Recent NIJ awards are tackling the toughest questions asked about human trafficking, including measuring the prevalence of labor trafficking, exploring the perpetration of trafficking and evaluating best practices in service provision. For example, an ongoing NIJ-funded project focuses specifically on one of the most understudied aspects of human trafficking: the relationship between gangs and human trafficking. This project will measure the nature and extent of gang involvement in human trafficking by gathering data from four sources: victims who are assisted by social service agencies in San Diego County, non-public law enforcement incidence and arrest records, persons identified as trafficking victims and perpetrators at San Diego middle and high schools, and the traffickers themselves.

For FY 2013, NIJ is funding a study focusing on the Somali-American diaspora and its involvement in two transnational crimes: radicalization to violent extremism and trafficking in persons. This study will build scientific knowledge on these crimes with an emphasis on how transnational issues converge in a context of profound community vulnerability and active criminal networks. The co-occurrence of radicalization and trafficking in disadvantaged refugee and immigrant communities warrants an examination to better understand the transnational and convergence issues involved, and how they can inform evidence-based community practices.

Efforts to Combat Trafficking Exploiting Tribal Members

The challenges the Federal Government faces in developing and sustaining effective child welfare and juvenile justice systems and providing effective services to juveniles have been studied and documented at the Department and in other federal agencies for decades. In April 2013, the Attorney General, acting on a recommendation from the Defending Childhood Task Force, called for the formation of the American Indian and Alaska Native Children Exposed to Violence Task Force (Task Force). In recognition of the unique role the Federal Government plays in Indian Country issues, a working group of federal agencies was established as part of the Task Force. The working group will complement the objectives of the advisory committee of the Task Force, which will consist of non-federal experts in children's exposure to violence. The initial focus of the working group will be actions to improve the federal response to the needs of American Indian and Alaska Native children exposed to violence. This vulnerable population has been identified as being particularly susceptible to being lured by traffickers.

From July 8, 2013 through July 12, 2013, the Department's Office on Violence Against Women (OVW) conducted a site visit to western North Dakota meeting with local law enforcement, tribal leaders, victim advocates, the U.S. Attorney for North Dakota, state and tribal coalition leaders, and service providers from both North Dakota and Montana. OVW is exploring providing funds to law enforcement and victim service providers in western North Dakota and eastern Montana to address domestic violence, sexual assault, stalking, and trafficking.

In FY 2012, BJA solicited proposals to address the issue of human trafficking on Tribal Lands by developing and providing training to build awareness of the existence of human trafficking in Indian Country, and providing law enforcement and community stakeholders with the tools necessary to begin the process of victim identification, rescue and restoration, while providing appropriate consequences for perpetrators in a consistently applied manner. BJA received four applications through a competitive process and awarded \$305,000 to the Upper Midwest Community Policing Institute (UMCPI) to develop and pilot the training.

BJA will design and plan the delivery of Human Trafficking Training to Tribal Law Enforcement which will begin a pilot phase of training by the end of 2013. BJA is planning to seek additional funding to expand the number of sites which can be trained moving forward.

In response to law enforcement concerns about possible human trafficking on the Fort Berthold Reservation in western North Dakota, the U.S. Attorney's Office for the District of North Dakota (USAO-ND), the FBI, and multiple tribal organizations created a Human Trafficking Working Group to address the abuse of women and children through prostitution on the Fort Berthold Reservation. The work of this group resulted in the April 2012 conviction of a New Town, North Dakota man on 16 counts of sex trafficking, sexual abuse, drug trafficking, and witness tampering. The facts revealed at trial established that the defendant had conspired to distribute marijuana around the Fort Berthold Indian Reservation. As part of this conspiracy, the defendant recruited minors and young adults to be part of a gang. According to testimony at trial, the defendant also used physical force and coercion to cause an adult female he had recruited for the gang to engage in commercial sex acts on the Fort Berthold Indian Reservation and in Williston and Minot. USAO-ND believes that innovative, cooperative efforts, like the investigation that led to this conviction, are essential to battling organized criminal activity on the reservations.

Conclusion

The Department's efforts to combat human trafficking present a multifaceted approach to a multifaceted problem. As a result, our efforts span from investigation to prosecution, and are supplemented by an array of investigative, training, outreach, and victim services carried out by a wide range of components. Simply put, we are proud of the work we do in this area, and look forward to continuing to have a leading role in the government-wide fight against human trafficking.

We thank you again for the opportunity to submit this statement.