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Global Human Rights, and International Organizations
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Tier Rankings in the Fight Against Human Trafficking

Mr. Chairman, Ranking Member Bass, and other distinguished members of the Subcommittee, thank you for holding this hearing on one of the most terrible human rights abuses of our times—the widespread occurrence of modern-day slavery and human trafficking, and thank you for giving me the opportunity to testify today.

Mr. Chairman, I am the Vice President of Policy and Government Relations at Humanity United. Humanity United is a philanthropic organization based in San Francisco, California that works to build peace and advance human freedom around the globe. In its work to advance human freedom by combating modern-day slavery, HU has three approaches:

- Working in places where the problem is greatest, with a particular focus on South Asia, starting with Nepal;
- Engaging corporations to address modern-day slavery in supply chains; and
- Advancing U.S. leadership in the fight against modern-day slavery, including supporting the Alliance to End Slavery and Trafficking (ATEST), a coalition of 12 U.S.-based human rights organizations that address all forms of human trafficking and modern-day slavery.

I. Scope and Nature of Trafficking in Persons and Modern-Day Slavery

Mr. Chairman, human trafficking continues to inflict suffering on tens of millions of people around the world. It is one of the most pressing human rights challenges of our time, yet also crosses over into such diverse areas as transnational crime, international humanitarian law, international development, domestic and international labor frameworks, and migration, among others.

In 2012, the International Labor Organization (ILO) issued a new report on the prevalence of forced labor, using a definition that substantially overlaps with most forms of human trafficking and modern-day slavery. ILO estimates that at any given moment, 20.9 million suffer from these abuses,¹ with private estimates ranging as high as 27 million. The UN Office of Drugs and Crimes has cited estimates that human trafficking in all its forms yields \$32 billion dollars in profits every year.² And despite this Committee's good work and international efforts by a wide array of countries, some believe that the worldwide economic downturn has led to a surge in human trafficking as those desperate for some way to sustain themselves become more vulnerable to the predators who perpetuate modern-day slavery.³

Mr. Chairman, this is not a matter of numbers: each individual story of tremendous suffering and exploitation is a human rights tragedy that violates our values and

¹ ILO Global Estimate of Forced Labour, http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---

² <http://www.unodc.org/unodc/en/frontpage/abolishing-slavery-eradicating-human-trafficking.html>

³ David Arkless, Manpower, Inc., Speech at Carnegie Council, February 18, 2010, reprinted at <http://www.carnegiecouncil.org/resources/transcripts/0260.html>

beliefs. As you know, this is also not a far away problem that affects distant lands. It remains a shock to most Americans, but thousands of adults are trafficked into forced or exploitative labor situations right here in the United States. Some experts estimate that 200,000 to 300,000 U.S. children and youth are at risk of being trafficked into commercial sex.⁴ Moreover, the total number of calls each year to the National Human Trafficking Resource Center (NHTRC) hotline, funded by the U.S. Department of Health and Human Resources and operated by Polaris Project, a non-governmental organization, has grown by 338 percent from 5,748 total calls in 2008 to 19,427 in 2011.⁵

Each victim of trafficking and modern-day slavery deserves to become a survivor. They deserve the assurance their own lives will be protected, their perpetrators will be convicted, and the trafficking of others will be prevented. And we need to help raise their voices.

II. The TIP Report and its Tier Rankings as a Tool for Change

In that regard, Mr. Chairman, this Committee has been a leader in creating and implementing a framework for U.S. and international efforts to combat human trafficking. It has now been over 10 years since the Trafficking Victims Protection Act of 2000 (TVPA) was signed in to law. That legislation, introduced by you Mr. Chairman, and former Representative Gejdenson of Connecticut, with the bipartisan support of the late Senator Wellstone of Minnesota and Senator Brownback of Kansas has been implemented vigorously by three Administrations under Presidents from both political parties.

In addition to establishing the framework of preventing trafficking, protecting victims, and prosecuting perpetrators, the TVPA of 2000 required an annual report on human trafficking, to be prepared by the Office to Monitor and Combat Trafficking in Persons (J/TIP), on the state of human trafficking around the world, which is commonly known as the TIP Report. The report rates countries as to whether they are meeting the minimum standards contained in the Act, whether they are making significant efforts to do so, or whether they are failing to even make such efforts at all.

A. Successes of the TIP Report

Before discussing the TIP Report's tier system, let me first remind the Committee of the amazing developments that have occurred as a result of your actions in creating this extraordinary human rights tool. Facing the exposure of terrible abuses within their border, real change has occurred. I ask that a document compiled by the Alliance to End Slavery and Trafficking (ATEST), which lists a

⁴ <http://ecpatusa.org/2011/10/ecpat-usa-turns-20/>

⁵ This number reflects both crisis calls by victims but also tips and other communications. <http://www.polarisproject.org/resources/hotline-statistics>

number of these successes, be entered into the record. This document demonstrates that from Cambodia to the countries of the Gulf, from Ghana to the Philippines, the TVPA and TIP Report have fostered real change that have reduced abuses and saved lives.

Mr. Chairman, the TIP Report is the premier tool in the United States Government's toolbox to foster change in other countries. In combination with assistance from the United States to help countries with projects in those areas where a country is weakest, the TIP Report can open a dialogue, not only between the United States and the country that has its challenges, but also with civil society who can engage with their own government in a more transparent environment created by the TIP Report's analysis. Between moving the country to act, and then providing funds to help them take first steps, the TIP Report and complementary assistance programs can and have created real change on the ground.

B. Tier Rankings and Their Evolution

However, Mr. Chairman, the sharp edge of the TIP Report must constantly be honed by applying the strongest facts and most rigorous analysis to its edge, or it otherwise risks being dulled to the point of being unusable. The credibility of the TIP Report is one of its most important assets, and any time other considerations creep in, the vulnerable are the ones that suffer.

As you know, Mr. Chairman, the original TVPA of 2000 established three so-called "tiers" as part of the statutory reporting requirement. Tier 1 is for countries that meet the minimum standards established by the law; Tier 2 is for countries that do not meet the minimum standards but are making significant efforts to do so; and Tier 3 is for countries that do not meet the minimum standards. The genius of the TIP Report is, and remains, that there are consequences of the so-called "tier rating" system. These consequences are both moral and actual: Countries do not want to be known as having failed to meet minimum standards on modern slavery, and by not doing so, countries face the cutoff of non-humanitarian, non-trade related U.S. foreign assistance.

We must be frank here, Mr. Chairman: Ever since the initial TIP Report, difficult debates have occurred within the U.S. State Department surrounding how to apply the minimum standards to the facts for the countries being assessed. While the importance of human rights in our foreign policy has been steadily growing since the establishment of the Democracy, Human Rights and Labor Bureau in 1977, this perspective remains one of many through which the United States views its relationships around the world. In making judgments regarding whether a country meets minimum standards, there has always been a clash between regional specialists within the Department who would try to magnify the gains in a particular year in a specific country in order to achieve a higher tier ranking, and others who would argue for the strictest possible application of the legal standards to try to foster change that the TVPA was designed to achieve.

This dynamic led to a situation in which at times countries that should have been placed in a lower category were instead moved to a higher category. For example, countries that had taken some modest steps were deemed to have been making significant efforts, therefore placed in the Tier 2 category and avoided facing sanctions. Over the years, Tier 2 in particular swelled, and countries that were actually making real progress were lumped together with countries that were making hardly any efforts, or at least refraining from taking the necessary action that reflected the scope and nature of the trafficking in persons problem in that country.

Congress responded to this tendency by the State Department to have an increasingly broad category of countries that were making “significant efforts” to combat trafficking in persons by creating the so-called “Tier 2 Watch List.” These amendments to the TVPA mandated that countries who were judged as making such efforts but who met any of the following criteria would be put in a sub-category and would meet heightened reporting requirements:

- 1) The absolute number of victims of severe forms of trafficking in persons is very significant or significantly growing;
- 2) There is a failure to provide evidence of increasing efforts to combat trafficking in persons; or
- 3) The determination that a country is making significant efforts is based on commitments to take additional steps over the next year (as opposed to having taken actual steps).

This revised approach to the tier-ranking system distinguished between countries that were doing more and those that still needed to increase their activities. It was hoped that the Tier 2 Watch List would incentivize countries to improve their tier ranking, or, if their efforts stagnated, to fear moving to Tier 3 and face moral approbation and sanctions.

The new Tier 2 Watch List generally succeeded in the first goal, but over time was less effective in encouraging countries on the list to take further and bolder action. Civil society advocates and others started viewing the Tier 2 Watch List as a “parking lot” where countries whose efforts to combat trafficking were stagnating would remain. No real progress in combating trafficking and helping victims was achieved, yet at the same time these countries were escaping the moral pressure and the sanctions that would have been applied had they been declared as not making significant efforts.

C. The “Automatic Downgrade” Provision

In order to further address this situation, the 2008 William Wilberforce Trafficking Victims Reauthorization Act modified the TVPA’s approach to the Tier 2 Watch List. Congress established a new requirement that countries be moved to Tier 3 if they

stayed on the Watch List for two consecutive years. The Secretary of State was given authority to keep a country off the Tier 3 list for up to two additional years if the country had a written plan that, if implemented, would amount to “significant efforts” and if the country was devoting sufficient resources to implement the plan. This “automatic downgrade” provision was viewed with some alarm among many in the State Department and a number of important countries, such as India, Thailand, China, and the Russian Federation, that were perennial members of the Tier 2 Watch List. And there were successes that came out of this system: The Philippines made some stunning progress, ancient child begging practices came under assault in Africa, and new laws and actions were seen around the world. In Cameroon, for example, after four years on the Tier 2 Watch List, the government finally adopted a new framework anti-trafficking statute, a result that was promoted in part by this provision.

The Administration now faces decisions on several countries as to whether to allow the automatic downgrade provision to function as it was intended or determine that enough progress has been made that countries deserve to be upgraded to Tier 2. I understand that the Subcommittee has identified six countries that face the automatic downgrade: Azerbaijan, China, the Republic of Congo, Iraq, the Russian Federation, and Uzbekistan. What the State Department does with respect to these countries and other countries that loom on the horizon, as I will discuss, will say much about the new leadership that has been or is being appointed at the Department.

Mr. Chairman, I am sure that, given the history and dynamic I described, pushing for this automatic downgrade provision was seen as taking some risks. What could not have been anticipated is that just at the time that these decisions were being made, there would be a new Secretary of State who would be going through these issues for the first time, and there would be a vacancy in a key position, the Under Secretary of State for Civilian Security, Democracy and Human Rights. As differences of perspective emerge in the Department, the Under Secretary can be a powerful voice for ensuring that the most difficult issues in the TIP Report get the appropriate vetting and consideration as final tier ranking decisions are made. A vacancy in this position at this time is a regrettable coincidence that increases the risk that national security and foreign policy perspectives will trump the human rights considerations that should always be at the forefront of this issue.

Finally, Mr. Chairman, I sense that the automatic downgrade provisions is having another effect: There is an increasing effort to try to prevent countries from being placed on the Tier 2 Watch List at all. Of course if successful, this result means that a country is off the track created by the automatic downgrade provisions altogether. We need to do an examination of not only the six countries that your Subcommittee has identified, but also of countries that are upgraded from the Tier 2 Watch List, or at least countries that we know have a significant absolute number of victims, yet are not placed on the Watch List. In effect, Mr. Chairman, the TIP Report has been transformed from a snapshot in time based on the facts at hand to a report where

past behavior may affect the narrative or tier ranking of a particular country. If the 2013 and future TIP reports reflect increasingly positive judgments, the end result of the automatic downgrade provisions may be an outcome that no one predicted: The “automatic downgrade” has become an “automatic upgrade” provision, and the parking lot will empty. One country to highlight in this regard is Thailand. This year, the Secretary retains the authority to waive the placement of Thailand on Tier 3, but next year he cannot. The country narrative and assessment of this country bears close scrutiny, particularly since the Thai Government has apparently threatened the arrest of a foreign national who is trying to publicize and help organize exploited workers in the shrimp peeling sheds on the Thai coast.⁶

D. Countries Facing Automatic Downgrade

Mr. Chairman, there are other experts on the specific six countries that the Subcommittee has identified, but let me make a few observations on two key countries for illustrative purposes.

The Russian Federation. Mr. Chairman, the Russian Federation has had significant problems for each year it has been in the TIP Report. The country has been on the Tier 2 Watch List since at least 2005 and is the definition of what it means for a country to be in a “parking lot.” It is estimated that among 80,000 to 130,000 sex trafficking victims are in Moscow alone, 20 to 25% of who are minors. According to one analysis, “Moscow police indicated that more than 70,000 victims of trafficking for prostitution are in Moscow, of which 80 per cent are underage children.”⁷ Organized criminal networks and lack of public awareness around trafficking are obstacles to combating trafficking in persons, with victims seen as criminals, especially foreign nationals in the country.

The 2011 TIP Report and 2012 TIP Report placed the Russian Federation on the Tier 2 Watch List because “the government has a written plan that, if implemented, would constitute making significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking.” However, for two years in a row the country has failed to implement the written plan, and I see little evidence that it has done so in 2012. For example, the Russian Federation withdrew from an agreement that provided help from the United States in fighting human trafficking and improving the rule of law, with Prime Minister Medvedev reporting that the agreement failed to reflect current “realities.”⁸ The State Department’s Interim Report on Tier 2 Watch List countries indicates that the country has reached an

⁶ David Eimer, British human rights activist faces Thai jail threat, THE TELEGRAPH, Feb. 28, 2013, <http://www.telegraph.co.uk/news/worldnews/asia/thailand/9900745/British-human-rights-activist-faces-Thai-jail-threat.html>

⁷ http://ecpat.net/EI/Publications/Trafficking/Factsheet_Russia.pdf

⁸ The move comes after a back and forth set off by the Magnitsky Act, which imposes visa and financial sanctions by the United States on corrupt Russian officials. <http://www.bostonglobe.com/news/world/2013/01/31/russia-drops-help-fighting-drugs-human-trafficking/SiYtyXHtoNFiXuoHKVOLTJ/story.html>

agreement with the International Organization for Migration (IOM) to set up a shelter in St. Petersburg. This step is no doubt welcome but, on its own, seems a weak basis for an upgrade to Tier 2. Indeed, the 2012 TIP Report provides a number of recommendations for the Russian Federation, including developing guidance for law enforcement, labor inspectors, and health officials for identifying trafficking victims and referring them to social services; reversing policies permitting victims to be detained or punished after being trafficked; increasing prosecutions of perpetrators and complicit government officials; and taking steps to prevent forced labor from being used in construction projects, including for the 2014 Sochi Winter Olympics. I am not aware of any action by the Russian Federation to address these recommendations.

Uzbekistan. I believe that Uzbekistan presents a problematic situation where there is a clash between national security and human rights priorities. The cotton fields of Uzbekistan have long been a scene of forced labor and child labor. Reports have concluded that government officials have forced children to leave schools across the country to pick cotton during the harvest season. The ILO Committee on the Application of Standards has noted the lack of progress in addressing forced child labor and “expressed its serious concern at the insufficient political will and the lack of transparency of the Government to address the issue of forced child labor in cotton harvesting.” ILO called for a special high-level mission of experts to monitor the cotton harvest to ensure that forced labor is not employed; Uzbekistan has rejected the assistance of the ILO.⁹

In January 2013, the Uzbek government acknowledged the problem of human trafficking in the country. Samariddin Mamashakirov of the State Agency for External Labor Migration reportedly said that the “main cause of human trafficking crimes is high unemployment levels.”¹⁰ Yet it does not appear that the Uzbek Government has taken many real steps in this regard. The Government appears to have tried to appease the international community by reducing the number of children forced to pick cotton by forcing more adults into the fields, and at the same time continuing to allow the long-standing tradition of taking children out of school during the two harvest seasons.¹¹ The State Department’s own Interim assessment from last month suggests that children below the age of 15 have been withdrawn from the cotton fields, but that government-organized forced labor of 15 to 17 year olds and adults continue, assuredly to fill the gap. In addition, as far as I am aware, other recommendations from the 2012 TIP Report remain unmet, including prosecuting government officials suspected to be complicit in forced labor, allowing ILO experts to conduct an independent assessment, and ensuring that identified victims are not punished for acts committed as a result of being trafficked.

⁹ <http://www.laborrights.org/stop-child-forced-labor/cotton-campaign/news/12529>

¹⁰ <http://www.eurasianet.org/node/66413>

¹¹ <http://www.cottoncampaign.org/>

This basic narrative on these two countries points to a key methodology for reviewing all six cases:

- 1) What was in the country's written action plan that was the basis for the waiver over the last two years, and has the country funded and implemented the plan?
- 2) What recommendations were in the 2012 TIP Report and have they been taken up and implemented?

E. Recommendations for the U.S. Government

This situation requires continuing recommitment to the integrity of the TIP Report and key U.S. Government officials' personal involvement. With a transition in staff in critical positions at both the State Department and the National Security staff, vigilance is necessary. Here are a few suggestions to move forward:

1. President Obama should recommit to the transparency and integrity of the TIP Report. The Secretary of State makes the decisions on the TIP Report's tier rankings, while the President makes decisions regarding the application of sanctions to countries that are ranked as Tier 3 countries. However, the President and his staff can signal to the State Department, particularly during this period of transition, that they expect the State Department to make judgments based on the applicable facts, not aspirations or attenuated argument. This assessment could go a long way to supporting those who seek the best possible report. I had hoped that this point could have been made during the scheduled meeting of the Presidential Interagency Task Force (PITF), but the formal meeting has been postponed because of Secretary Kerry's travel schedule.
2. Secretary Kerry and his key aides should also signal their interest in fact-based assessments. In a period of transition, as a new team is still forming, established mid-level policy makers are often conferred greater discretion on any issue other than those at the top of the foreign policy agenda. Particularly in the absence of key senior officials, the Secretary of State and his key staff can set a tone on issues such as human trafficking. I have not seen such statements to date, except for the supportive statement that Secretary Kerry made at the April 9 White House public event on human trafficking.
3. Congress needs to speak out early and often. Congress needs to pay sustained attention to these issues or risk watching from the outside. I commend you, Mr. Chairman and Ranking Member Bass, for holding this hearing before the TIP Report is released and as the determinations on the tier-rankings are being made as an example of how these goals could be accomplished. Direct contact with the State Department, as I understand you may be planning, is yet another method I support.

In addition, members in both the House and the Senate need to question the full range of State Department officials on key countries in their region. Every confirmation hearing and every regional review should contain questions on human trafficking, asked publicly at best and as questions for the record if necessary. Regional Assistant Secretaries and Ambassadors in key countries need to see this issue as a priority by a wide range of policy-makers on Capitol Hill. We stand ready to help provide input on identifying key countries and questions.

4. Maintain or increase key anti-trafficking assistance programs. I cannot reiterate how much having funds to address human trafficking weaknesses in the TIP Report can make a real difference in the ability to foster better collaboration within the Department and create real change on the ground. I was gratified that the President's FY14 budget request did not decrease funding for this J/TIP's assistance program, but because of its effectiveness and because the grant program has been oversubscribed, and I believe this account deserves an increase.

5. Rigorously review the TIP Report. Congress should also spend resources on a careful evaluation of the TIP Report. As I mentioned, not only are the specific countries we have identified on the Tier 2 Watch List important for rigorous review, but also key countries that may have moved up to, or continue to be placed on, the Tier 2 category need to be examined carefully. The Congressional Research Service has developed some excellent products on Trafficking in Persons and such an analysis, including exchanges with regional TIP experts, could be critical for the oversight of the Department.

The last few TIP Reports have pointed toward one approach to this analysis, as I discussed above. With respect to many countries that have been on the Tier 2 Watch List, the "automatic downgrade provision" phase-in period has led to written plans for many countries which, if fully implemented, have been declared by the State Department to be sufficient to demonstrate that the particular country has made significant efforts to combat trafficking in persons. This is a key benchmark and one to which this Committee should hold those countries and the State Department accountable: If the written plans are not being implemented, and recommendations contained in prior TIP Report not adopted, it would appear that these countries cannot move up to Tier 2.

6. Consider legislative reform. We also need to be ready to review the existing mechanism. If this year's TIP Report or subsequent Reports reflect that the right incentives are not in place, we should not be afraid to consider statutory fixes that might get it right. Is the "auto-downgrade" provision working? Is the two-year standard appropriate, or should it be expanded? Does the waiver to the automatic downgrade provision actually benefit the Report? Is the State Department structured properly to get the best results? Should Congress or the State Department itself make the TIP Office a bureau? We should not be afraid to ask these questions as we consider the Report that is about to come out, although I think

the focus now should be on minimizing the influence of factors other than those directly related to human trafficking.

III. Lessons from the Last Ten Years and Current Gaps and Opportunities

A. Lessons learned from the last ten years

As we look forward, Mr. Chairman, we should also think about the lessons we have learned over the last 10 years, a few of which I will highlight here.

First, Mr. Chairman, we have learned so much about the many forms and pernicious nature of this abuse, which is less visible and harder to identify than in previous centuries. Instead of shackles and chains, traffickers use debt, coercion, fear, and intimidation. Actions of modern-day slavers include seizing travel documents, creating hidden fees that become impossible debts to pay off, and threatening police retribution or violence against family members at home if the victim tries to leave.

Yet the public remains confused about these techniques. Humanity United recently commissioned research on U.S. commodities and their relationship with slave labor. Findings suggest that the average citizen still focuses too often on the physical inability to leave, rather than these more subtle forms of coercion. This antiquated public perception is something that we need to change if we expect the broader public to become fully engaged on the full spectrum of issues that are of concern. The good news is that once some of these phenomena are explained, they have a stronger reaction to modern-day slavery.

Second, we have learned that the sometimes-divisive dichotomy between sex and labor trafficking is an unhelpful lens for examining this phenomenon, as sexual abuse is a driver of vulnerability and those exploited for labor also find themselves sexually exploited as well. When I was in Nepal in 2010, service providers suggested that the figure for such dual exploitation is as high as 90 percent of those who have migrated, a figure I found shocking.

Third, given our understanding that in any given week each of us may well have eaten, driven, dressed, or texted with some product that is made, at least in part, with forced labor or slavery, we must look to a wider range of actors to really impact this problem.

Fourth, and in that connection, the multi-dimensional challenges of this issue requires us to collectively address this abuse from all its different perspectives. Whether one views trafficking and slavery through a prism of human rights, transnational crime, labor violations, humanitarian law, migration, sexual violence, child welfare, or other varied frameworks, we must all come together and find new ways to collaborate with each other in order to create a comprehensive approach to this issue. Let me give one example of how this comprehensive approach is evolving: Even though domestic service in homes has often been excluded from

traditional “work” and therefore has remained unregulated, last year a new convention negotiated under the auspices of the ILO was developed that will help prevent abuses by creating a new framework to protect those who are all too often exploited out of sight of everyone but the abuser.¹² We are not there yet, but we are getting there.

B. Gaps that need to be filled

Mr. Chairman, at Humanity United we believe there are achievable solutions to this heinous abuse. Ending human trafficking and slavery requires a unity of effort between civil society, the private sector, and governments around the world. Non-governmental organizations and law enforcement can reach out to communities to educate at the local level, help free victims, and provide essential services to survivors, as well as advocate for improved policies and practices. The private sector can help ensure that its supply chains are free of slavery and labor exploitation, down to the raw material level, and that their employees do not personally reap the benefits of trafficking. Philanthropic institutions can fund and produce new learning from path-breaking initiatives. And governments can ensure that they are not inadvertently involved in modern-day slavery and can also institute policies and fund programs that can reduce and eventually eliminate widespread use of these human rights crimes in individual countries.

There are some specific gaps that all sectors need to address and which the TIP Report should consider over time:

Improve data collection. While the field has compiled more accurate data, we still need more information to help us understand how to disrupt trafficking rings and help victims, both by the United States and other countries. I commend the Administration for engaging more deeply in this area as part of the initiatives coming out of the President’s speech in September 2012, and the ongoing efforts by several agencies; I would emphasize that intelligence collections could be increased in this area. There is also an important effort being launched by Google, the Polaris Project, and Palantir to improve information sharing across borders to better understand flows and help victims in several countries. And ATEST has been talking to the National Academy of Sciences to see what kind of contribution they could make to this field. Mr. Chairman, the lack of accurate data in other countries is even more acute, and can be the basis for underreporting victims in such a way that it makes countries look more successful than they otherwise are.

Address foreign labor recruiters. Mr. Chairman, the governments and the business community need to address the issue of foreign labor recruiters and brokers—one of the leading drivers of the phenomenon of slavery and trafficking today. Using clever lures and subtle forms of coercion, unregulated and unscrupulous labor

¹² International Labour Organization, Convention Concerning Decent Work for Domestic Workers (No. 189), 2011, available at <http://www.ilo.org/dyn/normlex/en/f?p=1000:12000:0::NO::>

brokers can induce people to cross borders thinking that they are going for legal work, only to trap them into modern-day slavery. Mr. Chairman, you are very familiar, so I will not go into great detail, but it would be remiss not to note that this is happening not just in the brothels of Phnom Penh or in the rice mills of southern India, but also right here in the United States.

A TEST has been pushing for legislative reform in this area, and the future flow component of Comprehensive Immigration Reform may serve as a basis for renewed attention to this issue. U.S. Government action in this area could serve as a model for governments around the world and could be part of future annual human trafficking reviews. We look forward to working with you and others to see what kind of change could happen in this area.

Bring the child welfare system to bear on human trafficking. It is increasingly clear that children who are the subject of human trafficking often come into contact with the child welfare system. Yet the child welfare system is not set up to identify or to address the unique needs of this population. I commend Ranking Member Bass for her work in this area and believe there is much to be done in partnership between federal and state governments, as well as the juvenile justice and child welfare systems, and civil society more generally. There may be models outside the United States, where I understand that social service systems already incorporate protocols on human trafficking.

Address supply chains. The issue of addressing corporate supply chains is beyond the scope of this hearing. Nonetheless, it is a key area. The President's recent Executive Order on human trafficking designed to keep trafficking out of U.S. supply chains is a critical initiative and one that should be followed closely. Draft regulations should be coming out soon, and their depth will suggest whether real progress can be made. This effort, which you, Mr. Chairman, have been pushing for years, may take deeper hold in its most recent incarnation and again can serve as a model for other countries around the world.

Develop smart interventions for vulnerable communities and populations. Mr. Chairman, we also need to continue to develop smart interventions at the local level to prevent trafficking, address survivor needs, and reduce vulnerability. USAID's new Counter-Trafficking in Persons Policy released earlier this year is an example of how programs on education, micro-credit, and other locally based development tools can be targeted toward vulnerable communities in ways that can help reduce the prevalence of modern-day slavery. Moreover, survivors and at-risk communities need to become empowered for self-protection and organized to demand change from institutions that should be accountable to them. In my view, this integrated approach is critical, not only abroad but here at home. That is why Humanity United, in partnership with the U.S. Government, launched the Partnership for Freedom, designed to create innovative approaches and integrated services for survivors found here in the United States. We should be looking at how the post-2015 millennium development goals could bring more inclusive

development to populations that are vulnerable to human trafficking, even as the rest of the country's population's goals are met or exceeded.

IV. Conclusion

Mr. Chairman, Ranking Member Bass, the TIP Report remains a critical element of the global fight against human trafficking, and we have obviously learned much about in the last ten years since the TVPA. But we still have a distance to travel. As we move past the 150th anniversary of the signing of the Emancipation Proclamation, we must be humbled that slavery remains present around the United States and abroad. If this Subcommittee continues to act in a bipartisan manner, you can ensure an even greater impact, save ever more victims, and help the exploited in their journey to move beyond their terrible experience and become survivors. We in civil society stand ready to deepen the conversation and work with you to ensure that together as partners, we are on the path toward eradicating human trafficking and modern-day slavery and advancing the cause of human freedom.

Thank you, Mr. Chairman, and Ranking Member Bass for all the work you have done on this critical issue.