

Trafficking in Persons

EXECUTIVE SUMMARY

Human trafficking is modern-day slavery, with conservative estimates suggesting that 21 million people worldwide are caught in its web. Pope Francis calls human trafficking a “crime against humanity” that must be stopped.

The causes of human trafficking are complex and interlinked, and include economic, social and political factors. Poverty alone does not necessarily create vulnerability to trafficking, but when combined with other factors (such as civil unrest), these can lead to higher risk for being trafficked. This phenomenon, referred to as ‘poverty-plus,’ is a condition of so many people around the world, creating a vast “supply” of potential victims. Therefore, strategies to combat trafficking must address both supply and demand.

The U.S. government has led global efforts to address human trafficking since passage of the Trafficking Victims Protection Authorization Act (TVPA) in 2000.² U.S. efforts are based on the “three P’s” of U.S. foreign policy: prevent trafficking, protect victims and prosecute traffickers. CRS works with the State Department, Department of Labor’s Bureau of International Labor Affairs (ILAB), and USAID through projects that address trafficking.

Catholic Relief Services has addressed human trafficking through more than 145 projects around the world since 2000. Our approach to combating trafficking is based on Catholic social teaching and mandates that we protect, preserve and promote human dignity. Our activities include corporate engagement, victims’ services, and trafficking risk reduction in development and humanitarian interventions.

“Human trafficking is an open wound on the body of contemporary society, a scourge upon the body of Christ...It is a crime against humanity.”¹

—Pope Francis

1 Pope Francis, “Address of Pope Francis to Participants in the International Conference on Combating Human Trafficking. “Casina Pio IV”, April 10, 2014. http://w2.vatican.va/content/francesco/en/speeches/2014/april/documents/papa-francesco_20140410_tratta-persone-umane.html

2 The legislation was reauthorized in 2003, 2005, 2008 and 2013. It is currently authorized through fiscal year 2017.

Based on these experiences over the past 15 years, we make the following recommendations to the U.S. government in our joint efforts to eradicate human trafficking:

We urge the administration to:

1. More fully and routinely use the toolbox of diplomacy to compel governments to address human trafficking, especially by conditioning trade preferences and imposing targeted sanctions.
2. Update and disseminate the USAID counter-trafficking policy in countries where trafficking risk is high.
3. Integrate appropriately designed child protection strategies into every Country Development Cooperation Strategy.
4. Establish a task force to address trafficking and flight from Syria and its neighboring countries.
5. Continue to provide livelihood, education or other opportunities to those who are at risk for trafficking or survivors of trafficking.
6. Build the capacity of local institutions to pursue compliance of trafficking laws and policies.
7. Take a “victim-centered approach,” and develop minimum standards for the support of trafficking victims.
8. Work with international allies to press for destination countries to take steps to address the needs of trafficking victims.

The U.S. Congress should:

1. Robustly fund anti-trafficking programs through the Department of State/J-TIP, USAID, and the Department of Labor/ILAB.
2. Pass legislation that reduces the demand for slave labor, such as the Business Supply Chain Transparency on Trafficking and Slavery Act of 2015 (S. 1968/H.R. 3226).
3. Pass legislation that regulates foreign labor recruiters by requiring them to register and prohibiting recruiting fees.
4. Reauthorize the Trafficking Victims Protection Authorization Act.
5. Pass legislation that provides greater pathways to immigration and reunites divided families.
6. Continue to include the prohibition against the worst forms of child labor as a criterion for country eligibility under the Generalized System of Preferences and other regional trade agreements.

INTRODUCTION

Human trafficking is modern-day slavery, with conservative estimates suggesting that 21 million people worldwide are caught in its web—more than at any time in history.³ Of these, 11.8 million are subject to modern slavery in their home countries.⁴ Certain groups, including women, children, widows, orphans, seasonal workers, indigenous people, refugees, and displaced or severely impoverished populations are particularly vulnerable to being trafficked.

Pope Francis calls human trafficking a “crime against humanity” that must be stopped. “It is a disgrace,” he says, that people are treated “as objects, deceived, raped, often sold many times for different purposes and, in the end, killed or, in any case, physically and mentally damaged, ending up thrown away and abandoned.”⁵

CRS has addressed human trafficking through more than 145 projects around the world since 2000. This paper provides background information on human trafficking, discusses the U.S. government, Catholic Church and CRS response, and provides recommendations to the U.S. government for its work in eradicating human trafficking globally.

WHAT IS HUMAN TRAFFICKING?

“Trafficking in persons” broadly identifies activities in which individuals coerce others into commercial sexual exploitation, forced labor, debt bondage, domestic servitude, or the use of children in armed conflict, as child soldiers.

In international law, according to the commonly named ‘Palermo Protocol,’⁶ human trafficking is defined as: “the recruitment, transportation, transfer, harboring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labor or services, slavery or practices similar to slavery, servitude or the removal of organs.”

A person need not cross international lines to be considered a victim. Trafficking is often conflated with smuggling, but smuggling requires the initial consent of the clients, who can quickly become victims of trafficking. Trafficking also includes debt bondage, in which a person



Migrant worker Jennifer Viola Tabios in her one room apartment in the community of Al Rabieh in Amman, Jordan. A victim of trafficking after she arrived in Jordan seeking work, Tabios says she has felt at times like a prisoner in her apartment. Having sought the legal counsel available to her through CRS partner agency the Adaleh Center for Human Rights Studies, Tabios is trying to regain her passport so she can get work or leave the country.

Photo by David Snyder for CRS 2011

3 “ILO Forced Labour, Human Trafficking and Slavery,” last modified September 15, 2015, <http://www.ilo.org/global/topics/forced-labour/lang--en/index.htm>.

4 Ibid.

5 Glatz, Carol, “Pope: Human Trafficking Is Crime Against Humanity, Must Be Stopped,” *Catholic News Service*, December 12, 2013.

6 Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, Article 3. Adopted in 2000, became active in 2003.

will be bonded to a debtor until a debt is paid, with the repayment conditions unfair and untenable.

Even though 90 percent of countries have criminalized human trafficking, it continues to generate close to \$150 billion in illegal revenue annually.⁷ Trafficking in persons is the third most profitable enterprise for organized crime, following the drugs and weapon trades.⁸ In addition to the notorious exploitation of persons in illicit industries such as prostitution, other victims are being held by unscrupulous employers in licit industries such as domestic work, agriculture, construction and manufacturing.

HOW DO PEOPLE BECOME VICTIMS OF TRAFFICKING?

Human trafficking does not exist in isolation. The forces that cause it are complex and interlinked, and include economic, social and political factors. “Poverty alone does not necessarily create vulnerability to trafficking, but when combined with other factors (such as civil unrest), these can lead to higher risk for being trafficked. This phenomenon is referred to as ‘poverty-plus,’ where a plus factor (such as the illness of a parent) can serve as a trigger and increase vulnerability of the poor.”⁹ Because so many people around the world live in an environment of “poverty-plus,” the so-called “supply” of potential victims is vast. For this reason, strategies to combat trafficking must also address demand: demand for cheap labor or sex services. This demand is often met by perpetrators of human trafficking who are usually motivated by profit.

ECONOMIC FACTORS

Human trafficking is the dark underbelly of globalization, and has been exacerbated by rapid economic, technological and social changes worldwide. The phenomena of urbanization and economic integration have spurred tens of millions of people to leave their agricultural livelihoods in search of other means to provide for families. Human trafficking is most prevalent in societies where rich and poor live side by side or across two regions of significantly different development levels: The victims flow from poorer regions to relatively wealthier ones. Because countries of destination have failed to regularize this movement of persons, many travel without documents and, therefore, without legal protection. This makes them more vulnerable to exploitation and abuse. Smugglers may confiscate passports or other forms of identification to hold victims in debt bondage or for sexual slavery. Competition for cheap labor increases the rewards for labor recruiters who can provide laborers willing to work for low wages; too often, these workers end up in slavery.

The United Nations separates the demand for labor or sex trafficking into three categories:

1. Employer demand (employers, owners, managers; or subcontractors)
2. Consumer demand (clients in the sex industry), corporate buyers (in manufacturing), household members (in domestic work)

7 “ILO Says Forced Labour Generates Annual Profits of U.S. \$150 Billion,” last modified May 20, 2014, <http://www.un.org/apps/news/story.asp?NewsID=48271#.Vgrh-3pVhHw>.

8 “Human Trafficking Has No Place in Modern World, General Assembly President Says,” *U.N. News Center*, June 14, 2014.

9 USAID Field Guide, P 40.

3. Third-party enabling (recruiters, agents, transporters and others who participate knowingly in the movement of persons for the purpose of exploitation)

Lack of transparency and accountability in complex business supply chains can make it difficult for the end consumer to even be aware of slave labor.

“Global supply chains are long, complex, and multinational. And, they are not transparent. Human trafficking can take place along any part of these supply chains—in the extraction of raw materials, in the component manufacturing stage, or in the production stage.”¹⁰ For example, steel, which is critical to so many industries, is mined as iron ore and then made into pig iron. Corporate buyers often hold the power to make a difference, but they have to demand transparency at every step of this supply chain. Consumer demand can compel them to do so. This was the case when, in collaboration with the Interfaith Center for Corporate Responsibility, the steel company Nucor took steps to eradicate slave labor from its supply chain, setting standards with companies in its supply chain, and ensuring compliance by third-party labor recruiters.

SOCIETAL FACTORS

Children, women and men living in poverty are particularly vulnerable to trafficking. Boys are trafficked as child soldiers; and increasingly, both men and boys are trafficked as laborers in mines, and the fishing and maritime industries.

Poverty among women and girls can lead to discriminatory and abusive treatment, particularly when they have few employment options. In some cultures, girls are less valued and may be considered a financial burden if they are not providing income. Some may be forced to do domestic work underage or be married off early to provide income for their families, and their “husbands” may prostitute them. A recent report by Caritas France found that corruption of dowries as part of arranged marriages is a very common way to recruit girls for sexual slavery, as well as domestic exploitation and debt bondage.¹¹ In Haiti, two-thirds of “restaveks,” or child domestic servants, are girls.¹² Families who have lived for years as refugees or as internally displaced people, and become desperate, are particularly vulnerable to these circumstances. When girls do not go to school, they lack the protective environment of a school, and they face limited economic opportunities, making them more vulnerable to trafficking.



“Daniela” 17 years old, is a girl victim of sexual exploitation rescued by Peruvian authorities. She is now under protection in the “Casa de Acogida” a sexual exploitation victim shelter located in Cusco, Peru. Catholic Relief Services supports partner ENCIENTROS/Casa de la Juventud, with the project “Prevention of trafficking for commercial sexual exploitation, and the protection of girls and adolescents in Andean and Amazonian areas of Peru”, which aims to prevent the trafficking of girls and women for commercial sexual exploitation, and therefore improve the lives of girls and adolescents in three vulnerable zones of Iquitos, Cusco, and San Martin. At least 20 girls and adolescents victims and 360 girls and adolescents in risk have been attended.

Photo by Oscar Leiva / Silverlight for CRS 2012

¹⁰ Susan Coppedge, U.S. ambassador-at-large, Office to Monitor and Combat Trafficking in Persons, remarks at the U.S. Mission to the United Nations, New York City, November 6, 2015. <http://www.ohchr.org/EN/ProfessionalInterest/Pages/ProtocolTraffickingInPersons.aspx>

¹¹ Olivier Peyroux, “Trafficking in Human Beings in Conflict and Post-Conflict Situation (sic),” Secours Catholique Caritas France, June 2015 Progress Report. http://contrelatrite.org/IMG/pdf/2research_action_trafficking_in_human_beings_and_conflicts_en_10_juin_2015_pdf.pdf

¹² “*The Plight of Restavèk (Child Domestic Servants)*” (PDF). 112th Session of the United Nations Human Rights Committee, October 8–9, 2014. September 12, 2014.

A significant percentage of human trafficking victims have experienced domestic violence or incest earlier in life. The absence of legal protections for victims of domestic and sexual violence can leave them with few safe places to go, prompting them to undertake risky flight or live on the street. Where laws against various forms of violence against women—including sex trafficking—exist, enforcement remains a serious challenge. Conviction rates of perpetrators are often dismally low: 4,443 in 2015, according to the Trafficking in Persons Report.¹³ Victims may suffer threats of intimidation for making accusations or testifying. Moreover, often victims are treated as criminals—accused of illegal immigration or prostitution—and do not receive appropriate care.

The links between human trafficking and the HIV and AIDS pandemic are also stark. People affected by the pandemic become vulnerable, particularly young children orphaned by the disease.¹⁴ Young children are sometimes trafficked because they are less likely to be HIV positive. On the other hand, human trafficking with the purpose of sex slavery creates greater risk of exposure to HIV and AIDS, and even those who are not trafficked for the purpose of sex are often exploited, sexually or otherwise, during their journey.¹⁵

POLITICAL FACTORS

Corruption at many levels of government reduces governments' effectiveness in preventing or combating trafficking in persons. Corrupt officials can tacitly or overtly facilitate the crime. Police and border officials may accept bribes from traffickers. Weak laws and lack of prosecution allow crime to continue. Economic, political or environmental disturbances exacerbate the conditions that allow human trafficking to grow.

The link between emergencies, natural and man-made, and an increased risk of human trafficking, has been witnessed around the globe.¹⁶ The absence of governance creates an environment for crime to flourish. When law and order are upended, livelihoods lost, homes destroyed and people displaced, the newly vulnerable are often easy prey for traffickers. "Traffickers target refugee and internally displaced person (IDP) camps in order to exploit vulnerabilities of individuals who have lost their homes or who have been separated from their families and support systems. Unaccompanied minors and child-led households are some of the most vulnerable populations, but traffickers look for any individual lacking protective environments."¹⁷

Civil war, social conflict and natural disasters can cause large numbers of people to lose the social networks and income that keep them safe. In conflict and post-conflict areas, displaced and endangered people make desperate

13 Susan Coppedge, U.S. Ambassador-at-Large, Office to Monitor and Combat Trafficking in Persons, Remarks at the U.S. Mission to the United Nations, New York City, November 6, 2015. <http://www.ohchr.org/EN/ProfessionalInterest/Pages/ProtocolTraffickingInPersons.aspx>

14 "Human Trafficking and HIV/AIDS," U.N. GIFT, <http://www.ungift.org/knowledgehub/en/about/human-trafficking-and-hiv-aids.html>.

15 "Human Trafficking, HIV/AIDS, and the Sex Sector: Human Rights for All," Center for Health and Gender Equity (CHANGE) and Center for Human Rights and Humanitarian Law at American University Washington College of Law, October, 2010.

16 See in particular Olivier Peyroux, "Trafficking in Human Beings in Conflict and Post-Conflict Situation (sic)," Secours Catholique Caritas France, June 2015 Progress Report. http://contrelatraitement.org/IMG/pdf/2research_action_trafficking_in_human_beings_and_conflicts_en_10_juin_2015_pdf.pdf

17 USAID Field Guide, p. 41.

decisions, including relying on smugglers in an attempt to get out of harm's way. The recent flight of Syrians and Iraqis into Europe starkly demonstrates this phenomenon. If the smuggler/trafficker cannot be immediately paid, the client may end up in debt bondage.

Exploitation does not end once the fleeing individual arrives at his or her destination. "The quasi-impossibility for refugees to enter the legal job market, because of limited rights or the absence of status, fosters large-scale economic exploitation."¹⁸ Such exploitation can lead to drug running, sexual exploitation and debt bondage. This necessitates the need for stronger policies that allow for integration of refugees into host communities.

Again, women and children bear the brunt of these hardships, not only during disasters but in the longer term. "Lower education and literacy levels, social expectations that women will remain home to care for children and to nurse the wounded, and a skill set heavily dependent on informal economies—often most devastated by natural disasters—leave women more vulnerable to impoverishment, forced marriage, labor exploitation, and trafficking."¹⁹ Similarly, in countries with large numbers of refugees, refugee children are present in many sectors that require unskilled labor: agriculture, street vending, shoe shining and construction, for example.²⁰

THE U.S. GOVERNMENT RESPONSE

The U.S. government has led global efforts to address human trafficking since passage of the TVPA in 2000.²¹ The TVPA builds on the U.N. Trafficking Protocol of 2000, which, while not the first or only multilateral mechanism to address human trafficking, was the first to define trafficking in persons and require States Parties to criminalize such activity.²² Annex 2 provides a complete list of trafficking-related international law to which the United States is party. Key agencies in the U.S. global response include the State Department, U.S. Agency for International Development and the Department of Labor. The Departments of Justice and Health and Human Services have extensive programs within the United States, which are outside the scope of this paper.

U.S. efforts are based on the "three P's" of U.S. foreign policy: prevent trafficking, protect victims, and prosecute traffickers. A fourth "P" has been added by the Executive branch: "partnerships." The State Department's Trafficking in Persons Office (J/TIP) currently oversees 98 projects worth more than \$59 million in 71 countries around the world.²³ Its annual Trafficking in Persons Report ranks governmental efforts to combat trafficking in three

¹⁸ Peyroux, p. 5.

¹⁹ Literature Review: Trafficking in Humanitarian Emergencies. USAID. July 2006. http://pdf.usaid.gov/pdf_docs/Pnadk469.pdf

²⁰ Peyroux, p. 5.

²¹ The legislation has been subsequently reauthorized in 2003, 2005, 2008 and 2013. It is currently authorized through fiscal year 2017.

²² Wyler, Liana Sun, "Trafficking in Persons: International Dimensions and Foreign Policy Issues for Congress," Congressional Research Service, July 24, 2013.

²³ Ending Modern Slavery: The Role of U.S. Leadership, hearing before the Committee on Foreign Relations, United States Senate, 114th Congress, focusing on the role of U.S. leadership in ending modern-day slavery, February 11, 2015 (testimony of Dr. Sarah Sewall, undersecretary for Civilian Security, Democracy, and Human Rights).

tiers of countries: Tier 1 countries have governments that fully comply with the TVPA's minimum standards. Tier 2 countries have governments that do not fully comply with the TVPA's minimum standards, but are making significant efforts to comply. Tier 2 watch list countries have governments that do not fully comply with the TVPA's minimum standards, but are making significant efforts to bring themselves into compliance with those standards AND: (1) The absolute number of victims of severe forms of trafficking is very significant or is significantly increasing; (2) There is a failure to provide evidence of increasing efforts to combat severe forms of trafficking in persons from the previous year; or (3) The determination that a country is making significant efforts to bring itself into compliance with minimum standards was based on commitments by the country to take additional future steps over the next year. Tier 3 countries have governments that do not fully comply with the minimum standards and are not making significant efforts to do so. The State Department can engage foreign aid, trade preference and sanctions, among other tools, to incentivize government action. Unfortunately, national security interests have tended to trump human trafficking concerns, limiting the use of such incentives. Annex 3 provides a full list of foreign policy tools.



Through the work of CRS and our partner Al Horreya in Alexandria, Egypt, these beds are now available at a shelter for female victims of trafficking and forced labor. These beds are just one of the ways the staff at the shelter create personal space for each victim. For many of the girls, this is the first time they have ever had their own bed to sleep in.

Photo by Emily Ardell /CRS 2011

USAID established its strategy to counter trafficking in persons in 2012, and released its field guide in 2013. Programmatically, USAID has worked in 20 to 25 countries per year on programs to combat trafficking, with the majority of the funding going to countries ranked as Tier 2 and Tier 2 watch list countries in the J/TIP report.²⁴ As of 2012, USAID had programmed about \$180 million in anti-trafficking activities since 2001, addressing the root causes of exploitation.²⁵ USAID's strategy calls on missions to integrate combating trafficking in their Country Development Cooperation Strategies (CDCS).

USAID's field guide defines prevention programs as those which "address the conditions that allow trafficking to flourish, such as lack of viable economic or educational opportunities, gender and ethnic discrimination, corruption, and weak governance and rule of law. Prevention interventions promote a growing awareness of trafficking in both the formal and informal labor markets and an increased need for transparency and monitoring in product supply chains." For more on USAID's plans to integrate anti-trafficking programs, including through C-TIP Champions, please see its field guide.

The U.S. Department of Labor also engages in programs and information sharing to address trafficking in persons, with a focus on the worst forms of child labor. Its Bureau of International Labor Affairs (ILAB) office has

²⁴ USAID Field Operations Guide, p. 4.

²⁵ United States Agency for International Development. Counter-Trafficking in Persons Policy. Washington, DC: Government Printing Office, 2012. http://pdf.usaid.gov/pdf_docs/Pdact111.pdf

programmed \$125 million in anti-trafficking projects since 1995,²⁶ focusing especially on slave labor and child labor, and rescued 1.7 million children from exploitative labor. It also maintains the *Findings on the Worst Forms of Child Labor Report* which assesses the progress made by specified countries to eliminate the exploitation of children. For a complete list of U.S. reports relevant to trafficking, please see Annex 4.

THE CATHOLIC CHURCH RESPONSE

From early in his papacy, Pope Francis has spoken of the need to combat the heinous crime of trafficking in persons. The Vatican's leadership has helped to underscore the particularly degrading nature of human trafficking. As the pontiff stated in his World Day of Peace message in 2015,

“Since we are by nature relational beings, meant to find fulfillment through interpersonal relationships inspired by justice and love, it is fundamental for our human development that our dignity, freedom and autonomy be acknowledged and respected. Tragically, the growing scourge of man's exploitation by man gravely damages the life of communion and our calling to forge interpersonal relations marked by respect, justice and love.” (1)

“States must ensure that their own legislation truly respects the dignity of the human person in the areas of migration, employment, adoption, the movement of businesses offshore and the sale of items produced by slave labor. There is a need for just laws which are centered on the human person, uphold fundamental rights and restore those rights when they have been violated.”²⁷ (5)

In 2014 Pope Francis and religious leaders from Buddhist, Anglican, Orthodox Christian, Hindu, Jewish and Muslim groups, signed an unprecedented shared commitment against modern-day slavery, the Joint Declaration of Religious Leaders Against Modern Slavery. The declaration ambitiously calls for the elimination of slavery and human trafficking by 2020.²⁸

The Pontifical Council on the Sciences and the Pontifical Council on the Social Sciences are spearheading the Vatican's work to end modern slavery. The #EndSlavery initiative has, among other activities, gathered mayors and youth together in separate summits to garner their leadership.²⁹ Other Vatican agencies, such as the Pontifical Council for the Pastoral Care of Migrants and Refugees, have likewise incorporated combating human trafficking into their initiatives.

This leadership from the hierarchy complements the tireless and longstanding efforts of women religious and Caritas agencies around the globe. Religious sisters have been on the frontlines to combat trafficking—opening their homes, advocating for stronger protections and laws, and

²⁶ U.S. Department of Labor, International Labor Affairs Bureau. <http://www.humantrafficking.org/organizations/372>.

²⁷ Pope Francis, “No Longer Slaves, But Brothers and Sisters,” World Day of Peace Message, January 1, 2015. http://w2.vatican.va/content/francesco/en/messages/peace/documents/papa-francesco_20141208_messaggio-xlviij-giornata-mondiale-pace-2015.html

²⁸ www.endslavery.va.

²⁹ More information about these and the Vatican's initiative is available at www.endslavery.va.

raising awareness. In 2009, they organized the International Network of Consecrated Life Against Trafficking in Persons, also known as Talitha Kum.³⁰ In 2015, in close collaboration with many religious orders, the Vatican established the Feast of St. Josephine of Bakhita, February 8, as the International Day of Prayer and Awareness Against Trafficking. St. Josephine was a 20th century Sudanese woman who was imprisoned and enslaved. After being freed, she joined religious life.

In the United States, the Office of Migration and Refugee Services (MRS) of the United States Conference of Catholic Bishops (USCCB) addresses trafficking through both advocacy and direct assistance to victims. For 11 years, USCCB and its partners provided case management services to victims of human trafficking, assisting more than 3,300 adult and child survivors of trafficking and over 500 of their family members.

CATHOLIC RELIEF SERVICES' WORK: AN OVERVIEW

Catholic Relief Services approach to combating trafficking in persons is based on Catholic social teaching, which mandates us to protect, preserve and promote human dignity. Our activities include corporate engagement, victims' services, and trafficking risk reduction in development and humanitarian interventions.

CORPORATE AND GOVERNMENTAL ENGAGEMENT

As corporate buyers and governments seek to eliminate slave labor in value chains, CRS and our partners act as conveners toward this end—educating buyers, protecting workers and raising awareness of the issue around the country. CRS and our partners currently work in the Amazon region of Brazil, combating slave labor in the textile, mining and agricultural sectors. We also support the work of our partners. For example, the Brazilian Bishops' Pastoral Land Commission educates workers about their rights, and has rescued more than 50,000 workers from slavery. The bishops' voice on this matter and their partnership with Reportero Brasil have been critical in raising awareness in Brazil. Frequent and consistent reporting on incidents of trafficking in the country have kept the issue in the news and garnered support for innovative corporate engagement. Also, our partners, along with civil society, corporations, and governmental actors, helped Brazil to develop the innovative National Pact to Eradicate Slave Labor. It was established to work with companies to eliminate slave labor in their supply chains. More than 150 companies and NGOs—including multinationals such as Coca-Cola—have signed the pact. In addition, the Brazilian government has instituted economic sanctions for companies using slave labor. The bishops are currently fighting efforts by some in Brazil to create a loophole by redefining slavery.

In addition to collaborating with corporations, CRS seeks to address injustices through governmental advocacy. One of CRS' partners in India—Prajwala³¹—has helped pass legislation that facilitates the prosecution of traffickers, though enforcement remains a major challenge. CRS and other advocacy groups in the United States successfully lobbied for the 2013 reauthorization of the TVPRA to include a grant-making program to respond

³⁰ For more information, please see www.talithakum.info.

³¹ For more on Prajwala, visit <http://www.prajwalaindia.com/home.html>.

BENEFICIARY SPOTLIGHT: FARMWORKERS' RIGHTS IN BRAZIL

Antonio Jose dos Santos Filho was unemployed and having difficulty finding work when he took a friend's advice and accepted a job clearing land for cattle pasture. To get to the work site, he had to travel to Pará in northeastern Brazil via a 2-day bus trip.

Once he arrived, he found himself working 11-hour days, sleeping under a tarp and



drinking the same water as the cattle. When payday came, his salary was docked because he had "purchased" items from the company store.

He and his fellow workers were under armed guard, and it became clear they were enslaved. Eventually Brazilian inspectors rescued him and the other workers.

After a 5-year legal battle, Antonio and 41 families were awarded land by the Brazilian government. He is now building his first home and has enough land to grow manioc and rice.

Photo by Robyn Fieser/CRS Adapted from crs.org/stories/trapped-slavery

to humanitarian emergencies that result in an increased risk of trafficking. Additionally, advocacy efforts resulted in the TVPRA's authorization of the J/TIP office Trafficking Victims Prevention Reauthorization Act authorize the J/TIP office to form local partnerships in focus countries to combat child trafficking through Child Protection Compacts. In 2015, our advocacy helped pass the Girls Count Act, which requires the U.S. government to register girls around the globe, ensuring greater access to education, life-giving health services, and other services that help to protect them from trafficking.

VICTIM SERVICES

CRS and our partners provided services to victims of trafficking around the globe, including meeting immediate needs, helping with prosecution of traffickers and providing livelihood alternatives to trafficking survivors. CRS has worked to support domestic helpers in Lebanon, Iraqi refugees who have been enslaved, Indian girls who have survived trafficking or Brazilian men who have been freed from slave labor. Programs in India, in particular, have helped address criminal networks in the country, where half of the world's trafficking victims are. One of CRS' newer programs is in Kenya, which helps communities provide alternatives to child marriage through education, and provides alternatives for girls through vocational training and Savings and Internal Lending Communities, or SILCs.

TRAFFICKING RISK REDUCTION

CRS' most expansive impact in reducing trafficking is based on the theory that reducing a person's vulnerability to trafficking can significantly reduce the likelihood that a person will be trafficked. Trafficking risk reduction or protection efforts help people address their vulnerabilities so they do not feel compelled to migrate for work. These efforts also protect vulnerable people who have fled conflict or natural disasters.

For example, project research in Benin demonstrated that children ages 12 to 14 were among the most likely to become trafficking victims. Though

many of them had completed primary education, their families saw little advantage in their continuing in poor quality secondary schools that were disconnected from future economic or employment opportunities. Too young to legally work in Benin, the children were sent across the border to do menial labor. An increasing number became victims of trafficking. CRS developed a comprehensive approach to reduce migration of child laborers through community-based interventions.

First, community investment in and control over local school programs built commitment to education. Second, advocacy by the communities increased funding for and subsequent improvement in the quality and staffing of schools. Third, engagement with the private sector in Benin ensured education programs led to future employment opportunities. In the first 3 years of the project, Education First, more than 4,000 child trafficking victims and children at risk were assisted.³²

In addition to trafficking-specific programs, CRS seeks to reduce the risk of trafficking through integration and streamlining of protection initiatives in our humanitarian response and development work. Protection mainstreaming helps ensure that programs are responsive and accountable to the needs of the most vulnerable and that vulnerabilities are not exacerbated through program implementation.³³

CRS PROJECT SPOTLIGHT: KENYA

The Pope Francis Rescue Home was launched in 2015 to provide direct support services to survivors. Working closely with the Diocese of Malindi in Kenya, CRS addresses the needs of children who are exposed to sexual exploitation in Malindi, Tana Delta and Lamu. The project increases the use of safe spaces and services to provide vulnerable children with quality child protection services, including a rescue home.

In coastal communities of Kenya, where 42 percent of girls are married before age 15, the Dialog and Action Project (DAP) addresses traditional cultural beliefs and practices that contribute to human trafficking and slavery. By creating partnerships with local churches, faith-based coalitions and traditional leadership groups, the project increases community awareness around child protection and child rights issues, including preventing child marriage. The program also highlights the



A member of the Peace Club at Karima Primary School performs as part of a demonstration that educates peers about child rights and how to respond to abusive situations. Photo by Philip Laubner/CRS

importance of educating and empowering young girls. Activities include creating peace clubs, providing vocational training and support to girls, discussing protection topics, offering information and education as part of SILC, and strengthening child-protection systems.

³² For more information on the Education First project, please see: "Independent Final Evaluation of the Combating Child Trafficking Through Education in Benin Project: Education First. Accessed online: http://www.dol.gov/ilab/projects/summaries/Benin_EFP_feval.pdf

³³ "Briefing Note: Protection Mainstreaming/Safe & Dignified Programming." Caritas, last modified September 29, 2015, <http://efom.crs.org/ecsc/wp-content/uploads/sites/2/2015/08/6.1.11-Protection-Mainstreaming-Briefing-Note-Longer-version.pdf>

For example, protection ensures that a women’s latrine in a refugee camp is well lit and does not require a long walk or passing by the men’s latrine. Other mainstreaming activities include feedback mechanisms and engagement with the community to ensure equal access, high quality programming, freedom from exploitation and abuse, and respect for safety and dignity. Protection integration, on the other hand, refers to assistance projects—like water, sanitation and hygiene, or shelter—that integrate specific protection activities. For example, we monitor and report on protection threats to safety in food distribution programs or provide training on rights during a shelter program. In emergencies, creating protection spaces and family tracing are critical to trafficking risk reduction.

RECOMMENDATIONS

Based on CRS’ experience around the world countering trafficking through reducing trafficking risks, serving victims directly, and engaging corporations and governments, we make the following recommendations to the U.S. government:

- 1. Use all available resources to continue to lead global efforts to combat trafficking in persons. *Reauthorization of the Trafficking Victims Protection Act in 2017 is a critical signal of this leadership*; the legislation should be strengthened with bipartisan support.**

The U.S. government should also continue to demonstrate leadership and prioritize combatting of human trafficking as a national interest. The government should ***more fully and routinely use its diplomatic toolbox to compel governments to address human trafficking***, especially by conditioning trade preferences and imposing targeted sanctions.

The Administration and Congress should ***prioritize efforts to reduce vulnerabilities to trafficking through appropriations for international poverty-reducing humanitarian and development assistance***, including through the following accounts: Migration and Refugee Assistance, International Disaster Assistance, Development assistance, International Narcotics and Law Enforcement, and the Department of Labor’s International Labor Bureau. The Administration should ***urgently implement the TVPRA requirement of 2013 to expeditiously fund programs and experts to reduce the likelihood of trafficking after natural disasters and in ongoing crises***.

As protected crises rage on, the vulnerable, particularly those fleeing violence, are especially at risk for trafficking. In the sixth year of the Syrian Civil War, we urge the Administration to ***establish a task force to address trafficking and flight from Syria and its neighboring countries***, including assisting slaves of the self-proclaimed Islamic state and unaccompanied minors.



A Community Vigilance Group (CVG) in a tribal village outside the Indian town of Ambikapur shows the register where they keep the names of people who leave the village. Human traffickers often target rural villagers in poor Indian states like Chhattisgarh. The traffickers promise people—often teenagers—good jobs in the city. However, the young people are sometimes sold into forced labor or forced prostitution. “We didn’t know what was happening in the places they went,” says one CVG member. “We thought everything was going well.” With funding from the Trafficking in Persons (TIP) office of the U.S. Department of State, CRS’ partners in India are raising awareness, preventing human trafficking and helping survivors.

Photo by Laura Sheahen /CRS 2010

U.S. international agencies, including USAID, should consider what more they can do to counter trafficking. Currently, USAID addresses trafficking through protection against trafficking risk (see Standard Provisions for U.S. Nongovernmental Organizations, 2015, and Counter-trafficking in Persons Code of Conduct, 2011), as well as projects to counter trafficking. We recommend that USAID update and better disseminate its counter-trafficking policy, and **encourage the integration of appropriately designed child protection strategies into every Country Development Cooperation Strategy.**

- 2. Address both the supply and demand side of trafficking and modern slavery.** While the work of CRS and its partners embody critical responses to the needs of victims of trafficking and other vulnerable individuals, they scarcely meet the need. Governments around the world must scale up and systematically address trafficking from both the supply and demand side. On the supply side, this means **providing livelihood opportunities for those most vulnerable to exploitation**, including refugees, migrants, women, children and indigenous people, while also **addressing the lack of enforcement of anti-trafficking laws and prosecution of perpetrators** to improve the current environment, which enables traffickers to continue to operate.

To do so successfully, we must work with national governments, and their law enforcement and judicial systems, to both create and implement anti-trafficking frameworks. Further, we must also **build the capacity of local institutions to lobby their governments to develop responses to trafficking, including laws and policies, and to comply with existing laws and policies related to trafficking.**

On the demand side, Congress should **pass laws that reduce the demand for slave labor.** Legislation enacted in 2016 closed a loophole that allowed the importation of goods derived from slave labor if American domestic production could not meet demand. Congress should build on its momentum by **passing the Business Supply Chain Transparency on Trafficking and Slavery Act of 2015** (S. 1968/H.R. 3226), which requires businesses with more than \$100 million in receipts to report to the U.S. government about steps they are taking to ensure that no slave labor is used in their supply chains. In addition, **we urge the U.S. Congress to pass legislation that regulates foreign labor recruiters by requiring their registration and prohibiting recruiting fees.** These steps would reduce the likelihood that migrant laborers will be caught in debt bondage.

We also support **passing legislation that reduces irregular migration to the United States** by reunifying families divided by the broken immigration system, creating more opportunities for regularized migration, and creating a path to legalization. This would reduce the risks of being trafficked that people face during the irregular migration path.

Currently, the prohibition against the worst forms of child labor is a criterion for country eligibility under the Generalized System of Preferences and other regional trade agreements (e.g., Caribbean Basin Trade Partnership Act, African Growth and Opportunity Act). Enforceable obligations on labor rights, including those regarding elimination of forced labor and

addressing trade in goods produced by forced labor have also been included in the recently negotiated Trans-Pacific Partnership (TPP), which we laud. We recommend the ***continued inclusion of such efforts to eliminate trafficking in future trade agreements*** and other applicable international instruments.

3. Take a comprehensive, victim-centered approach.

Survivors of trafficking and modern slavery require various levels of support to reintegrate into society. Programs that address this must address the emotional trauma the victim has faced, which will require therapeutic programs and healing, as well as ongoing livelihood needs. Further, government and other institutions dealing with the comprehensive needs of victims need to take a “victim-centric approach,” in which those who are trafficked are not treated as complicit in a crime, but as a survivor who needs to be protected from further trauma in the pursuit of justice. To this end, we recommend the ***development of minimum standards for the support of trafficking victims***, including: civil legal aid, secure witness protection, medical and psychological post-traumatic care, and support for individuals from social service agencies.³⁴

Lastly, we urge the U.S. government and its international allies to press for destination countries to (1) distinguish between victims of trafficking and irregular migrants, (2) undertake greater responsibility for the resettlement of victims, including identification, documentation and humanitarian aid, (3) provide means for victims to choose freely between resettlement and repatriation,³⁵ and (4) legislate and enforce protections of migrant and foreign laborers.



Liztnar Gretta Rodriguez Chalco, 16 years, is a beneficiary of CRS project “Prevention of trafficking for commercial sexual exploitation, and the protection of girls and adolescents in Andean and Amazonian areas of Peru “.The sequence shows her abilities in chocolate candy making which she sells to help her extremely poor family. She received technical instruction for chocolate making and received some funds for starting a small business from CRS partner ENCUNTROS/Casa de la Juventud. The project identifies young girls in risk of falling in the ring of sexual exploitation and gives them opportunities to keep them away of this threat. She lives in Urcos district in Quispicanchi Province.

Photo by Oscar Leiva / Silverlight for CRS 2012

³⁴ The Declaration of the Youth Meeting, Villa Santa Maria, Argentina, May 9–10, 2015, calls for benchmarks along these lines. <http://www.endslavery.va/content/endslavery/en/yas/villamaria.html>

³⁵ Declaration of the Youth Meeting, Villa Santa Maria, Argentina, May, 9–10, 2015. <http://www.endslavery.va/content/endslavery/en/yas/villamaria.html>

ANNEX 1: FACTORS WHICH MAKE INDIVIDUALS VULNERABLE TO TRAFFICKING³⁶

- Poverty
- Corruption
- Weak rule of law
- Political oppression
- Lack of social and political opportunities
- Lack of human rights and/or discrimination based on caste, ethnicity, gender, religious affiliation, among other biases
- Lack of access to education and jobs
- Gender stratification
- Family disruptions (as seen in death resulting from armed conflict or HIV/AIDS, leaving children with no adult support)
- Family dysfunction (caused by drugs, alcohol, or violence) that leaves children outside of parental care and renders them particularly vulnerable
- Dislocation and/or danger caused by civil unrest, internal armed conflict, war, or militarism
- Economic disruptions to family finances caused by natural disasters (such as droughts or floods that cause a rural family to be without food stocks or income) or environmental degradation
- Domestic violence (driving women and children to run away and live in the streets)
- Institutional factors (such as the failure of the State to register the children of the poor—in such cases, the State cannot keep track of the children’s welfare)
- Presence of traffickers, recruiters, loan sharks, and other predatory individuals within a community
- Growing restrictions on legal immigration
- Treating human trafficking victims as criminals
- Lack of political will to prosecute perpetrators
- Corruption
- Weak law enforcement
- Globalization and increased sophistication of international organized crime
- Social custom of entrusting children to the care of more affluent friends or relatives
- Social devaluation of women and girls and other form of prejudice
- Poor governance and labor market regulation

³⁶ USAID Field Guide, p40.

ANNEX 2: KEY INTERNATIONAL TREATIES ADDRESSING TRAFFICKING IN PERSONS TO WHICH THE UNITED STATES HAS RATIFIED OR ACCEDED³⁷

- 2000 U.N. Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the U.N. Convention Against Transnational Organized Crime
- 2000 U.N. Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography
- 2000 U.N. Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict
- 1999 ILO Convention No. 182 on the Worst Forms of Child Labor November
- 1957 ILO Convention No. 105 on the Abolition of Force Labor
- 1956 U.N. Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery

³⁷ Wyler, Liana Sun, "Trafficking in Persons: International Dimensions and Foreign Policy Issues for Congress," Congressional Research Service, July 24, 2013.

ANNEX 3: KEY U.S. FOREIGN POLICY RESPONSES TO PREVENT TRAFFICKING IN PERSONS OVERSEAS³⁸

- **Foreign Country Reporting** to describe annual progress made by foreign governments to combat human trafficking, child soldiers, and forced labor.
- **Foreign Product Blacklisting** to identify goods made with convict, forced, or indentured labor, including forced or indentured child labor.
- **Foreign Aid** to support foreign countries' efforts to combat human trafficking.
- **Foreign Aid Restrictions** to punish countries that are willfully noncompliant with anti-trafficking standards.
- **Conditions on Trade Preference Program Beneficiaries** to offer certain countries export privileges to the United States, provided that they adhere to international standards against forced labor and child trafficking.
- **Financial Prohibitions Against Specially Designated Individuals** to block assets of selected foreign individuals involved in the use of child soldiers from the Democratic Republic of Congo (DRC) and Somalia.
- **Preventing U.S. Government Participation in Trafficking Overseas** to punish and deter trafficking-related violations among U.S. government personnel and contractors.

³⁸ Wyler, Liana Sun, "Trafficking in Persons: International Dimensions and Foreign Policy Issues for Congress," Congressional Research Service, July 24, 2013.

ANNEX 4: SUMMARY OF FOREIGN COUNTRY REPORTING REQUIREMENTS

- *Trafficking in Persons (TIP) Report:* Since 2001, the U.S. State Department issues the annual *TIP Report*, which provides country-by-country analysis and ranking of countries based on progress they have made in efforts to prosecute, protect, and prevent human trafficking. Countries that receive a Tier 3 ranking in the report are ineligible to receive non-humanitarian, non-trade related aid the following fiscal year.
- *List of Countries Involved in Recruiting and Using Child Soldiers:* Since 2010, the U.S. State Department has annually published a list of countries that recruit or use child soldiers in their armed forces, or that harbor non-government armed forces that recruit or use child soldiers. If a country is on this list, certain U.S. military assistance is withheld.
- *Worst Forms of Child Labor Report:* Since 2002, the U.S. Department of Labor has issued an annual report on the progress made by certain specified countries to eliminate the worst forms of child labor.
- *Human Rights:* Congress requires the State Department include in its annual *Human Rights Report* sections for each country on the status of the “prohibition of forced or compulsory labor” as well as on trafficking in persons.

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