

# **Coordination, Collaboration, Capacity**

**Federal Strategic Action Plan  
on Services for Victims of Human Trafficking  
in the United States**

**2013 – 2017**

**Phase I: Initial Framework**



**April 2013**

<https://ACFstrongertogether.ideascale.com>

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Department of Homeland Security (DHS)

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## **President's Interagency Task Force to Monitor and Combat Trafficking in Persons**

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Department of Justice (DOJ)

Department of the Interior (DOI)

Department of Agriculture (USDA)

Department of Labor (DOL)

Department of Health and Human Services (HHS)

Department of Transportation (DOT)

Department of Education (ED)

Department of Homeland Security (DHS)

Office of Management and Budget (OMB)

National Security Council (NSC)

Office of the Director of National Intelligence (ODNI)

Domestic Policy Council (DPC)

Federal Bureau of Investigation (FBI)

U.S. Agency for International Development (USAID)

U.S. Equal Employment Opportunity Commission (EEOC)

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# List of Acronyms

## Department of Health and Human Services (HHS) Entities

- ACF** – Administration for Children and Families
- FVPSA** – Family Violence Prevention and Services Act Program
- FYSB** – Family and Youth Services Bureau
- HRSA** – Health Resources and Services Administration
- OPRE** – Office of Planning, Research & Evaluation
- SAMHSA** – Substance Abuse and Mental Health Services Administration

## Department of Homeland Security (DHS) Entities

- HSI VAP** – U.S. Immigration and Customs Enforcement, Homeland Security Investigations, Victim Assistance Program
- ICE HSI** – U.S. Immigration and Customs Enforcement, Homeland Security Investigations
- ICE** – U.S. Immigration and Customs Enforcement
- USCIS** – U.S. Citizenship and Immigration Services

## Department of Justice (DOJ) Entities

- BJA** – Office of Justice Programs, Bureau of Justice Assistance
- FBI** – Federal Bureau of Investigation
- NIJ** – Office of Justice Programs, National Institute of Justice
- OJJDP** – Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention
- OJP** – Office of Justice Programs
- OVC** – Office of Justice Programs, Office for Victims of Crime
- OVW** – Office on Violence Against Women
- USAO** – United States Attorneys' Offices

## Other Government Offices

- DOL** – Department of Labor
- DOS TIP Office** – Department of State, Office to Monitor and Combat Trafficking in Persons
- DOT** – Department of Transportation
- ED** – Department of Education
- EEOC** – Equal Employment Opportunity Commission
- HSTC** – Human Smuggling and Trafficking Center
- HUD** – Department of Housing and Urban Development
- PITF** – President's Interagency Task Force to Monitor and Combat Trafficking in Persons
- SPOG** – Senior Policy Operating Group
- USAID** – U.S. Agency for International Development

## Other Acronyms

- TVPA** – Trafficking Victims Protection Act
- VAWA** – Violence Against Women Act

# Executive Summary

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This year marks the 150<sup>th</sup> anniversary of the Emancipation Proclamation, reaffirming the American values of freedom and equality. The *Coordination, Collaboration, Capacity: Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States, 2013-2017* (the Plan) embraces these principles and builds on the progress that our Nation has made in combating human trafficking and modern-day forms of slavery through government action, as well as partnerships with civil society and concerned citizens.

As our understanding of the scope and impact of human trafficking has evolved over the years, we now recognize a more complex web of exploitation affecting diverse communities across the country. Today, we acknowledge that human trafficking affects U.S. citizens and foreign nationals, adults and children, men, women, and transgender individuals who are victimized across a wide range of commercial sex and forced labor schemes. This Plan details a series of coordinated actions to strengthen the reach and effectiveness of services provided to all victims of human trafficking, regardless of the victims' race, color, national origin, disability, religion, age, gender, immigration status, sexual orientation, or the type of trafficking they endured. Implementation of the Plan will create a more coordinated victim services network where identified victims of human trafficking have access to the full array of services needed for recovery.

The Plan was informed by the Federal Government's ongoing engagement with nongovernment stakeholders, including a listening session held at the White House on December 10, 2012, and hosted by the Department of Health and Human Services (HHS). While this Plan focuses on providing and coordinating support for victims, it aligns with all other efforts of the Federal Government to eliminate human trafficking and prevent further victimization, particularly the Federal Government activities outlined in the [Attorney General's Annual Report to Congress and Assessment of U.S. Government Activities to Combat Trafficking in Persons](#).<sup>1</sup> Federal agencies have a range of anti-human trafficking responsibilities that complement the victim services addressed in this Plan, and include criminal enforcement, labor enforcement, public awareness, education, international development and programs, immigration, intelligence, and diplomacy.

The Plan identifies several "core values" (listed in the Plan Development section on pages 13–16) related to trafficking victim services and key areas for improving service delivery. Recognizing that government alone, cannot stop this insidious crime, the Plan is written to appeal to a wide set of actors in order to bring additional resources, expertise, and partnerships to end human trafficking and better support victims. For example, public awareness must be increased to engage more stakeholders and increase victim identification. There must also be an expansion of access to victim services. Finally, the quality of the services, not merely the quantity, must be addressed to ensure that victims are supported throughout their long-term journey as a survivor.

The Plan lays out 4 goals, 10 objectives, and contains more than 130 associated action items for victim service improvements that can be achieved over the next 5 years. Actions to address victim identification are woven through each of the goals. The four goals are:

- ① **INCREASE COORDINATION AND COLLABORATION:** Increase guidance, collaboration, and civic engagement at the national, state, tribal, and local levels. (pg. 19)
- ② **INCREASE AWARENESS:** Increase the understanding of human trafficking among key governmental and community leaders and the general public. (pg. 24)
- ③ **EXPAND ACCESS TO SERVICES:** Increase victim identification and expand the availability of services for victims throughout the United States. (pg. 32)

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<sup>1</sup> Available at <http://www.justice.gov/ag/annualreports/agreporhumantrafficking2011.pdf>

**4 IMPROVE OUTCOMES:** Promote effective, culturally appropriate, trauma-informed services that improve the short- and long-term health, safety, and well-being outcomes of victims. (pg. 41)

The Plan provides a timeline for completion of each action and designates the responsible federal agency in Appendix A. Each agency will provide periodic updates on the progress of its action items. The Plan seeks to address the identified gaps within the current budget and statutory authority.

Traditionally, individual federal agencies have provided support to victims in their particular areas of responsibility. Coordination of anti-human trafficking efforts at the federal level is crucial to ensure that victims receive needed comprehensive services. Additionally, federal support will encourage regional, state, tribal, and local leaders to increase their engagement in and commitment to combating both sex trafficking and labor trafficking and supporting the victims of these crimes. To build community capacity for truly improved victim outreach and services, we will engage business, philanthropic, and civic leaders, bringing the full expertise and resources of the country to bear in this effort.

The Plan emphasizes the need to coordinate the federal approach to improving victim services. The interagency development of the Plan and coordination of current action items is Phase 1 in this long-term strategic planning process.

Continued engagement among federal partners, stakeholders, and communities is needed to truly make the vision of a comprehensive, trauma-informed, and sustainable victim service response a reality. During subsequent phases of this process, we will continue to meet with federal agencies to further define the gaps within the Plan and develop collaborative strategies to address the needs. We will also share the Plan more broadly to incorporate suggestions from the public on additional action items and opportunities for collaboration with regional, state, tribal, and local stakeholders, nonprofit organizations, and other allied partners. Federal agencies are committed to maintaining this Plan as a living document, and will update it as knowledge evolves and partnerships strengthen. More details on the four phases of the strategic planning process can be found on pages 13–16.

Federal, State, and local governments have taken tremendous steps to combat this horrible crime, but much more needs to be done to achieve our ultimate goal – the eradication of human trafficking.

# Human Trafficking in the United States

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*“Our Nation was founded on the enduring principles of equality and freedom for all. As Americans, it is our solemn responsibility to honor and uphold this legacy.”*

*– President Barack Obama, December 22, 2010*

## An Overview

**Human trafficking**, also known as **trafficking in persons** or **modern slavery**, is a crime that involves the exploitation of a person for the purpose of compelled labor or a commercial sex act. While the U.S. Department of Justice (DOJ) has long enforced criminal laws against involuntary servitude and slavery, the enactment of the Trafficking Victims Protection Act<sup>2</sup> (TVPA) in 2000 was a turning point. The United States directed its efforts to combat human trafficking toward the prosecution of traffickers, the protection of victims, and the prevention of the crime using the TVPA’s expanded criminal statutes and newly introduced victim protections and anti-human trafficking programs. This strategy is often referred to as the “3Ps,” prevention, protection, and prosecution. Since 2000, Congress has maintained its support for this framework by reauthorizing the TVPA four times, in 2003, 2005, 2008, and 2013.

Many terms are used to describe the various manifestations of this crime, including sex trafficking, child sex trafficking, domestic minor sex trafficking, labor trafficking, involuntary servitude, debt bondage, forced labor, and forced child labor. According to the TVPA, eligibility for victim services is limited to victims of a “severe form of trafficking in persons,” which is defined as:

- sex trafficking [i.e., the recruitment, harboring, transportation, provision, or obtaining of a person for the purpose of a commercial sex act] in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such act has not attained 18 years of age; or
- the recruitment, harboring, transportation, provision, or obtaining of a person for the purpose of labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery.

While it is difficult to measure the magnitude of human trafficking, given the hidden nature of many human trafficking crimes, it has been estimated that more than 20 million men, women, and children are victimized by forced labor situations and sex trafficking worldwide, including in the United States.<sup>3</sup> Many of these victims are lured with false promises of well-paying jobs or manipulated by people they trust. They are forced or coerced into prostitution, domestic servitude, or other types of forced labor. Victims can be found in legitimate and illegitimate labor industries, including sweatshops, massage parlors, agriculture, restaurants, hotels, and domestic service.

Human trafficking has been deemed a threat to national security by the U.S. Government and is one of the most profitable forms of transnational crime, worth an estimated \$32 billion in profits per year globally.<sup>4</sup> The International Labour Organization estimates that 55 percent of forced labor victims are women and girls, as are 98 percent of sex trafficking victims.<sup>5</sup>

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<sup>2</sup> Pub. L. 106-386

<sup>3</sup> International Labour Organization 2012 Special Action Programme to Combat Forced Labour (SAP-FL), June 2012.

<sup>4</sup> ILO. The Cost of Coercion. 12 May 2009  
[http://www.ilo.org/sapfl/informationresources/ILOpublications/WCMS\\_106268/lang--en/index.htm](http://www.ilo.org/sapfl/informationresources/ILOpublications/WCMS_106268/lang--en/index.htm)

<sup>5</sup> International Labour Organization 2012 Special Action Programme to Combat Forced Labour (SAP-FL), June 2012.

## Statutory Framework and Government Response

The TVPA created stronger tools for prosecutors, including increased penalties, mandatory restitution for victims, and funding for victim services. Subsequent reauthorizations further strengthened prosecutorial tools, awareness efforts, and support for victims in response to an enhanced understanding of human trafficking. For instance, the Trafficking Victims Protection Reauthorization Act of 2003<sup>6</sup> mandated new information campaigns, including public-private partnerships to combat sex tourism; required an annual report from the Attorney General to Congress about federal efforts to combat trafficking; and created a new civil cause of action allowing victims of trafficking to sue their traffickers in federal district court. The Trafficking Victims Protection Reauthorization Act of 2005<sup>7</sup> authorized new anti-human trafficking resources, including grant assistance programs to expand victim assistance programs to U.S. citizens or lawful permanent residents who were victims of trafficking. The William Wilberforce Trafficking Victims Protection Reauthorization Act of 2008<sup>8</sup> added measures to increase the effectiveness of anti-human trafficking programs and expand T visa protections, among other things. Finally, the most recent TVPA reauthorization, which was included in the Violence Against Women Reauthorization Act (VAWA) of 2013, enhanced support for state and local efforts to address victims of human trafficking, especially minor sex trafficking victims.

The President's Interagency Task Force to Monitor and Combat Trafficking in Persons (PITF), a statutorily established, Cabinet-level coordinating task force chaired by the Secretary of State, brings together federal departments and agencies to ensure a whole-of-government approach that addresses all aspects of human trafficking, including criminal and labor law enforcement, victim identification and protection, education and public awareness, international development, enhanced partnerships and research opportunities, or international engagement and diplomacy. The member and invited agencies of the PITF are the U.S. Departments of State (DOS), Defense (DOD), DOJ, the Interior (DOI), Agriculture (USDA), Labor (DOL), HHS, Transportation (DOT), Education (ED), and Homeland Security (DHS); the Office of Management and Budget, the National Security Council, the Office of the Director of National Intelligence (ODNI), the Domestic Policy Council (DPC), the Federal Bureau of Investigation (FBI), the U.S. Agency for International Development (USAID), and the U.S. Equal Employment Opportunity Commission (EEOC). Senior officials designated as representatives of the PITF principals convene routinely as the Senior Policy Operating Group (SPOG) to carry out the priorities set by the PITF.

State and local governments have increasingly built stronger response systems against human trafficking affecting their communities. Today, most states have enacted laws to better protect victims of human trafficking and enhance prosecution efforts, while continuing to identify ways to adapt to the changing methods used by human traffickers. U.S. Attorneys' Offices (USAO) and federal, state, and local law enforcement coordinate with community-based victim service providers in federally funded task forces to strengthen enforcement efforts. Mayors' offices and city councils are increasingly appointing committees to identify gaps in services for victims of human trafficking and are partnering with the private sector and nongovernmental organizations, including faith communities, to help trafficking victims recover and rebuild their lives. State and county child protection workers and educators are also increasingly recognizing the scope of human trafficking impacting the lives of youth in their care.

## Victims of Human Trafficking

There are many different types of victims of human trafficking. Victims can be anyone regardless of race, color, national origin, disability, religion, age, gender, sexual orientation, gender identity, or citizenship status. While there is no defining characteristic that all victims share, traffickers frequently prey on individuals who are poor,

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<sup>6</sup> Pub. L. 108-193

<sup>7</sup> Pub. L. 109-164

<sup>8</sup> Pub. L. 110-457



vulnerable, living in an unsafe situation, or are in search of a better life. These victims are deceived by false promises of love, a good job, or a stable life, and lured into situations where they are forced to work under deplorable conditions with little to no pay. Whether made to work on a farm, a factory, or a strip club, forced into commercial sex, or abused in a home as a domestic servant, federal law recognizes these people as victims of human trafficking.

Since the TVPA's enactment, human trafficking cases investigated and prosecuted in the United States have uncovered exploitation in both legal and illicit industries. In Fiscal Year (FY) 2011 alone, the FBI opened 183 human trafficking investigations, made 187 arrests, and obtained 79 convictions. The FBI also opened an additional 352 cases and obtained 196 convictions for cases specifically related to commercial sexual exploitation of minors.<sup>9</sup> U.S. Immigration and Customs Enforcement's Homeland Security Investigations (ICE HSI) initiated 722 cases with a nexus to human trafficking in FY 2011, a 10-percent increase over the previous fiscal year. As a result of these investigations, and cases initiated in previous years, ICE HSI recorded 938 criminal arrests, 444 indictments, and 271 convictions.<sup>10</sup> The DOJ Civil Rights Division's Human Trafficking Prosecution Unit, in partnership with USAO, brought record numbers of human trafficking cases in recent years, while DOJ's National Coordinator for Child Exploitation Prevention and Interdiction, the Criminal Division's Child Exploitation and Obscenity Section, and their partners in USAO, the FBI, and state and local law enforcement agencies collaborated through the Innocence Lost National Initiative and Project Safe Childhood to combat sexual exploitation of minors.

The cases tell stories of a single trafficker who works alone to deceive and prey on victims; of families that have been in the business of human trafficking for generations; and of front businesses that appear legitimate at first glance but disguise human trafficking. Prosecutors have successfully demonstrated that someone can be enslaved without chains and that traffickers often go beyond physical abuse and use extreme forms of psychological abuse that exploit vulnerabilities to prevent victims from escaping. To achieve their ends, traffickers instill fear of arrest or deportation, use threats of harm to a family member, perpetuate shame or guilt about what is happening, and warn of financial ruin. These experiences are traumatizing and often manifested through psychological dissociation, distrust, and gaps in the victim's memory that make recounting a clear and complete story difficult. In addition, traffickers are known to promote drug dependencies among their victims, keeping the victims reliant upon the trafficker for access to the substances that fuel addiction<sup>11</sup>. Law enforcement officers, prosecutors, and victim advocates have learned that the unique and complex abuses inflicted upon these victims demand a comprehensive and sustained trauma-informed approach.

## Providing Effective, Comprehensive Services to Victims

Trafficking victims typically require numerous types of emergency and long-term services. Needed services include, but are not limited to, intensive case management, victim advocacy, shelter/housing, food, medical and dental care, mental health treatment, substance abuse treatment, support groups, interpretation/translation services, immigration and other legal assistance, literacy education, and employment and training services.<sup>12</sup>

Primary sources of grant funding for services specific to trafficking victims are the HHS Office of Refugee Resettlement and the DOJ Office for Victims of Crime (OVC). When victims are involved in trafficking investigations and prosecutions, some victim assistance is also provided by system-based victim/witness

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<sup>9</sup> *Attorney General's Annual Report to Congress and Assessment of U.S. Government Activities to Combat Trafficking in Persons, Fiscal Year 2011.*

<sup>10</sup> *Attorney General's Annual Report to Congress and Assessment of U.S. Government Activities to Combat Trafficking in Persons, Fiscal Year 2011.*

<sup>11</sup> Evidence-Based Mental Health Treatment for Victims of Human Trafficking; Erin Williamson, Nicole M. Dutch, and Heather J. Clawson; Caliber, an ICF International Company (2010)

<sup>12</sup> Study of HHS Programs Serving Human Trafficking Victims: Final Report (2009), available at [http://aspe.hhs.gov/hsp/07/HumanTrafficking/Final/index.shtml#\\_Toc240256544](http://aspe.hhs.gov/hsp/07/HumanTrafficking/Final/index.shtml#_Toc240256544)

coordinators and victim specialists housed within federal agencies such as the FBI, ICE HSI, and USAO. Victims of human trafficking are also regularly identified and served by individuals working with related vulnerable populations such as child welfare systems, runaway and homeless youth programs, and domestic violence shelters.<sup>13</sup>

Services offered to victims of human trafficking vary greatly across the United States and depend on a number of factors, including the location of the victim, the type of trafficking, the age, gender, disability, and immigration status of a victim, the type of funding available within the community, and the degree to which services within a community are coordinated. All of these factors demonstrate the complexity of the issue and the challenge of ensuring that all victims of human trafficking have access to comprehensive and specialized services that address their specific needs and aid in their full recovery.<sup>14</sup>

## Areas for Improvement

In the more than 12 years since the passage of the TVPA, the Federal Government has made significant improvements in the development of a comprehensive victim-centered approach to fight human trafficking; however, there is more to be done to ensure that trafficked persons have the tools to move forward and pursue a path of their own choosing. This Plan addresses identified areas for improvement with strategies for improving existing services and enhancing the United States' response to the needs of human trafficking victims.

**Enhance coordination and improve guidance.** Stakeholders identified a lack of consistent guidance from the Federal Government as a barrier to coordinated service provision. They spoke about the confusion in working with agencies that have different or overlapping authorities and the potential benefits of using common best practices and guidance that span multiple federal agencies.<sup>15</sup> They expressed concern at the lengthy and complicated process of connecting victims with available services and the lack of standards for these services.<sup>16</sup> Stakeholders also identified opportunities for enhanced victim identification through better coordination, information sharing, and engagement between federal agencies and state and local enforcement and inspection entities, including engagement of entire communities, philanthropic organizations, businesses, and medical and social service professionals.<sup>17</sup> Finally, they stressed the need to include survivors of human trafficking in developing and evaluating policies and initiatives.

**Enhance understanding and awareness.** Human trafficking is a hidden crime. There is a lack of understanding of how to identify victims of human trafficking—not just by the public, government officials, and law enforcement, but by victims who may not believe or understand that they are the victim of a crime.<sup>18</sup> For those identified victims, there is also a wide variation among state and local law enforcement and service providers across the United States in understanding the types of services that are available to victims.<sup>19</sup> Differences in how human trafficking is defined and described, including among the various federal government agencies dealing with the issue, were also cited as a challenge for service providers who try to navigate the federal system on behalf of

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<sup>13</sup> Study of HHS Programs Serving Human Trafficking Victims: Final Report (2009), available at [http://aspe.hhs.gov/hsp/07/HumanTrafficking/Final/index.shtml#\\_Toc240256544](http://aspe.hhs.gov/hsp/07/HumanTrafficking/Final/index.shtml#_Toc240256544)

<sup>14</sup> Study of HHS Programs Serving Human Trafficking Victims: Final Report (2009), available at [http://aspe.hhs.gov/hsp/07/HumanTrafficking/Final/index.shtml#\\_Toc240256544](http://aspe.hhs.gov/hsp/07/HumanTrafficking/Final/index.shtml#_Toc240256544)

<sup>15</sup> Stakeholder feedback from the Victim Services Technical Working Group Meeting, December 10, 2012.

<sup>16</sup> Stakeholder feedback from the Victim Services Technical Working Group Meeting, December 10, 2012.

<sup>17</sup> Stakeholder feedback from the Victim Services Technical Working Group Meeting, December 10, 2012.

<sup>18</sup> *Addressing the Needs of Victims of Human Trafficking: Challenges, Barriers, and Promising Practices*. Heather J. Clawson and Nicole Dutch, Aug. 2008.

<sup>19</sup> Stakeholder feedback from the Victim Services Technical Working Group Meeting, December 10, 2012.

victims.<sup>20</sup> In addition, there is a lack of evidence-based research available to inform federal, state, local, and nongovernmental organization (NGO) service provision.<sup>21</sup>

**Overcome resource constraints and limitations in access to services.** NGOs report that additional resources from both governmental and non-governmental sources are needed to provide comprehensive long-term victim care and key legal services.<sup>22</sup> Further, there are concerns about the lack of stable housing available for varying types of victims that meet their specific needs. For example, a victim of human trafficking may have limited shelter options. There are also particularly underserved populations, including youth, male, and transgender victims.<sup>23</sup> Victims also would benefit from access to varying services depending on their specialized needs, and it is challenging for service providers to meet these needs for the length of time it may take to stabilize a victim.<sup>24</sup>

This Plan seeks to address these issues.

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<sup>20</sup> Stakeholder feedback from the Victim Services Technical Working Group Meeting, December 10, 2012.

<sup>21</sup> Stakeholder feedback from the Victim Services Technical Working Group Meeting, December 10, 2012.

<sup>22</sup> *2012 Trafficking in Persons Report*, U.S. Department of State.

<sup>23</sup> Stakeholder feedback from the Victim Services Technical Working Group Meeting, December 10, 2012.

<sup>24</sup> *Addressing the Needs of Victims of Human Trafficking: Challenges, Barriers, and Promising Practices*. Heather J. Clawson and Nicole Dutch, Aug. 2008.

## Vision

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*We envision that every victim of human trafficking is identified and provided access to the services they need to recover and rebuild their lives through the creation of a responsive, sustainable, comprehensive, and trauma-informed victim services network that leverages public and private partners and resources effectively.*

# Plan Development

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The Plan is a part of the Obama Administration's ongoing efforts to combat human trafficking at home and abroad, and it builds on the strong record of the PITF. The development of the Plan was announced by President Obama in his September 25, 2012, remarks to the Clinton Global Initiative, during which he pledged to "do even more to help victims recover and rebuild their lives. We'll develop a new action plan to improve coordination across the Federal Government. We're increasing access to services to help survivors become self-sufficient."

Developing the Plan is a collaborative, multi-phase effort across agencies, led by co-chairs from the HHS, DHS, and DOJ.

## Phase I: Initial Framework

The co-chairs drafted the framework and key elements of the plan with input from other members of the SPOG. Federal partners first identified efforts that are currently planned by their departments and component agencies. HHS, along with the co-chairs, then convened a multidisciplinary stakeholder meeting, including survivors, law enforcement, victim service experts, nonprofit groups, and academia, to identify gaps in services for human trafficking victims in the United States. That input helped to strengthen the core values and guiding principles on which this Plan is built, provided concrete action steps in the short term, and identified many issues and steps that must be taken in the short and long term in order to improve services and combat human trafficking.

### Guiding Principles

These principles helped guide the development process and structure of the Plan:

- The Plan should be developed collaboratively across agencies of the Federal Government and with a variety of stakeholders at the state, tribal, and local levels.
- The Plan should be realistic, action-oriented, capable of being implemented given current funding constraints, and be user friendly.
- The Plan should demonstrate a vision and goals over the long term, but include specific tasks for accomplishment in the next five years.
- The Plan should be designed to help all partners remain accountable for commitments made and updated to reflect progress.
- The impact of the Plan should be lasting and scalable.
- The Plan should be driven by solutions and innovation, and it should be based on evidence and lessons learned.

### Core Values

In addition, federal partners agreed on the following core values that inform the objectives and action steps outlined in the Plan:

- Services should be accessible for all trafficking victims, regardless of race, color, national origin, disability, religion, age, gender, sexual orientation, gender identity, immigration status, or type of trafficking (sex or labor).
- Victim services should promote safety, healing, justice, and rights for victims, and should empower them to participate in efforts to bring traffickers to justice.

- Public awareness and an understanding of human trafficking at federal, state, tribal, and local levels are needed to improve victim identification and access to services.
- Victim service providers and survivors play a key role in elevating understanding and awareness of human trafficking, improving service delivery, and informing policy.
- Anti-human trafficking efforts should be victim-centered and culturally relevant, holistic, comprehensive, evidence-based, and trauma-informed.
- The use of the terms “victim” and “survivor” interchangeably throughout this document is meant to acknowledge and respect an individual’s experience of victimization and capacity to move beyond victimization.

Accountability and transparency are critical to ensuring the success of the Plan; thus, the process is driven by realistic goals with concrete action steps that clearly outline the departments responsible for each action and the year of anticipated completion. The Plan associates some action items at the Department level (e.g., HHS) and most action items at the Department’s component level (e.g., HHS Administration for Children and Families) to provide clarity on which parts of the Federal Government will be responsible for executing action items. The Plan relies on the framework of the current budget and statutory authority.

This Plan covers a 5-year period; however, in order to fully meet the goals and make the vision of a network of sustainable, comprehensive, and trauma-informed services a reality, the Plan depends on a diverse array of public and private partners working collaboratively with federal agencies to leverage resources effectively over a longer term. The Plan aims to have a lasting impact by developing ideas that can be replicated or scaled and that focus on systemic solutions, innovative ideas, and promising practices.

## **Phase II: Expansion**

The next step is to broaden the reach of the Plan to include additional stakeholders and to engage federal partners in collaborative problem solving. It will begin with the public release of the Phase I version of the Plan.

In April 2013, the Plan will be released for public comment for a period of 45 days. The purpose of this public comment period is to provide an opportunity for stakeholders and experts within the trafficking field, and civil society at large, to review the Plan, make recommendations to strengthen the Plan, and suggest additional items that can be accomplished through collaboration with states, tribes, and local communities or partners to improve the Nation’s response to victims and survivors of human trafficking. The co-chairs of this strategic planning effort will coordinate the review of input received during the public comment period and make changes to the Plan as appropriate.

Also during Phase II, the co-chairs, in coordination with the SPOG, will begin convening regular federal interagency meetings to identify areas and strategies for enhanced collaboration.

## **Phase III: Publication**

The third step of the process begins with publication of the final Plan in fall 2013. This version will attempt to incorporate the broad stakeholder feedback received during the public comment period. It will also identify new strategies to enhance collaborative efforts at the federal, regional, state, tribal and local levels. During this phase, the co-chairs, in coordination with the SPOG, will continue to host meetings for federal partners to report ongoing implementation of actions and to form new collaborative efforts. Ongoing interagency processes will be created to implement the actions outlined in the Plan and to make those efforts sustainable. Co-chairs and federal partners will continue to engage in dialogue and information gathering to improve collaboration and impact.

## Phase IV: Accountability

The final step of the process is to ensure the ongoing accountability of the Federal Government and the relevance of the Plan. The Plan must remain adaptive as the anti-human trafficking field continues to grow; therefore, the co-chairs will collect, compile, and present progress reports from all federal partners to the SPOG and PITF on an annual basis.

Additionally, after the fall 2013 publication, the co-chairs will convene regular reviews of the Plan in order to allow federal partners to revise and expand their commitments using feedback from the field. Federal partners will further strengthen the capacity and expertise of their individual offices, plan additional collaborative efforts, and develop further strategies to address new or ongoing gaps.

## Use of Terms

### Victim and Survivor

Throughout the Plan we use the terms “victim” and “survivor” interchangeably. Both are used out of respect and to acknowledge an individual’s experience in the aftermath of victimization. The term “victim” is used to acknowledge “a person who has suffered direct physical, emotional, or pecuniary harm as a result of the commission of a crime.”<sup>25</sup> The term “victim” also recognizes a person who is a victim of the crime of human trafficking, as defined by the TVPA. “Survivor” is a term that recognizes and honors a person’s lived experience and the strength it takes to continue on a journey toward healing in the aftermath of a traumatic experience. In the context of this Plan, which promotes improvements in victim outreach, identification strategies, and services, we are referring to individuals who have been formally identified by a service provider or law enforcement as a victim of human trafficking, as well as those who have not yet communicated their trafficking experience to anyone. We are also addressing individuals who are free from their trafficker as well as those who are still entrapped in a trafficking situation.

### Victim-Centered Approach

The United States’ understanding of a victim-centered approach developed over time to respond to the needs of crime victims and continues to evolve as we learn new lessons and establish promising practices. The victim-centered approach seeks to minimize re-traumatization associated with the criminal justice process by providing the support of victim advocates and service providers, empowering survivors as engaged participants in the process, and providing survivors an opportunity to play a role in seeing their traffickers brought to justice. In this manner, the victim-centered approach plays a critical role in restoring the victim’s rights, dignity, autonomy, and self-determination, while simultaneously advancing the government’s and society’s interest in prosecuting traffickers to condemn and deter this reprehensible crime.

### Trauma-Informed Approach

A trauma-informed approach includes an understanding of the physical, social, and emotional impact of trauma on the individual, as well as on the professionals helping them. A trauma-informed approach includes victim-centered practices, as it is implemented with trauma-impacted populations.

A program, organization, or system that is trauma-informed realizes the widespread impact of trauma and understands potential paths for healing; recognizes the signs and symptoms of trauma

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<sup>25</sup> Victims’ Rights and Restitution Act, 42 U.S.C.10607 (e)(2)(A)

in staff, clients, and others involved with the system; and responds by fully integrating knowledge about trauma into policies, procedures, practices, and settings.<sup>26</sup>

Like a victim-centered approach, the priority is on the victim's or survivor's safety and security and on safeguarding against policies and practices that may inadvertently re-traumatize victims.

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<sup>26</sup> SAMHSA Working Definition of Trauma and Principles and Guidance for a Trauma-Informed Approach, <http://www.samhsa.gov/traumajustice/traumadefinition/approach.aspx>



# Plan Outline

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**Vision:** We envision that every victim of human trafficking is identified and provided access to the services they need to recover and rebuild their lives through the creation of a responsive, sustainable, comprehensive, and trauma-informed victim services network that leverages public and private partners and resources effectively.

The Plan established four goals to progress toward this vision.

## Goals

**1 INCREASE COORDINATION AND COLLABORATION:** Increase guidance, collaboration, and civic engagement at the national, state, tribal, and local levels.

*Objective 1:* Coordinate effectively through dedicated commitment at the federal, regional, state, tribal, and local levels

- Strengthen federal collaboration and guidance
- Develop standard terminology
- Integrate survivor experiences and input

*Objective 2:* Build stronger partnerships with key nongovernmental stakeholders

- Collaborate with corporate and philanthropic partners
- Collaborate with faith-based and other community organizations
- Increase the capacity of service providers to engage partners

An increase in the number of leadership actions, collaborations and partnerships, and activities developed with survivor input will serve as a measure of progress over time.

**2 INCREASE AWARENESS:** Increase understanding of human trafficking among key governmental and community leaders and the general public.

*Objective 3:* Enhance understanding of human trafficking among government agencies and law enforcement through targeted training and technical assistance

- Expand training of Federal Government employees
- Train law enforcement organizations

*Objective 4:* Improve and expand public awareness through coordinated outreach efforts

- Provide high-quality outreach and awareness training and resources
- Implement effective public outreach and communication strategies

*Objective 5:* Improve understanding of human trafficking through rigorous research and reporting

- Identify resource gaps
- Establish new data collection mechanisms
- Share data
- Research human trafficking in the United States

An increase in the number of outreach, awareness, training, and research efforts completed will serve as a measure of progress over time.

**③ EXPAND ACCESS TO SERVICES:** Increase victim identification and expand the availability of services for victims throughout the United States.

*Objective 6:* Build capacity to better identify and serve victims among service and health care providers, law enforcement, and other first responders

- Ensure federal funding is strategically coordinated
- Train and assist the broader victim services field

*Objective 7:* Foster collaborations and partnerships to leverage resources and expertise

- Develop collaborations to enhance identification and services for labor trafficking victims
- Collaborate with organizations that address domestic violence, sexual assault, and stalking
- Collaborate with youth-serving agencies and organizations

*Objective 8:* Improve access to victim services by removing systemic barriers to receipt of services

- Remove barriers and improve access to housing
- Improve access to immigration benefits
- Increase access to comprehensive legal services
- Increase access to services for victims with limited English proficiency
- Increase access to services for victims with disabilities

An increase in the number of victims identified and provided services will serve as a measure of progress over time.

**④ IMPROVE OUTCOMES:** Promote effective, culturally appropriate, trauma-informed services that improve the short- and long-term health, safety, and well-being outcomes of victims.

*Objective 9:* Identify promising practices in responding to the needs of human trafficking victims through the evaluation of procedures, tools, programs, and policies

- Evaluate screening and training tools
- Identify and promote promising practices
- Improve the quality of evaluations and implement measures to track the health and safety outcomes of victims

*Objective 10:* Support survivors in attaining health and independence through high-quality services that are effective at meeting their needs

- Promote victim-centered law enforcement policies and procedures
- Promote improved medical and mental health outcomes
- Promote adoption of trauma-informed care practices
- Enhance financial stability and independence for survivors

An increase in the number of evidence-based practices identified will serve as a measure of progress over time.

## Goal 1

**Increase Coordination & Collaboration: Increase guidance, collaboration, and civic engagement at the national, state, tribal, and local levels.**

*“We cannot strengthen global efforts to end modern slavery without first accepting the responsibility to prevent, identify, and aggressively combat this crime at home.”*

*– President Barack Obama, December 22, 2010*

Federal agencies recognize that while building capacity and improving the response to victims within their own agency is a critical step, it is not enough. Increased leadership, coordination, and collaboration among federal agencies and increased engagement of public and private partners are critical to developing and sustaining a comprehensive and trauma-informed services network for victims of human trafficking.

This section of the Strategic Action Plan identifies specific steps that federal agencies will take to provide leadership in combatting human trafficking and engaging the private sector in anti-human trafficking efforts.

Additional suggestions and initiatives from stakeholders are needed to provide guidance in developing these federal leadership efforts. Public comments on how to sustain federal leadership efforts, expand networks, and further coordination and collaboration are welcome.

## Objective 1: Coordinate effectively through dedicated commitment at the federal, regional, state, tribal, and local levels

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### STRENGTHEN FEDERAL COLLABORATION AND GUIDANCE

Federal agencies will provide greater guidance by updating this Plan as needed with new action steps and partnerships, reporting on progress, and designing innovative strategies to advance the anti-human trafficking movement. In addition, the Federal Government will explore ways to promote this Plan and encourage states and localities to inform and align efforts to multiply their impact.

- The DOJ Office of Juvenile Justice and Delinquency Prevention (OJJDP) will work to implement the recommendations of the report of the Attorney General's National Task Force on Children Exposed to Violence, *Defending Childhood: Protect, Heal, Thrive* ([www.justice.gov/defendingchildhood/cev-rpt-full.pdf](http://www.justice.gov/defendingchildhood/cev-rpt-full.pdf)). An interagency workgroup will be formed to determine agency responsibilities and a timeline for implementing recommendations. Partners include HHS's Administration for Children and Families (ACF), and DOJ's OVC and Office on Violence Against Women (OVW).
- OVC will publish *Vision 21: Transforming Victim Services*, which includes extensive recommendations on improving strategic planning, research, capacity building, and funding for services, including specific references to human trafficking victims and the provision of comprehensive legal services, including steps that could be taken if there were additional funding that could be brought to bear. OVC will expand legal assistance capacity for victims of human trafficking through current policy, programming, and funding.
- ACF will explore the possibility of coordinating with the AmeriCorps VISTA program to increase capacity of state and local partners to respond to human trafficking through enhanced volunteer support.
- Through the Blue Campaign, DHS' Secretarial initiative to combat human trafficking, DHS will continue to provide technical assistance to state, local, tribal and territorial law enforcement organizations, and homeland security partners and other targeted groups related to using DHS law enforcement trainings as core training, pursuant to funding and resources. This training could be supplemented by the state or locality to create a comprehensive approach to victim identification and highlight the importance of victim-centered practices.

### DEVELOP STANDARD TERMINOLOGY

Differences in how human trafficking is defined and described, including among the various Federal Government agencies dealing with the issue, have been cited as a challenge for service providers and regional, state, tribal, and local government agencies that try to navigate the federal service system on behalf of victims.<sup>27</sup> Federal agencies, in coordination with the SPOG, will provide coordinated leadership and direction around terminology.

- OVC will collaborate with ACF, DHS, DOL, DOS, and EEOC to update, translate, print, and disseminate *Trafficking in Persons: A Guide for Non-Governmental Organizations* (previously published in 2002). The publication will set forth common terminology for use by federal agencies in their anti-human trafficking work and can also be used for the purpose of public awareness and education on human trafficking.
- ACF will work with federal partners to clarify the definitions of child sex trafficking and commercial sexual exploitation of children and provide guidance to grantees and service providers. Additionally, ACF will consider the federal Child Abuse and Prevention and Treatment Act's child maltreatment and caregiver definitions and their impact on victims of human trafficking.

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<sup>27</sup> Stakeholder feedback from the Victim Services Technical Working Group Meeting, December 10, 2012.

## **INTEGRATE SURVIVOR EXPERIENCES AND INPUT**

The Federal Government recognizes that engaging survivors in anti-human trafficking leadership and decisionmaking is imperative to providing effective services. Responses to victimization must retain a focus on the needs, beliefs, and interests of the victims. Federal agencies will explore ways to collaboratively seek and integrate vital survivor input.

- ICE Homeland Security Investigations, Victim Assistance Program (HSI VAP), ACF, and OVC will integrate survivor experiences and perspectives into training and technical assistance materials designed for victim assistance specialists, law enforcement agencies, and service providers.
- DHS will continue to engage nongovernmental stakeholders, including survivors, in meetings twice a year. These meetings will update stakeholders on recent activities and provide a platform for participants to offer individual feedback regarding current DHS Blue Campaign efforts.
- ACF and the DOS Trafficking in Persons Office (DOS TIP Office) will explore partnerships with survivor group(s) in order to seek ongoing input from survivors on initiatives and policies developed by HHS and the DOS TIP Office.

## Objective 2: Build stronger partnerships with key nongovernmental stakeholders

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### COLLABORATE WITH CORPORATE AND PHILANTHROPIC PARTNERS

Public-private partnerships can bring additional ideas, energy, and resources to the field. The Federal Government will increase partnerships at the national level, providing models for regional and local collaborations.

- DHS and DOT will release the Blue Lightning Initiative, a human trafficking awareness training tailored to airline personnel, which includes a computer-based training module and pocket guide on how to identify and report suspected human trafficking, in the air or on the ground, and how to notify law enforcement. DHS, U.S. Customs and Border Protection (CBP), and DOT lead the initiative in coordination with and support from ICE, the Human Smuggling and Trafficking Center (HSTC), Federal Air Marshal Service (FAMS), Federal Aviation Administration (FAA), nongovernmental organizations, and private industry. DHS and DOT will work to expand the reach of the Blue Lightning Initiative training to foreign-based airlines and aviation personnel after reviewing and assessing the initial release.
- In 2013, DOT will continue work with stakeholders in the Transportation Leaders Against Human Trafficking open partnership to encourage corporate participation, employee training, and public outreach campaigns across the transportation industry.
- ACF, the DOS TIP Office, OJJDP, and OVC will engage with Humanity United in a public-private capacity-building initiative to identify innovative solutions to key gaps in victim services.
- The Office of Justice Programs (OJP) will support a forum, in collaboration with a national philanthropic leader, to educate the philanthropic community about human trafficking and strategies to reduce demand, as well as the need for increased financial support.

### COLLABORATE WITH FAITH-BASED AND OTHER COMMUNITY ORGANIZATIONS

Federal agencies will partner to develop stronger and more effective collaborations with faith-based and other neighborhood organizations, including those from cultural, ethnic, and religious minority communities. Partnerships with these organizations will expand the victim service network and possibly lead to increased victim identification.

- The DHS Center for Faith-based and Neighborhood Partnerships and HSI VAP will conduct and evaluate a pilot training and technical assistance initiative for faith-based and other neighborhood community-based organizations. The initiative will engage clergy and community leaders so they can educate their communities about human trafficking, identify vulnerable persons, and develop practical strategies and action steps to encourage congregants and other local leaders to respond to the needs of human trafficking victims.
- The DHS Center for Faith-based & Neighborhood Partnerships and HSI VAP will conduct training and technical assistance initiatives for faith-based and other neighborhood community based organizations in two cities per year that have high incidents of human trafficking. They will also collaborate with other federal partners, including ACF, DOL, and OVC, to disseminate the materials and implement the strategies developed. These initiatives are contingent on the evaluation of the pilot and available funding.

- DHS, DOS TIP Office, HHS, and USAID will review and, as appropriate, work with the faith-based and other community-based organizations and leaders to implement recommendations to combat human trafficking as outlined in the *President's Advisory Council on Faith-based and Neighborhood Partnerships Report*.
- HHS will provide guidance on strategic interventions that can leverage the strengths of community- and faith-based organizations to support victim service needs in coordination with ACF regional coalitions on human trafficking.

### **INCREASE THE CAPACITY OF SERVICE PROVIDERS TO ENGAGE PARTNERS**

Federal agencies will focus their resources on supporting the growth and development of sustainable local social service and health care providers who are best able to tailor their work to the needs of the immediate community. Federal partners will continue to explore new efforts to support providers in developing critical partnerships.

- ACF, DOL, and OVC will provide training and technical assistance to anti-human trafficking organizations on developing relationships with business, labor, philanthropic, and health care leaders via training forums and materials.
- ACF and DOL will facilitate partnerships with business communities and industries to support components of victim service programs, including employment and training services and workforce development efforts.
- HHS will identify opportunities to reach out to community partners who can aid in victim identification, including health care providers, unions, and housing authorities and inspectors who may have contact with potential victims of human trafficking.

## Goal 2

### **Increase Awareness: Increase understanding of human trafficking among key governmental and community leaders and the general public.**

*“In the months ahead, we will continue to take action by empowering investigators and law enforcement with the training they need, and by engaging businesses, advocates, and students in developing cutting-edge tools people can use to stay safe.”*

*– President Barack Obama, December 31, 2012*

Unfortunately, too many people in the United States have never heard of human trafficking or still believe it only occurs in foreign countries. Even when victims are identified, many state and local law enforcement officials and service providers across the Nation remain unfamiliar with the range of services available to victims.<sup>28</sup> Targeted training for those who are likely to encounter victims of human trafficking is a crucial aspect of victim identification and coordinated service delivery.

Due to the hidden nature of the crime, the full scope of human trafficking in the United States is unknown. While rough estimates are available, increased efforts and improved means for data collection would improve the understanding of the prevalence of the crime, as well as the needs and services provided to victims of human trafficking. As the anti-human trafficking field is relatively new, additional research on the effectiveness of service programs and their impact on victims would help enhance overall victim service capability.

Additional suggestions and initiatives from stakeholders will provide guidance in developing federal outreach and awareness efforts. Public feedback on additional ways to maximize federal outreach efforts, foster collaboration to leverage resources and expertise, and reach vulnerable populations is welcome.

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<sup>28</sup> Stakeholder feedback from the Victim Services Technical Working Group Meeting, December 10, 2012.



## Objective 3: Enhance understanding of human trafficking among government agencies and law enforcement through targeted training and technical assistance

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### EXPAND TRAINING OF FEDERAL GOVERNMENT EMPLOYEES

Agencies across the government will ensure that their personnel are well educated in human trafficking, are better able to identify victims, and provide appropriate referrals for services.

- HHS will determine the appropriate personnel, and HHS-funded grantees and subcontractors, who should receive training on human trafficking and develop content and standards for that training. The training will be integrated as a standard requirement.
- EEOC will determine the appropriate personnel who should receive training on human trafficking and develop content and standards for that training.
- DHS will continue to mandate that all of its employees who are likely to encounter victims of human trafficking take specialized training developed by the Department.
- DOT will train its employees on general human trafficking awareness.
- HHS will provide guidance to its 10 regional offices on increasing strategic partnerships with local nongovernment and government stakeholders for coordinated action to strengthen victim service systems.
- DOL will finalize basic awareness and referral training for all Wage and Hour Division investigators and make the training materials available to regional Occupational Safety and Health Administration management and to their state counterparts for dissemination to enforcement staff. DOL will determine the appropriate DOL sub-agencies that should receive training on human trafficking, and develop content and standards for that training.
- DOL will explore the feasibility of making general awareness training available to all DOL personnel.
- DOS will make training on human trafficking available to all personnel.
- DOD will update its general awareness training, which all DOD civilian and military personnel are required to take, to include changes to the TVPA, Federal Acquisition Regulation, Defense Federal Acquisition Regulation, Executive Order 13627 (*Strengthening Protections Against Trafficking In Persons In Federal Contracts*), and the End Trafficking In Government Contracting Act (Title XVII of the National Defense Authorization Act, Public Law 112–239). DOD will also create a 15-minute refresher training for those who have previously taken the longer training.

### TRAIN LAW ENFORCEMENT ORGANIZATIONS

Law enforcement, at the federal, state, tribal, and local levels, are critical partners in ensuring that victims are identified, supported, and referred for services. Stakeholders identified gaps in current training resources and emphasized the critical need for improved and ongoing training. Federal partners will collaborate to share training resources to ensure that all law enforcement agencies have access to the most effective, appropriate training.

- BJA, DHS, FBI, OJJDP, OVC, and OVW will provide training and technical assistance resources, including roll call videos, training materials, and speakers, to national law enforcement membership organizations for their listservs, annual conferences, and victim service committees. These federal components are expected to coordinate their efforts and resources to ensure maximum effect and efficiency.
- OVC will update and enhance the *Anti-Human Trafficking Task Force Strategy and Operations e-Guide*, providing updated guidance on collaboration, identification, prosecution, and service provision that is

informed by federal partners and stakeholder feedback. A new section will be added on strategies for outreach and awareness.

- DOD, in close collaboration with other agencies, will update its law enforcement training, which focuses on human trafficking identification, investigation, and information reporting and sharing with civilian or host nation law enforcement agencies. The updated training will be a scenario-based approach to train law enforcement professionals on law enforcement-specific aspects of combating trafficking in persons. It will incorporate Executive Order 13627 *Strengthening Protections Against Trafficking In Persons In Federal Contracts*, and new legislation including the TVPA Reauthorizations and the End Trafficking In Government Contracting Act (Title XVII of the National Defense Authorization Act, Public Law 112-239).
- DHS, DOJ and DOL will continue to provide advanced human trafficking training for each Anti-Trafficking Coordination Team (ACTeam), as funding allows.
- DHS will provide improved training materials and support to law enforcement agencies regarding human trafficking.
  - DHS will produce and distribute two short videos for state and local law enforcement that explain how immigration relief (Continued Presence, T visas, and U visas) for victims of human trafficking can be beneficial to law enforcement's investigations. These videos are designed to be shown to law enforcement officers at the roll call briefing that occurs before officers begin their shifts. These videos will also be publically available for anyone who works with law enforcement.
  - DHS will produce a T visa resource guide for law enforcement. This will provide guidance on T visa basics, law enforcement's role in the T visa relief, the T visa as a tool for law enforcement, a sample T visa declaration form, and frequently asked questions.
  - DHS will work diligently to expand the reach of its state and local law enforcement Web-based human trafficking awareness training by working with states to load the training onto their statewide learning systems or use it in police academies. This is a computer-based interactive module that introduces law enforcement officers to human trafficking and how to spot indicators that someone may be a victim.
  - DHS will continue to revise and deliver in-person and webinar training to federal, state, tribal, and local law enforcement and homeland security partners, as funding permits. Trainings will focus on how assisting with immigration relief can support the stabilization and recovery of foreign national victims and further enhance rapport-building with victim-witnesses in human trafficking investigations.

## Objective 4: Improve and expand public awareness through coordinated outreach efforts

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### PROVIDE HIGH-QUALITY OUTREACH AND AWARENESS TRAINING AND RESOURCES

Federal agencies have developed a variety of general and targeted materials based on their respective experience and expertise. Improved coordination and collaboration will allow for more effective and efficient development and distribution of materials. Federal agencies, in coordination with the SPOG, will provide recommendations on increasing the effectiveness and efficiencies of these materials as detailed below.

- Federal partners, including DHS, DOD, DOJ, DOL, DOT, the DOS TIP Office, ED, EEOC, and HHS will collaborate on a comprehensive review of existing government public outreach materials and strategies. The partners will focus on materials designed for targeted audiences, distribution of materials, engagement of partners, and the development of new materials as appropriate.
  - ACF, DHS, and ED will collaborate to develop and distribute materials for youth.
  - DHS will distribute new human trafficking awareness materials for the general public and groups likely to encounter victims. This will include posters and a public service announcement.
  - DHS and the DOS TIP Office will collaborate to distribute awareness-raising materials to foreign government counterparts and foreign anti-trafficking advocates.
  - DOL will provide updated training on trafficking issues to the State Farmworker Monitor Advocates and coordinate with HHS-Health Resources and Services Administration (HRSA) programs serving migrant and farmworker populations.
  - DOL will share information and resources to raise awareness of trafficking among National Farmworker Jobs Program grantees.
  - DOL will implement a targeted public engagement campaign to disseminate its online toolkit for responsible businesses that wish to reduce child labor and forced labor in their supply chains.
  - DHS, HHS, and OVC will collaborate to develop and disseminate materials for national civic organizations comprised of state, tribal, and local governing leaders.
  - DHS, HHS, and OVC will collaborate to develop and disseminate materials for national service organizations to educate their members about human trafficking, how to identify victims, and how to partner with local anti-human trafficking organizations.
  - The State Justice Institute will provide support to the Human Trafficking and the State Courts Collaborative, which will increase understanding and awareness about the challenges faced by state courts in dealing with cases involving trafficking victims and their families.
  - HHS will collaborate through intra-agency efforts to develop and disseminate materials for public health organizations and associations.
  - DOT will create materials tailored for the transportation industry to facilitate implementation of a public awareness campaign. DOT will develop these materials based on challenges raised or input received by the Transportation Leaders Against Human Trafficking partnership – a voluntary, open membership group - and will use the partnership to distribute for public viewing as a way to increase outreach.
- ACF will draft a 3-year plan to distribute ideas for innovative outreach programming to grantees and the public through the National Human Trafficking Resource Center, in coordination with the Runaway and Homeless Youth Training and Technical Assistance Center, the Child Welfare Information Gateway, the National Resource Center on Domestic Violence, and the Asian & Pacific Islander Institute on Domestic Violence.

## IMPLEMENT EFFECTIVE PUBLIC OUTREACH AND COMMUNICATION STRATEGIES

Federal agencies are engaged in creative strategies to provide a special spotlight on human trafficking. Agencies will share their strategies and work collaboratively on appropriate efforts to multiply the impact of their individual efforts.

- Federal agencies will collaboratively engage in special public outreach activities every January to highlight National Slavery and Human Trafficking Prevention Month.
- USAID will announce the winners of its Counter-Trafficking (C-TIP) Campus Challenge Tech Contest and launch its C-TIP Campus Challenge Research Competition. The Campus Challenge is an online community ([challengeslavery.org](http://challengeslavery.org)) and awareness campaign that seeks to increase global awareness about trafficking and inspire activism among students and scholars at colleges and universities in the United States and abroad. USAID will host a public event to showcase the winning ideas.
- The DOS TIP Office will designate victim identification as the theme of the *2013 Trafficking in Persons Report* in order to highlight the global need to develop effective and careful victim identification criteria and approaches that result in the protection and restoration of victims.
- The DOS TIP Office, in partnership with *Slavery Footprint*, will engage the general public and private sector to raise awareness and increase demand for responsibly sourced goods and services by fostering consumers' understanding, action, and advocacy to encourage ethical sourcing practices by businesses. Response and activities will be measured through the *Slavery Footprint* platform.
- DHS and HHS will expand human trafficking awareness efforts on social media, Twitter, and Facebook. DHS will also launch a redesigned microsite.

## Objective 5: Improve understanding of human trafficking through rigorous research and reporting

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### IDENTIFY RESOURCE GAPS

An improved understanding of the current efforts is needed to clarify what gaps remain to better target resource development. Several collaborative federal efforts are underway to better share information on an ongoing basis.

- OVC will collaborate with the HSTC to provide federal agencies with GIS mapping of current services and formal collaborations (including locations of OVC/BJA Anti-Human Trafficking Task Forces, Anti-Trafficking Coordination Teams, HHS Rescue and Restore Coalitions, specialized legal services, OVW grantees, Internet Crimes Against Children Teams, Innocence Lost Task Forces, and Project Safe Childhood Task Forces), as well as law enforcement information that includes investigative data from past years, to assist in identifying gaps in resources. This initiative will assist in identifying gaps in types of services provided, types of victims served, and locations that require specific efforts to coordinate and align these resources.
- ACF, DHS, and DOJ will develop and release a comprehensive process map of Federal Government services available to victims of human trafficking.

### ESTABLISH NEW DATA COLLECTION MECHANISMS

Federal agencies will continue to collaborate on identifying appropriate improvements in data collection efforts. Improved and expanded data collection and reporting will assist in creating standardized data and help to describe the extent and distribution of human trafficking throughout the United States.

- OJJDP will assist the Internet Crimes Against Children Task Forces, national network of 61 coordinated task forces representing over 2,000 federal, state, and local law enforcement and prosecutorial agencies, to track cases related to commercial sexual exploitation of children, including sex trafficking, and to provide national reports.
- OVW will include human trafficking, where appropriate, in grantee and subgrantee report forms. After 2 years of data collection, data will be disseminated by inclusion in reports to Congress.
- HSTC will share with federal agencies the lessons learned and best practices for data collection and compilation gleaned from creating the Human Trafficking National Assessment.
- HHS will explore new data collection strategies, such as 1-day census counts and collecting data through public health methodologies, for compiling estimates on the prevalence of human trafficking in the United States.
- ACF will explore possibilities for coordinating data collection on human trafficking across its programs, including refugee resettlement, child welfare, runaway and homeless youth, and domestic violence grantees, where applicable.
- HHS-HRSA will consider adopting action from the HHS Action Plan to Reduce Racial and Ethnic Health Disparities to establish data standards for information collected related to victims of human trafficking.

## SHARE DATA

Studies of human trafficking have been limited in number and scope. As new and ongoing studies are completed, findings must be shared widely and effectively to improve understanding of the dynamics of human trafficking and the effectiveness of current efforts. Federal agencies will explore ways to identify priorities and resources collaboratively for future research efforts.

- HSTC will share a Human Trafficking National Assessment with relevant federal agencies. This first-ever, interagency human trafficking assessment is based on collated data from more than a dozen federal agencies. It will help the Federal Government allocate law enforcement and other resources by identifying existing and emerging hotspots for trafficking activity across the United States and revealing trends and patterns in victim recruitment and exploitation.
- OVC will create an annual aggregate data report for public dissemination that includes an in-depth analysis of OVC anti-human trafficking grantee performance measurement data.
- The ACF Office of Planning, Research & Evaluation will produce a report describing the per person cost of providing comprehensive services to victims of human trafficking.
- The National Institute of Justice (NIJ) will release two studies on labor trafficking in the United States: a Research Triangle Institute study on indicators of labor trafficking, and an Urban Institute study on the nature and characteristics these cases.
- DOL will collect and make available to federal partners relevant publicly available enforcement data aggregated by industry, type, and geographic area regarding labor exploitation.
- NIJ will release at least ten research and evaluation studies of human trafficking. In FY14, NIJ will release two studies of labor trafficking: the first is a Research Triangle Institute study that focuses on developing measures and indicators of labor trafficking in North Carolina, while the second is an Urban Institute study on the nature and characteristics of labor trafficking victimization in the United States. Also in FY14, the Urban Institute will complete a study that measures the size of the unlawful commercial sex economy in selected communities in the United States. In FY15, NIJ will release a Georgetown University study of the effectiveness of interventions to stabilize, rehabilitate, and integrate foreign national victims into the wider society and a Colorado College study that assesses the elements of state-level legislation that are most effective at improving successful prosecutions of trafficking. In FY16, the Research Triangle Institute will conclude a study of the underreporting of trafficked minors in Illinois.

## RESEARCH HUMAN TRAFFICKING IN THE UNITED STATES

To establish evidence-based practices, federal agencies will continue to identify emerging issues in the human trafficking field and engage stakeholders in defining and describing the challenges that remain. Preliminary investigations can form the basis for formal studies to continue to address gaps in knowledge.

- ACF will explore ways, within its existing authorities and using available resources, to better collect data from federal and state data systems and national surveys to support analyses that will uncover specific risk factors for human trafficking among children who experienced abuse or neglect and runaway/homeless youth.
- ACF will explore possibilities of identifying trends and disseminating analysis of human trafficking through the National Human Trafficking Resource Center.
- HSTC will convene an interagency working group to explore the value and feasibility of sustaining the data-gathering and analysis that informed the first Human Trafficking National Assessment, including the possibility of more in-depth research on particular areas of special interest.

- Federal agencies will collaborate to gather information on under-resourced communities and emerging human trafficking trends, and develop strategies to improve services and support.
  - ACF, OVC, and OVW will gather information from experts and stakeholders on the needs of trafficked American Indian and Alaska Native (AI/AN) women and girls and promising practices in service delivery.
  - OVW will host conversations with experts and stakeholders (including ACF, EEOC, and OVC) on the challenges facing rural communities at the nexus of human trafficking, domestic violence, and sexual assault. In particular, OVW will convene interagency discussions and host briefings by experts and locals to learn about and explore solutions to crimes arising from the dramatic increase in self-contained, mobile housing units used exclusively for temporary housing for oil workers. The population influx from across the country to oil-boom areas has greatly impacted local communities and Tribes, which report increased rates of human trafficking and sexual assault. OVW will work with its partners to assess the situation and support these under-resourced rural communities.

## Goal 3

### Expand Access to Services: Increase victim identification and expand the availability of services for victims throughout the United States.

*"We'll do even more to help victims recover and rebuild their lives... We're increasing access to services to help survivors become self-sufficient."*

*– President Barack Obama, September 25, 2012*

Victims of human trafficking require a multidisciplinary response to receive the array of services needed. In order to leverage resources, maximize effectiveness, and reduce burdens on direct service providers, coordination of federal response efforts is critical. Stakeholders often express confusion about working with various agencies that have different or overlapping authorities.<sup>29</sup> It is critical that all of these efforts are coordinated and complementary, not contradictory and confusing. Federal agencies can work together and coordinate with state, tribal, and local governments to create a more efficient and coordinated service delivery system.

NGOs report that additional resources, from both governmental and non-governmental sources, are needed to provide comprehensive long-term victim care, including health care and key legal services.<sup>30</sup> Victims would also benefit from access to varying services depending on their specialized needs, and it may be challenging for service providers to meet those needs for the length of time it takes to stabilize a victim.<sup>31</sup> Service providers also expressed concern at the lengthy and confusing process of connecting victims with available services and the lack of universal standards of care for victims.<sup>32</sup> Response systems that serve populations at risk for trafficking, such as child welfare, runaway and homeless youth services, sexual assault and domestic violence services, immigration services, and migrant worker support networks, need training and support to expand their screening protocols to identify those who are trafficking victims and to provide appropriate services and referrals.

Additional suggestions and initiatives from stakeholders will provide guidance in developing these federal training and collaboration efforts. Public comments on federal coordination, how to engage service providers outside of the anti-human trafficking field, ways to increase partnerships with organizations serving men and boys, leverage housing resources, and better identify victims of labor trafficking are welcome.

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<sup>29</sup> Stakeholder feedback from the Victim Services Technical Working Group Meeting, December 10, 2012.

<sup>30</sup> *2012 Trafficking in Persons Report*, U.S. Department of State.

<sup>31</sup> *Addressing the Needs of Victims of Human Trafficking: Challenges, Barriers, and Promising Practices*. Heather J. Clawson and Nicole Dutch, Aug. 2008.

<sup>32</sup> *Stakeholder feedback from the Victim Services Technical Working Group Meeting, December 10, 2012.*



## **Objective 6: Build capacity to better identify and serve victims among service and health care providers, law enforcement, and other first responders**

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### **ENSURE FEDERAL FUNDING IS STRATEGICALLY COORDINATED**

Federal funding for direct services, research, and law enforcement are administered by separate agencies throughout the Federal Government. Federal agencies, in coordination with the SPOG, will improve their efforts across departments to increase coordination of federal funding and provide guidance to better align federal, state, tribal, and local policies.

- ACF, OVC, and OVW will work together to review guidance and solicitation language to coordinate federal funding and to identify opportunities for expanding partnerships, including enhancing the provision of services to victims of human trafficking who are identified via domestic violence shelters and non-residential domestic violence programs.
- OVW will include human trafficking in grant solicitations where it is allowable and appropriate under the reauthorized Violence Against Women Act (VAWA) statute. OVW will consider prioritizing victims of human trafficking in certain grant solicitations, such as those focused on youth, sexual assault, culturally specific communities, and violence in the workplace. Finally, OVW will incorporate input provided by expert stakeholders, OVC, OJJDP, and ACF, to enhance service provision and accessibility for victims of human trafficking via existing VAWA grants.
- OVC and BJA will continue to publish solicitations and award grants for Human Trafficking Task Forces, which emphasize a multidisciplinary, collaborative effort of law enforcement officials and victim service providers to provide the broadest range of services and resources for victims and the most diverse range of investigation and prosecution options in response to perpetrators.
- ACF will explore the costs and possibilities of effective funding models for victim services.

### **TRAIN AND ASSIST THE BROADER VICTIM SERVICES FIELD**

Public and nonprofit victim service providers have experience, expertise, and resources that should be better integrated with Federal anti-human trafficking efforts. Federal agencies will develop outreach, training, and collaborative efforts to better integrate these sectors.

- Federal agencies will provide human trafficking training and technical assistance to public and private agencies.
  - ACF Family and Youth Services Bureau will provide targeted training on human trafficking for Family Violence Prevention and Services Act Program State Administrators and Tribal Grantees, as well as State Domestic Violence Coalitions at annual grantee meetings.
  - HHS will engage health care provider organizations to educate the health care community about human trafficking and to increase services and support for victims.
  - OVC will provide targeted training and technical assistance on human trafficking and capacity building for Victims of Crime Act (VOCA) victim assistance administrators at annual conferences.
  - DHS will continue to enhance and expand technical assistance and training to federal, state, tribal, local, private, and nongovernmental entities seeking to create training on the indicators of human trafficking, as funding allows. This will include DHS providing advice to such entities about how to create culturally appropriate trainings.
  - DHS will continue to conduct in-person and Web-based trainings and presentations on combating human trafficking and on immigration relief options for victims as funding allows, targeted to federal, state, and local law enforcement, NGOs, immigration advocates, attorneys, judges, and others.

- Federal agencies will provide improved targeted materials and resources.
  - HHS will provide training resources on human trafficking to grantees in relevant refugee resettlement, child welfare, runaway and homeless youth, domestic violence, and tribal communities.
  - DHS will further distribute its human trafficking awareness video and indicator cards tailored specifically for first responders. The materials explain indicators of human trafficking that a first responder might encounter and what they can do to direct victims to services.
  - OVC will update the *Responding to Victims of Human Trafficking—A Training Video for Victim Service Providers* DVD, which highlights appropriate and culturally competent services for various victim populations.
  - OVC will review the Victim Assistance Training Online and the National Victim Assistance Academy curricula and add information on human trafficking where appropriate.

## **Objective 7: Foster collaborations and partnerships to leverage resources and expertise**

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### **DEVELOP COLLABORATIONS TO ENHANCE IDENTIFICATION AND SERVICES FOR LABOR TRAFFICKING VICTIMS**

Labor trafficking exists in a wide range of legal and illicit industries. Federal agencies will work to identify new and expanded partnerships that are likely to uncover human trafficking.

- OVC and BJA will host a National Task Force Training Forum or webinar on human trafficking in a small business setting that emphasizes collaboration, creative partnerships (for example, zoning enforcement), and capacity building.
- DOL and HHS will partner with domestic worker, farmworker, guest worker, worker centers, workers' advocacy organizations, and other labor organizations to identify opportunities for victim identification and connection to services through the National Human Trafficking Resource Center.
- ACF will work with runaway and homeless youth programs to identify opportunities for victim identification in human trafficking networks related to exploitative peddling operations, which often takes the form of youth selling food items, produce, and flowers, inexpensive household products, used merchandise, and fix-it services.
- HHS will work with partners, and relevant HHS-funded grantees and contractors, in the medical, educational, and other stakeholder communities to identify trends in human trafficking of service-related professionals, including elder care providers and teachers.
- DOD will partner with external stakeholder entities, NGOs and the private sector, to coordinate prevention efforts and bring consistency to DOD's Combating Trafficking in Persons program.

### **COLLABORATE WITH ORGANIZATIONS THAT ADDRESS DOMESTIC VIOLENCE, SEXUAL ASSAULT, AND STALKING**

The intersections of domestic violence, sexual assault, stalking, and human trafficking provide critical opportunities for effective cross-training and collaboration. Federal agencies will collaborate on guidance, training, and technical assistance to grantees to increase the accessibility of services.

- ACF, OVC, and OVW will provide annual training and technical assistance (which may include webinars, workshops, and/or training materials) on the intersections of human trafficking, domestic violence, and sexual assault.
  - ACF will offer at least one training and technical assistance webinar for domestic violence victim service providers based on the Asian Pacific Islander Institute on Domestic Violence Considerations and Recommendations for Battered Women's Advocates technical assistance brief.
  - OVW will expand collaboration at the local level between OVW grantees and stakeholders in the domestic violence, sexual assault, and anti-human trafficking fields by providing national training incorporating multidisciplinary teams from different localities.
- OVW will gather input from expert stakeholders on the role domestic violence and sexual assault victim service providers play in addressing domestic minor sex trafficking and the practices they identify as promising.
- OVW will provide at least one webinar for its grantees on how to identify and respond to domestic minor sex trafficking and how to collaborate with anti-human trafficking organizations and organizations that serve vulnerable youth.

- OVW will provide guidance to grantees regarding provision of VAWA grant-funded services to victims of human trafficking. OVW will also train program managers and other OVW staff on human trafficking issues and how to incorporate human trafficking into VAWA grants. OVW, in conjunction with the Office of Legislative Affairs, will explore definitions of victims included in the Violence Against Women Act and their impact on services for human trafficking victims.

## **COLLABORATE WITH YOUTH-SERVING AGENCIES AND ORGANIZATIONS**

Trafficked youth have extensive, specialized needs that require a multidisciplinary response. Federal agencies are committed to identifying partnerships and approaches that will better leverage the expertise and resources of public and private youth-serving organizations and systems.

- ED, ACF, and DHS will partner to address human trafficking on school campuses.
  - ED will release a resource guide in 2013 to inform school personnel of the promising practices on how to combat human trafficking in schools and support victims. ED will continue to partner with school districts that commit to addressing and reducing human trafficking on campuses. ED will assist the districts in raising awareness, suggesting partners that will support the effort, offering model reporting protocols, and making training and resources available. ED's work with these districts can be a model for replication.
  - ED, ACF, and DHS will develop and disseminate training materials and resources for school staff and administrators.
  - ED will develop an educator's guide on human trafficking and commercial sexual exploitation of children.
  - ACF and HRSA will consider strategies, in coordination with intra- and inter-agency partners, to raise awareness about human trafficking in community colleges.
- Federal partners will work together to identify challenges faced by cross-jurisdictional youth and young adult victims of human trafficking and provide guidance for addressing gaps in access to services.
  - ED will collaborate with federal partners to strengthen coordination among, and provide guidance to, its migrant youth programs, runaway and homeless youth programs, and other relevant programs.
  - ACF, DHS, and OJJDP will provide training materials about trafficking of children to state juvenile justice agencies, juvenile justice specialists, State Advisory Group members, family and juvenile court judges and attorneys, public defenders, other juvenile justice system stakeholders, and others whose work includes providing direct services to child victims in residential and community-based programs in order to improve the states' responses to issues faced by child trafficking victims.
  - ACF and OJJDP will partner to offer training on gender-specific services to providers working with child victims.
  - OJJDP will provide targeted training and technical assistance to AMBER Alert Coordinators, Child Abduction Response Teams, missing children clearinghouses, and other state and local partners who recover child abduction victims.
  - OJJDP will expand evidence-based mentoring initiatives to develop specific outreach to child victims and provide training to mentoring experts. Partnerships with national mentoring organizations and local programs serving child victims of sexual exploitation, including sex trafficking, will be developed.

- ACF will explore training opportunities for family service workers in Head Start programs to identify, serve, and provide referrals to victims of human trafficking
- DOL, in coordination with ACF, will share information and resources to raise awareness of trafficking among YouthBuild grantees.

## Objective 8: Improve access to victim services by removing systemic barriers to receipt of services

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### REMOVE BARRIERS AND IMPROVE ACCESS TO HOUSING

Housing is an ongoing challenge for low income Americans, and a significant issue in achieving long-term recovery and self-sufficiency for human trafficking survivors. Federal agencies are committed to identifying effective approaches.

- ACF will review how current policies, practices, regulations, and statutes guiding runaway and homeless youth and domestic violence shelters either inhibit or allow for housing and residence of human trafficking victims and consider strategies to remove barriers, including statutory or regulatory changes.
- ACF will identify partnership opportunities with the U.S. Department of Housing and Urban Development (HUD) and youth providers to review federal policy regarding homelessness and requirements that may prevent victims of human trafficking from qualification for available housing.
- ACF will review how policies affecting youth aging out of foster care impact victims of human trafficking and explore possibilities to recruit and train specialized foster parents to care for survivors of human trafficking.
- OVC will collaborate with ACF, HUD, NIJ, and OVW to evaluate the appropriateness and feasibility of housing demonstration projects, including single-site and subsidized housing plans, and an evaluation component.
- ACF will explore public-private partnerships with businesses, philanthropic foundations, and the faith-based and other community organizations and leaders to support ongoing housing needs.

### IMPROVE ACCESS TO IMMIGRATION BENEFITS

Human trafficking victims who are foreign-born may be eligible for T nonimmigrant status. T nonimmigrant status allows victims to remain in the United States and assist law enforcement authorities in the investigation or prosecution of human trafficking cases.

- DHS is committed to updating its regulations to streamline the application process and provide clearer guidance on how to obtain T nonimmigrant status, while also ensuring the integrity of the immigration system.

### INCREASE ACCESS TO COMPREHENSIVE LEGAL SERVICES

Crime victims face an array of legal needs resulting from their victimization, and human trafficking is no exception. The integration of the legal services network into the victim services network is a new effort that will require extensive collaboration and coordination. Federal agencies identified key initial efforts to expand access to legal services from immigration to employment and victim rights enforcement.

- OVC will engage in a multi-year, multi-pronged effort to build capacity for legal services for all crime victims, including victims of human trafficking, called *Legal Assistance for Crime Victims: An OVC Capacity Building Initiative*. The initiative will provide training and technical assistance for pro bono and low-cost legal service providers to expand their services to victims of human trafficking.

- OVC will continue to explore ways to support and strengthen the current Wraparound Victim Legal Assistance Network Demonstration Project grants, which create partnerships that provide comprehensive legal services to crime victims.
- ACF, OVC, and OVW will explore opportunities to leverage existing Federal resources, including available training and technical assistance, to partner with the Legal Services Corporation to provide training for Legal Services Corporation grantees on the identification of human trafficking victims and providing comprehensive legal services.
- ACF, OVC, and OVW will continue to provide grant funding to support legal services and will collaborate to develop and provide training and technical assistance (including written guidance, webinars, conferences, and training materials) to grantees and other providers on the remedies available to victims of human trafficking.
- DOL and EEOC will continue to develop materials in relevant languages about basic rights to challenge employment discrimination, wage and hour violations, and similar employment issues. DOL and EEOC will coordinate with ACF and service providers to share these resources and information on the availability of civil remedies.

### **INCREASE ACCESS TO SERVICES FOR VICTIMS WITH LIMITED ENGLISH PROFICIENCY**

Perpetrators of human trafficking often exploit the limited English proficiency of their victims. It is critical that first responders, service providers, government agencies, and others are able to communicate directly, clearly, and accurately with survivors. Federal agencies will better identify and share language access tools and technology to improve language access in the anti-human trafficking field.

- ACF will provide a directory of language access options available through service providers and identify innovative uses of technology to provide language access to victims. The HHS Office for Civil Rights will provide technical assistance so that ACF can continue to make recipients aware of their obligations to provide language assistance services in compliance with Title VI of the Civil Rights Act of 1964.
- DHS will continue to provide language identification tools—modified to the human trafficking context— to DHS and law enforcement for use in identifying the language of victims with whom they are interfacing. The tools will also be made available to the public on the DHS Blue Campaign Web site, and DHS will distribute hard copies to HSI VAP. The purpose of the tools will be to enhance communication with victims of human trafficking by better identifying the appropriate language for interpretation services.

### **INCREASE ACCESS TO SERVICES FOR VICTIMS WITH DISABILITIES**

People with physical, mental, sensory, and developmental disabilities can be targeted by human traffickers. Additionally, some victims develop mental and physical issues due to their exploitation by traffickers. It is critical that first responders, service providers, government agencies, and others are able to communicate with victims and provide auxiliary aids and services.

- HHS will promote policies, training, and outreach efforts to ensure victims with disabilities receive the necessary auxiliary aids and services in order to meaningfully participate in programs and receive services. The HHS Office for Civil Rights will provide technical assistance so that HHS can continue to make recipients aware of their obligations to provide auxiliary aids and services in compliance with Section 504 of the Rehabilitation Act of 1973.

- ACF will explore public-private partnerships with advocacy groups, foundations, businesses, and faith-based and other community groups to support the needs of victims who have disabilities.
- DHS will continue to support forensic interviewers who can conduct legally defensible, victim sensitive, developmentally and culturally appropriate investigative interviews with victims of all ages and special populations, including any victims with disabilities. DHS will explore the feasibility of increasing the number of forensic interviewers.
- The DHS Office for Civil Rights and Civil Liberties will continue to work to ensure full inclusion and equal access for all persons with disabilities who interact with DHS, including victims of trafficking, under Section 504 and other Federal civil rights laws. The effort includes providing coordination and guidance to DHS Components regarding their federally conducted activities as well as for recipients of DHS financial assistance.
- OVC will extend outreach and collaboration efforts to ensure that its resources such as the *Supporting Crime Victims with Disabilities* instructor-led training and *Promising Practices to Serving Victims with Disabilities Toolkit* are made available to practitioners who may come into contact with persons with disabilities who are at risk of being trafficked. OVC will modify its *Supporting Crime Victims with Disabilities* training to incorporate content on the dynamics of human trafficking and the intersection of trafficking with persons with disabilities.
- As part of its update and enhancement efforts to the *Anti-Human Trafficking Task Force Strategy and Operations e-Guide*, OVC will include specific content and resources on trafficking of persons with disabilities, including promising practices on investigation of these cases and service provision that is fully accessible and culturally appropriate.



## Goal 4

**Improve Outcomes: Promote effective, culturally appropriate, trauma-informed services that improve the short- and long-term health, safety, and well-being outcomes of victims.**

*“We will invest in helping trafficking victims rebuild their lives.”*

*– President Barack Obama, December 31, 2012*

The anti-human trafficking field has provided services to victims of human trafficking through various strategies and delivery methods for more than a decade, making great strides in assisting victims to make improvements in their lives, however there remains a lack of evidence-based research available to inform federal, state, local, and NGO service provision.<sup>33</sup> It is now time to reflect on lessons learned and to begin the process of moving from the use of promising practices to developing evidence-based approaches.

Gaps in research regarding the effectiveness of service delivery strategies must be addressed through the establishment of baseline data and rigorous study of those approaches and outcomes. From here, best practices can be identified, scaled, and implemented. Sustained efforts over the next 5 years are intended to narrow this evidence gap.

Additional suggestions and initiatives from stakeholders will provide guidance in developing evidence-based practices for victim services. Public feedback on additional ways to measure program effectiveness, promote trauma-informed care, and provide services that help survivors in their long-term recovery process are welcome.

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<sup>33</sup> Stakeholder feedback from the Victim Services Technical Working Group Meeting, December 10, 2012.

## Objective 9: Identify promising practices in responding to the needs of human trafficking victims through the evaluation of procedures, tools, programs, and policies

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### EVALUATE SCREENING AND TRAINING TOOLS

Government agencies and private organizations have developed a wealth of materials and resources to address human trafficking. Federal agencies will work to coordinate efforts and resources to formally evaluate the effectiveness of these materials.

- NIJ will publish a client screening tool and user guide that were tested and evaluated by the Vera Institute of Justice to improve victim identification across diverse populations for use by victim service providers. OVC will provide the electronically published NIJ screening tool to all trafficking victim assistance grantees and the field.
- HHS will leverage the work of NIJ to identify targeted screening tools for human trafficking for specific use within medical and health systems (including community clinics and emergency rooms), child welfare systems, mental health and substance abuse treatment providers, human services programs, and other systems likely to encounter potential victims.
- ACF will explore ways to leverage existing resources and performance metrics to evaluate the effectiveness of training curricula for stakeholders in the child welfare and runaway homeless youth systems.

### IDENTIFY AND PROMOTE PROMISING PRACTICES

While services were developed over the course of more than a decade, the field only recently matured to a place where promising practices can be identified. As an immediate first step, federal agencies will identify promising practices that show evidence of effectiveness. There must be long-term impact studies planned to reinforce these designations.

- ACF will release guidance for the child welfare and runaway and homeless youth systems on understanding the trends of placement type, runaway patterns, and assessment and service delivery upon the return of such individuals. The guidance builds upon existing victim services best practice guidance in related fields, such as domestic and sexual violence victim service programs.
- NIJ will release a Research Triangle Institute evaluation of the FY 2009 *OVC Services to Domestic Minor Victims of Human Trafficking* grants, which identifies promising practices in developing programs for trafficked youth.
- OVC will publish a survivor-created guide on developing culturally competent services for commercially sexually exploited and trafficked girls and young women.
- ACF will assess and disseminate analysis of the impact, strengths, and challenges of pilot programs on human trafficking within the runaway and homeless youth program.

## **IMPROVE THE QUALITY OF EVALUATIONS AND IMPLEMENT MEASURES TO TRACK THE HEALTH AND SAFETY OUTCOMES OF VICTIMS**

Service providers have primary access to the information and data indicating program effectiveness. Federal agencies are committed to planning future outcome evaluations that will provide the baseline data and structure to be used for more rigorous evaluation efforts.

- OVC and ACF will convene a group of human trafficking victim service providers with the aim of identifying several performance measures that are commonly and effectively used to measure victim service outcomes.
- OVC and ACF will work with NIJ to explore ways to develop technical assistance guides, tools, and templates for adaptation by a variety of human trafficking victim service providers to improve the effectiveness of their evaluation efforts.

## Objective 10: Support survivors in attaining health and independence through high-quality services that are effective at meeting their needs

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### PROMOTE VICTIM-CENTERED LAW ENFORCEMENT POLICIES AND PROCEDURES

Law enforcement agencies are critical partners in anti-human trafficking efforts. Their ability to effectively identify victims and prosecute offenders is dependent on their capacity to connect with and support victims. Federal agencies are committed to collaboratively supporting law enforcement with improved and expanded training and technical assistance.

- ACF, DHS, and DOJ will coordinate and streamline efforts to use victim assistance law enforcement specialists to help connect victims to appropriate services, including housing, medical and mental health support, and legal representation, including immigration assistance.
- Federal agencies will collaborate to expand the use and effectiveness of training for forensic interviews.
  - OJJDP, in collaboration with ACF, DHS, and the National Center for Missing and Exploited Children, will develop and deliver a curriculum on how to conduct forensic interviews with child victims of commercial sexual exploitation, including child victims of sex trafficking.
  - DHS will explore the feasibility of increasing the number of forensic interviewers who can conduct legally defensible, victim sensitive, developmentally and culturally appropriate investigative interviews with victims of all ages and special populations.

### PROMOTE IMPROVED MEDICAL AND MENTAL HEALTH OUTCOMES

Human trafficking survivors present a range of medical needs, both short and long term. Stakeholders are, and will continue to be, engaged in providing feedback on the needs of survivors, gaps in services, and prioritization of efforts. Federal agencies will provide training and technical assistance to promote improved medical and mental health outcomes for victims of human trafficking.

- ACF and SAMHSA will provide a series of recommendations on mental health needs of victims following up from the Assistant Secretary for Planning and Evaluation's 2008 National Symposium on the Health Needs of Human Trafficking Victims.
- ACF will form a national task force of medical and health care professionals, including physicians, nurses, and community health practitioners, to identify opportunities for increased training and collaboration to better identify and serve victims within targeted health systems. ACF will explore the development of standardized medical and health care protocols for intake (increased focus on medical history and past intimate partner violence), evaluation/examination, referrals, evidence collection, and long-term care (physical, oral, and mental) in human trafficking situations. ACF will then provide recommendations for training on identifying victims of human trafficking and how to meet their physical and mental health needs.
- HHS will provide guidance on addressing major gaps in medical treatment and services for victims of human trafficking, as well as sensitivity and cultural competency training to decrease stigma associated with human trafficking. HHS will also explore the possibility and process of expanding hospital codes, such as International Classification of Diseases 10 or Diagnostic and Statistical Manual of Mental Disorders, to allow for better reflection of cost of care and time spent on these cases. These codes do not currently include an option for human trafficking cases.
- ACF, in conjunction with HHS components, will explore possibilities of partnering with social work schools, counseling schools, and related professional associations to increase training for health professionals on meeting the needs of human trafficking victims.

## PROMOTE ADOPTION OF TRAUMA-INFORMED CARE PRACTICES

Stakeholders have clearly expressed their interest in the promulgation of uniform standards of care to shape and make consistent the quality of care that is provided for victims of human trafficking. Federal agencies will collaborate to develop and disseminate standards that will provide needed guidance and support to the field.

- OVC will update its *Achieving Excellence: Model Standards for Serving Victims & Survivors of Crime* publication to include human trafficking services.
- ACF, DHS, OVC, OVW, and the Substance Abuse and Mental Health Services Administration will partner to develop and provide training support in the form of webinars, conference sessions on the impact of trauma and polyvictimization<sup>34</sup> on victims, and the need for trauma-informed care to grantees, law enforcement based victim specialists, and other service providers. Developing additional partnerships will broaden the scope and impact of this effort over time.
- ACF will provide guidance on safe and ethical victim outreach practices in coordination with DOJ and DHS.
- ACF, in coordination with DOJ and DHS, will identify minimum standards of care required by grant recipients providing services to victims of human trafficking.

## ENHANCE FINANCIAL STABILITY AND INDEPENDENCE FOR SURVIVORS

Human trafficking is a crime of opportunity that feeds on poverty. Federal agencies are committed to providing survivors with tools and opportunities for financial stability that will support their long-term independence.

- Federal agencies will collaborate to identify and share promising practices in employment and training services.
  - ACF, DOL, and OVC will develop and participate in an informal network of grantee organizations, local and state workforce investment boards, and stakeholder groups around the issue of employment and training services for victims of trafficking. The network will share information about available services and identify promising practices.
  - ACF and DOL will explore public-private partnerships with businesses and industries that can provide education on marketable skills for survivors of human trafficking and otherwise incentivize adoption of promising practices that increase victims' financial stability.
- Federal agencies will begin highlighting innovative workforce development and financial sustainability programs and provide training and technical assistance to their stakeholders.
  - ACF will examine the results of a 2-year pilot program that is providing human trafficking victims with pre-employment services prior to certification in order to inform future policy or program changes.
  - ACF will explore possibilities to engage its Assets for Independence Program to provide support for survivors of human trafficking.
  - DOL will deliver two webinar trainings to the workforce investment system, highlighting promising practices in employment and training services.
  - OVC will provide grantees with training and technical assistance on supporting victims of human trafficking in accessing services needed to attain stability and independence through venues such as conference calls, webinars, or training materials.

<sup>34</sup>

Polyvictimization refers to having experienced multiple victimizations such as sexual abuse, physical abuse, bullying, and exposure to family violence. The definition emphasizes experiencing different kinds of victimization, rather than multiple episodes of the same kind of victimization. Finkelhor, D., Turner, H., Ormrod, R., Hamby S. & Kracke, K. (2009) Children's Exposure to Violence: A Comprehensive National Survey. U.S. Department of Justice, Office of Juvenile Justice and Delinquency Programs.

## Appendix A: Timeline

| Objective 1: Coordinate effectively through dedicated commitment at federal, regional, state, tribal, and local levels |   |      |      |      |      |      |        |
|--|---|------|------|------|------|------|--------|
| AGENCY   | ACTION  | FY13 | FY14 | FY15 | FY16 | FY17 | Beyond |
| OJJDP with ACF, OVC, and OVW   | Implement the recommendations in <i>Defending Childhood</i>   | X    | X    | X    | X    | X    | X      |
| OVC  | Publish <i>Vision 21: Transforming Victim Services</i>  | X    |      |      |      |      |        |
| ACF  | Explore coordinating with the AmeriCorps VISTA program  | X    |      |      |      |      |        |
| DHS  | Continue to liaise with state, local, tribal and territorial law enforcement leaders and other target groups to use the DHS law enforcement training as a core training | X    | X    | X    | X    | X    | X      |
| OVC with ACF, DHS, DOL, DOS, and EEOC  | Update, translate, print, and disseminate <i>Trafficking in Persons: A Guide for Non-Governmental Organizations</i> with common terminology for federal agencies        |      |      | X    |      |      |        |
| ACF  | Clarify and provide guidance on the definitions of child sex trafficking and commercial sexual exploitation of children   |      | X    |      |      |      |        |
| HSI VAP, ACF, and OVC  | Integrate survivor experiences and perspectives into training and technical assistance materials  | X    | X    | X    | X    | X    | X      |
| DHS  | Engage nongovernmental stakeholders, including survivors, in meetings twice a year  | X    | X    | X    | X    | X    | X      |
| ACF and DOS TIP Office   | Explore partnerships with survivor group(s)   | X    |      |      |      |      |        |

## Objective 2: Build stronger partnerships with key nongovernmental stakeholders

| AGENCY                                    | ACTION   | FY13 | FY14 | FY15 | FY16 | FY17 | Beyond |
|---|--|------|------|------|------|------|--------|
| DHS and DOT                               | Release the Blue Lightning Initiative, work to expand Blue Lightning to foreign-based airlines and personnel   | X    | X    | X    |      |      |        |
| ACF, DOS TIP Office, OJJDP, and OVC       | Engage in a public-private capacity-building initiative with Humanity United   | X    |      |      |      |      |        |
| DOT                                       | Will continue work with stakeholders in the Transportation Leaders Against Human Trafficking open partnership to encourage corporate participation, employee training, and public outreach campaigns across the transportation industry. | X    |      |      |      |      |        |
| OJP                                       | Support a funder forum in collaboration with a national philanthropic leader   |      | X    |      |      |      |        |
| DHS CFBNP and HSI VAP                     | Conduct and evaluate a pilot training and technical assistance initiative for faith-based and other community-based organizations  | X    |      |      |      |      |        |
| DHS CFBNP, HSI VAP with ACF, DOL, and OVC | Provide training and technical assistance to two faith-based and other community-based organizations per year, and disseminate materials and strategies  |      | X    | X    | X    | X    | X      |
| DHS, DOS TIP Office, HHS, and USAID       | Work with the faith-based community to implement appropriate recommendations outlined in the <i>President's Advisory Council on Faith-based and Neighborhood Partnerships Report</i>   |      | X    |      |      |      |        |
| HHS                                       | Provide guidance on strategic interventions that can leverage the strengths of community and faith-based organizations   | X    | X    | X    | X    | X    | X      |
| ACF, DOL, and OVC                         | Provide training and technical assistance to anti-human trafficking organizations on developing relationships with business, labor, and philanthropic leaders  | X    |      |      |      |      |        |
| ACF and DOL                               | Facilitate partnerships with business communities and industries to support employment and training services and workforce development   |      | X    |      |      |      |        |
| HHS                                       | Identify opportunities to reach out to community partners who can aid in victim identification, including health care providers, unions, and housing authorities and inspectors  |      |      | X    |      |      |        |

### Objective 3: Enhance understanding of human trafficking among government agencies and law enforcement through targeted training and technical assistance

| AGENCY                             | ACTION  | FY13 | FY14 | FY15 | FY16 | FY17 | Beyond |
|------------------------------------|---|------|------|------|------|------|--------|
| HHS                                | Determine appropriate personnel, grantees, and subcontractors for training on human trafficking, develop content and standards, and integrate the training as a standard requirement  | X    | X    | X    | X    | X    | X      |
| EEOC                               | Determine appropriate personnel for training on human trafficking, and develop content and standards  | X    | X    | X    | X    | X    | X      |
| DHS                                | Continue to mandate training for all employees likely to encounter victims of human trafficking   | X    | X    | X    | X    | X    | X      |
| DOT                                | Train employees on general human trafficking awareness  | X    | X    | X    | X    | X    | X      |
| HHS                                | Provide guidance for increased engagement with HHS regional offices   | X    |      |      |      |      |        |
| DOL                                | Finalize basic awareness and referral training for all Wage and Hour Division investigators and for regional Occupational Safety and Health Administration management and state counterparts for dissemination to enforcement staff         | X    |      |      |      |      |        |
| DOL                                | Will determine the appropriate DOL sub-agencies that should receive training on human trafficking, and develop content and standards for that training in collaboration with other agencies.  | X    | X    |      |      |      |        |
| DOS                                | Make training on human trafficking available to all personnel   | X    |      |      |      |      |        |
| DOD                                | Update and require all DOD civilian and military personnel to take its general awareness training, and provide refresher training   | X    | X    | X    | X    | X    | X      |
| BJA, DHS, FBI, OJJDP, OVC, and OVW | Provide training and technical assistance resources, including roll call videos, training materials, and speakers to national law enforcement membership organizations  | X    | X    | X    | X    | X    | X      |
| OVC                                | Update and enhance the <i>Anti-Human Trafficking Task Force Strategy and Operations e-Guide</i> , including strategies for outreach and awareness   | X    |      |      |      |      |        |
| DOD                                | Update law enforcement training to include the President's Executive Order, and new legislation including the TVPA Reauthorizations and provisions of the National Defense Authorization Act regarding trafficking and government contracts | X    |      |      |      |      |        |



| AGENCY           | ACTION  | FY13 | FY14 | FY15 | FY16 | FY17 | Beyond |
|------------------|---|------|------|------|------|------|--------|
| DHS, DOJ and DOL | Will continue to provide advanced human trafficking training for each Anti-Trafficking Coordination Team (ACTeam), as funding allows.           | X    | X    | X    |      |      |        |
| DHS              | Produce and distribute two roll call videos for state and local law enforcement that explain how immigration relief can benefit law enforcement |      |      |      |      | X    |        |
| DHS              | Produce a T visa resource guide for law enforcement   |      | X    |      |      |      |        |
| DHS              | Expand the reach of its state and local law enforcement Web-based human trafficking awareness training  | X    | X    | X    | X    | X    | X      |
| DHS              | Revise and deliver training to federal, state, tribal, and local law enforcement  | X    | X    | X    | X    | X    | X      |

## Objective 4: Improve and expand public awareness through coordinated outreach efforts

| AGENCY   | ACTION  | FY13 | FY14 | FY15 | FY16 | FY17 | Beyond |
|--|---|------|------|------|------|------|--------|
| DHS, DOD, DOJ, DOL, DOT, DOS TIP Office, ED, EEOC, and HHS | Collaborate on a comprehensive review and revision of existing government public outreach materials and strategies  | X    |      |      |      |      |        |
| ACF, DHS, and ED   | Develop and disseminate materials for youth   |      | X    | X    | X    | X    | X      |
| DHS  | Distribute new human trafficking awareness materials for the general public and groups likely to encounter victims  | X    | X    | X    | X    | X    | X      |
| DHS and DOS TIP Office                                     | Develop awareness-raising materials to foreign government counterparts and foreign anti-trafficking advocates   |      | X    | X    | X    | X    | X      |
| DOL  | Provide updated training on trafficking issues to the State Farmworker Monitor Advocates  | X    |      |      |      |      |        |
| DOL  | Raise awareness of trafficking among National Farmworker Jobs Program grantees  |      | X    |      |      |      |        |
| DOL  | Implement a targeted public engagement campaign to disseminate an online toolkit for responsible businesses to reduce child labor and forced labor in their supply chains   | X    |      |      |      |      |        |
| DHS, HHS, and OVC  | Develop and disseminate materials for civic organizations   |      |      | X    | X    | X    | X      |
| DHS, HHS, and OVC  | Develop and disseminate materials for national service organizations  |      |      |      | X    | X    | X      |
| State Justice Institute                                    | Support the <i>Human Trafficking and the State Courts Collaborative</i> to increase understanding and awareness about the challenges faced by state courts in dealing with cases involving trafficking victims and their families |      |      |      |      |      |        |
| HHS  | Collaborate through intra-agency efforts to develop and disseminate materials for public health organizations   |      |      | X    |      |      |        |
| DOT  | Will create materials tailored for the transportation industry to facilitate implementation of a public awareness campaign, and will partner to distribute for public viewing as a way to increase outreach.                      | X    |      |      |      |      |        |
| ACF  | Draft a 3-year plan to distribute ideas for innovative outreach programming to grantees and the public  | X    |      |      |      |      |        |

| AGENCY  | ACTION   | FY13 | FY14 | FY15 | FY16 | FY17 | Beyond |
|---|--|------|------|------|------|------|--------|
| DHS,<br>DOD,<br>DOJ,<br>DOS,<br>EEOC,<br>and HHS,<br>DOL, and<br>others | Engage in special public outreach activities every January to highlight National Slavery and Human Trafficking Prevention Month                            | X    | X    | X    | X    | X    | X      |
| USAID   | Announce winners of the Campus Challenge Tech Contest, launch Campus Challenge Research Competition, and host a public event to showcase the winning ideas | X    |      |      |      |      |        |
| DOS TIP<br>Office   | Designate victim identification as the theme of the <i>2013 Trafficking in Persons Report</i>  | X    |      |      |      |      |        |
| DOS TIP<br>Office   | Raise awareness and increase demand for responsibly sourced goods and services and measure impact through the Slavery Footprint platform                   | X    | X    | X    | X    | X    | X      |
| DHS and<br>HHS  | Expand human trafficking awareness efforts on social media, including a redesigned microsite, Twitter, and Facebook  | X    | X    | X    | X    | X    | X      |

## Objective 5: Improve understanding of human trafficking through rigorous research and reporting

| AGENCY            | ACTION   | FY13 | FY14 | FY15 | FY16 | FY17 | Beyond |
|-------------------|--|------|------|------|------|------|--------|
| OVC and HSTC      | Provide federal agencies with GIS mapping of services and collaborations and investigations to identify gaps   | X    | X    | X    | X    | X    | X      |
| ACF, DHS, and DOJ | Develop and release a comprehensive process map of Federal Government services   |      | X    |      |      |      |        |
| OJJDP             | Assist Internet Crimes Against Children Task Forces to track trafficking cases and to provide national reports   | X    | X    | X    | X    | X    | X      |
| OVW               | Include human trafficking in grantee and subgrantee report forms and in Congressional reporting  |      |      | X    |      |      |        |
| HSTC              | Share lessons learned and best practices of data collection and compilation from the process of creating the Human Trafficking National Assessment   |      | X    |      |      |      |        |
| HHS               | Explore strategies for compiling estimates on prevalence of human trafficking in the United States   |      | X    |      |      |      |        |
| ACF               | Explore possibilities for coordinating data collection on human trafficking across agency programs   |      | X    |      |      |      |        |
| HHS/HRSA          | Consider adopting action from the HHS Action Plan to Reduce Racial and Ethnic Health Disparities to establish data standards for information collected related to victims of human trafficking |      |      | X    |      |      |        |
| HSTC              | Share a Human Trafficking National Assessment with relevant federal agencies to identify hotspots, trends, and patterns in victim recruitment and exploitation in the United States            |      | X    |      |      |      |        |
| OVC               | Create and disseminate annual aggregate data report  | X    |      |      |      |      |        |
| ACF/OPRE          | Produce a report describing the per person cost of providing comprehensive services to victims of human trafficking  |      |      |      |      |      | X      |
| NIJ               | Release two studies on United States labor trafficking   | X    | X    |      |      |      |        |
| DOL               | Collect and share enforcement data regarding labor exploitation  | X    | X    | X    | X    | X    | X      |
| NIJ               | Release two studies on the United States' unlawful commercial sex economy  | X    |      | X    |      |      |        |
| NIJ               | Release a study of the effectiveness of interventions to stabilize, rehabilitate, and integrate foreign national victims   |      | X    |      |      |      |        |
| NIJ               | Release a study that identifies the types of state-level legislation that are the most effective at improving prosecutions   |      | X    |      |      |      |        |

| AGENCY                     | ACTION   | FY13 | FY14 | FY15 | FY16 | FY17 | Beyond |
|----------------------------|--|------|------|------|------|------|--------|
| ACF                        | Explore ways to better collect data from federal and state systems and national surveys to uncover specific risk factors among children who have experienced abuse or neglect and runaway/homeless youth |      |      |      |      |      | X      |
| ACF                        | Explore possibilities of identifying trends and disseminating analysis of human trafficking  |      | X    |      |      |      |        |
| HSTC                       | Convene an interagency working group to explore the value and feasibility of sustaining the data-gathering and analysis that informed the first Human Trafficking National Assessment                    |      | X    |      |      |      |        |
| ACF,<br>OVC,<br>and<br>OVW | Gather information on the needs of trafficked AI/AN women and girls and promising practices for service delivery   |      | X    |      |      |      |        |
| OVW                        | Gather information on the challenges facing rural communities  | X    |      |      |      |      |        |

## Objective 6: Build capacity to better identify and serve victims among service and health care providers, law enforcement, and first responders

| AGENCY                               | ACTION   | FY13 | FY14 | FY15 | FY16 | FY17 | Beyond |
|--------------------------------------|--|------|------|------|------|------|--------|
| ACF, OVC, and OVW                    | Review guidance and solicitation language to coordinate federal funding  | X    | X    | X    | X    | X    | X      |
| OVW                                  | Include human trafficking in VAWA grant solicitations where appropriate  |      |      | X    |      |      |        |
| OVC and BJA                          | Publish solicitations and award grants for Human Trafficking Task Forces   | X    | X    | X    | X    | X    | X      |
| ACF                                  | Explore costs and possibilities of effective funding models for victim services  | X    |      |      |      |      |        |
| ACF Family and Youth Services Bureau | Provide targeted training for Family Violence Prevention and Services Act Program State Administrators and tribal grantees, as well as state domestic violence coalitions  | X    |      |      |      |      |        |
| HHS                                  | Engage health care provider organizations to educate the health care community about human trafficking and increase services and support for victims   |      |      | X    |      |      |        |
| OVC                                  | Provide targeted training and technical assistance for VOCA administrators   | X    | X    | X    | X    | X    | X      |
| DHS                                  | Continue to provide technical assistance and training to federal, state, tribal, local, private, and nongovernmental entities seeking to create culturally appropriate training on the indicators of human trafficking | X    | X    | X    | X    | X    | X      |
| DHS                                  | Continue to conduct trainings and presentations on combating human trafficking and immigration relief options for victims  | X    | X    | X    | X    | X    | X      |
| HHS                                  | Provide training resources to refugee resettlement, child welfare, runaway and homeless youth, domestic violence, and tribal community grantees  |      | X    |      |      |      |        |
| DHS                                  | Distribute human trafficking awareness video and indicator for first responders  | X    | X    | X    | X    | X    | X      |
| OVC                                  | Update the <i>Responding to Victims of Human Trafficking– A Training Video for Service Providers</i> DVD   |      |      | X    |      |      |        |
| OVC                                  | Review Victim Assistance Training Online and the National Victim Assistance Academy curricula and add information on human trafficking   | X    |      |      |      |      |        |

## Objective 7: Foster collaborations and partnerships to leverage resources and expertise

| AGENCY            | ACTION  | FY13 | FY14 | FY15 | FY16 | FY17 | Beyond |
|-------------------|---|------|------|------|------|------|--------|
| OVC and BJA       | Host a National Task Force Training Forum or webinar on human trafficking in small business settings  | X    |      |      |      |      |        |
| DOL and HHS       | Partner with domestic worker, farmworker, guest worker, worker centers, workers' advocacy organizations, and other labor organizations to identify opportunities for victim identification and connection to services |      | X    |      |      |      |        |
| ACF               | Work with runaway and homeless youth programs to identify opportunities for victim identification in exploitative peddling operations   |      | X    |      |      |      |        |
| HHS               | Work with medical, educational, and other stakeholder communities to identify human trafficking of service-related professionals, including elder care providers and teachers   |      | X    |      |      |      |        |
| DOD               | Partner with external stakeholder entities, NGOs and the private sector, to coordinate prevention efforts and bring consistency to DOD's Combating Trafficking in Persons program                                     |      | X    |      |      |      |        |
| ACF, OVC, and OVW | Provide annual training and technical assistance on the intersections of human trafficking, domestic violence, and sexual assault   | X    | X    | X    | X    | X    | X      |
| ACF               | Offer at least one webinar for domestic violence victim service providers based on the Asian Pacific Islander Institute on Domestic Violence Considerations and Recommendations for Battered Women's Advocates        | X    |      |      |      |      |        |
| OVW               | Expand collaboration at the local level between OVW and stakeholders in the domestic violence, sexual assault, and anti-human trafficking fields  |      |      |      |      | X    |        |
| OVW               | Gather input from stakeholders on the role of domestic violence and sexual assault providers in addressing minor sex trafficking and any promising practices  |      | X    |      |      |      |        |
| OVW               | Provide at least one webinar for grantees on how to identify and respond to minor sex trafficking and necessary collaboration   |      |      |      |      | X    |        |
| OVW               | Train staff and grantees on providing VAWA-funded services to trafficking victims. Explore definitions of victims included in VAWA and their impact on services for human trafficking victims                         | X    |      |      |      |      |        |

| AGENCY                  | ACTION  | FY13 | FY14 | FY15 | FY16 | FY17 | Beyond |
|-------------------------|---|------|------|------|------|------|--------|
| ED                      | Will release a resource guide to inform school personnel of the promising practices on how to combat human trafficking in schools and support victims, in addition to continuing to partner with school districts to develop a replicable program to reduce human trafficking on campuses | X    | X    |      |      |      |        |
| ED, ACF, and DHS        | Develop and disseminate training materials and resources  | X    | X    |      |      |      |        |
| ED                      | Develop and disseminate an educator's guide   | X    | X    |      |      |      |        |
| ACF and HRSA            | Consider strategies to raise awareness about human trafficking in community colleges  |      |      | X    |      |      |        |
| ED and federal partners | Strengthen coordination among, and provide guidance to, migrant youth, runaway and homeless youth, and other relevant programs  | X    | X    |      |      |      |        |
| ACF, DHS, and OJJDP     | Provide information about trafficking of children to juvenile justice system stakeholders   |      | X    |      |      |      |        |
| ACF and OJJDP           | Offer training on how to provide gender-specific services to those working with child victims   |      | X    |      |      |      |        |
| OJJDP                   | Provide targeted training and technical assistance to AMBER Alert coordinators, Child Abduction Response Teams, missing children clearinghouses, and other state and local partners who recover child abduction victims   | X    | X    | X    | X    | X    | X      |
| OJJDP                   | Expand evidence-based mentoring initiatives to develop specific outreach to child victims and provide training to mentoring experts   |      | X    |      |      |      |        |
| ACF                     | Explore training opportunities for family service workers in Head Start programs  |      | X    |      |      |      |        |
| DOL with ACF            | Raise awareness of trafficking among YouthBuild grantees  |      | X    |      |      |      |        |



## Objective 8: Improve access to victim services by removing systemic barriers to receipt of services

| AGENCY                          | ACTION   | FY13 | FY14 | FY15 | FY16 | FY17 | Beyond |
|---------------------------------|--|------|------|------|------|------|--------|
| ACF                             | Review current policies, practices, regulations, and statutes guiding runaway and homeless youth and domestic violence shelters and consider strategies to remove barriers   |      | X    |      |      |      |        |
| ACF                             | Review federal policy regarding homelessness and requirements that may prevent victims of human trafficking from qualifying for available housing  | X    |      |      |      |      |        |
| ACF                             | Review how policies affecting youth aging out of foster care impact victims of human trafficking and explore possibilities to recruit and train specialized foster parents   |      | X    |      |      |      |        |
| OVC with ACF, HUD, NIJ, and OVW | Will evaluate the appropriateness and feasibility of housing demonstration projects  |      |      |      |      | X    |        |
| ACF                             | Explore public-private partnerships with businesses, philanthropic foundations, and the faith-based and other community organizations and leaders to support ongoing housing needs   |      |      | X    |      |      |        |
| DHS                             | Will update its regulations to streamline the application process and provide clearer guidance on how to obtain T nonimmigrant status, while also ensuring the integrity of the immigration system.                                | X    |      |      |      |      |        |
| OVC                             | Engage in <i>Legal Assistance for Crime Victims: An OVC Capacity Building Initiative</i> to build capacity for legal services for all crime victims, including victims of human trafficking  | X    | X    | X    | X    | X    | X      |
| OVC                             | Continue to explore ways to support and strengthen Wraparound Victim Legal Assistance Network Demonstration Projects to provide comprehensive legal services to crime victims  |      |      |      |      |      | X      |
| ACF, OVC, and OVW               | Will explore opportunities to leverage existing resources and partner with the Legal Services Corporation to provide training for its grantees on identifying human trafficking victims and providing comprehensive legal services | X    | X    | X    | X    | X    | X      |
| ACF, OVC, and OVW               | Provide grant funding to support legal services and collaborate to develop and provide training and technical assistance on the remedies available to victims of human trafficking   | X    | X    | X    | X    | X    | X      |

| AGENCY                | ACTION  | FY13 | FY14 | FY15 | FY16 | FY17 | Beyond |
|-----------------------|---|------|------|------|------|------|--------|
| DOL and EEOC with ACF | Develop and disseminate materials in relevant languages about basic rights to challenge employment discrimination, wage and hour violations, and similar employment issues  |      | X    |      |      |      |        |
| ACF                   | Provide a directory of language access options available through service providers and identify innovative uses of technology   |      | X    |      |      |      |        |
| DHS                   | Make available language identification and access tools to individuals interfacing with non-English speaking victims  | X    | X    | X    | X    | X    | X      |
| HHS                   | Promote policies, training, and outreach efforts to ensure victims with disabilities receive the necessary auxiliary aids and services in order to meaningfully participate in programs and receive services  |      |      | X    |      |      |        |
| ACF                   | Explore public-private partnerships with advocacy groups, foundations, businesses, and faith-based and community groups to support the needs of victims who have disabilities   |      |      | X    |      |      |        |
| DHS                   | Will explore feasibility of increasing the number of forensic interviewers who can conduct legally defensible, victim sensitive, developmentally and culturally appropriate investigative interviews for victims of all ages and special populations, including any victims with disabilities   | X    |      |      |      |      |        |
| DHS                   | Will continue to ensure full inclusion and equal access for all persons with disabilities who interact with DHS, including victims of trafficking   | X    | X    | X    | X    | X    | X      |
| OVC                   | Extend outreach and collaboration efforts to ensure that its resources such as the <i>Supporting Crime Victims with Disabilities</i> instructor-led training and <i>Promising Practices to Serving Victims with Disabilities Toolkit</i> are made available to practitioners who may come into contact with persons with disabilities who are at risk of being trafficked | X    | X    | X    | X    | X    | X      |
| OVC                   | Include specific content and resources on trafficking of persons with disabilities in the <i>Anti-Human Trafficking Task Force Strategy and Operations e-Guide</i>  | X    | X    |      |      |      |        |

**Objective 9: Identify promising practices in responding to the needs of human trafficking victims through the evaluation of procedures, tools, programs, and policies**

| AGENCY            | ACTION   | FY13 | FY14 | FY15 | FY16 | FY17 | Beyond |
|-------------------|--|------|------|------|------|------|--------|
| NIJ and OVC       | Publish a validated screening tool and users guide for use by all trafficking assistance grantees and the field  |      | X    |      |      |      |        |
| HHS               | Will leverage the work of NIF to identify targeted screening tools for use within the medical and health systems, child welfare system, human services programs, and other systems                                     |      | X    |      |      |      |        |
| ACF               | Will explore ways to leverage existing resources and performance metrics to evaluate the effectiveness of training curricula for stakeholders in the child welfare and runaway homeless youth systems                  |      |      |      |      |      | X      |
| ACF               | Release guidance for the child welfare and runaway and homeless youth systems on understanding the trends of placement type, runaway patterns, and assessment and service delivery upon the return of such individuals | X    |      |      |      |      |        |
| NIJ               | Release an evaluation of the FY 2009 OVC Services to Domestic Minor Victims of Human Trafficking grants  | X    |      |      |      |      |        |
| OVC               | Publish a survivor-created guide on developing culturally competent services for commercially sexually exploited and trafficked girls and young women  | X    |      |      |      |      |        |
| ACF               | Disseminate analysis of the impact, strengths, and challenges of pilot programs on human trafficking within the runaway and homeless youth program   |      |      | X    |      |      |        |
| OVC and ACF       | Convene a group of service providers to work to identify common, effective performance measures for victim service outcomes  |      |      | X    |      |      |        |
| OVC, ACF, and NIJ | Explore ways to develop technical assistance guides, tools, and templates for evaluation   |      |      |      | X    | X    |        |

## Objective 10: Support survivors in attaining health and independence through high-quality services that are effective at meeting their needs

| AGENCY                         | ACTION   | FY13 | FY14 | FY15 | FY16 | FY17 | Beyond |
|--------------------------------|--|------|------|------|------|------|--------|
| ACF, DHS, and DOJ              | Coordinate efforts to use victim assistance law enforcement specialists  |      | X    | X    | X    | X    | X      |
| OJJDP with ACF, DHS, and NCMEC | Develop and deliver a curriculum on how to conduct forensic interviews with child victims of commercial sexual exploitation  | X    | X    | X    | X    | X    | X      |
| DHS                            | Explore the feasibility of increasing the number of forensic interviewers as funding allows to conduct legally defensible, victim sensitive, developmentally and culturally appropriate investigative interviews with victims of all ages and special populations. | X    |      |      |      |      |        |
| ACF and SAMHSA                 | Provide recommendations based on the Assistant Secretary for Planning and Evaluation's 2008 National Symposium on the Health Needs of Human Trafficking Victims on their mental health needs   |      | X    |      |      |      |        |
| ACF                            | Form a national task force of medical and health care professionals to explore the development of standardized medical and health care protocols and provide training recommendations  |      | X    |      |      |      |        |
| HHS                            | Provide guidance on addressing major gaps in medical treatment and services for victims of human trafficking   |      | X    |      |      |      |        |
| ACF                            | Explore partnerships to increase training for health care professionals on meeting the needs of human trafficking victims  | X    |      |      |      |      |        |
| OVC                            | Publish <i>Achieving Excellence: Model Standards for Serving Victims and Survivors of Crime</i> , which includes human trafficking services  | X    |      |      |      |      |        |
| ACF, DHS, OVC, OVW, and SAMHSA | Develop and provide training on the impact of trauma and polyvictimization on victims and the need for trauma-informed care  |      | X    | X    | X    | X    | X      |
| ACF with DOJ and DHS           | Provide guidance on victim outreach practices to protect the safety of victims of human trafficking and service providers  | X    |      |      |      |      |        |
| ACF with DOJ and DHS           | Identify minimum standards of care required by grant recipients  |      |      | X    |      |      |        |
| ACF, DOL, and OVC              | Develop an informal network around the issue of employment and training services for victims of trafficking to share information and identify promising practices  | X    | X    | X    | X    | X    | X      |

| AGENCY      | ACTION   | FY13 | FY14 | FY15 | FY16 | FY17 | Beyond |
|-------------|--|------|------|------|------|------|--------|
| ACF and DOL | Explore public-private partnerships with businesses and industries that can provide education on marketable skills for survivors                                     |      | X    |      |      |      |        |
| ACF         | Examine the results of a 2-year pilot program that is providing human trafficking victims with pre-employment services prior to certification                        |      | X    |      |      |      |        |
| ACF         | Explore possibilities to engage Assets for Independence Program  |      | X    |      |      |      |        |
| DOL         | Deliver two webinar trainings to the workforce investment system, highlighting promising practices in employment and training services                               | X    |      |      |      |      |        |
| OVC         | Provide grantees with training and technical assistance on supporting victims of human trafficking in accessing services needed to attain stability and independence | X    | X    | X    | X    | X    | X      |