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**Subcommittee on Human Rights and Wellness  
Committee on Government Reform  
U.S. House of Representatives**

**Combating Trafficking in Persons**

**July 8, 2004**

**INTRODUCTION**

Thank you Chairman Burton; thank you Ranking Member Watson.

It is a pleasure to appear before the Subcommittee. It is particularly gratifying to have an opportunity to address an issue of such gravity – an issue on which we must all be in agreement.

The trafficking in humans stains the face of our democracy. Traffickers must find no succor, no recourse, and no safe harbor here. As President Bush told the United Nations, “Nearly two centuries after the abolition of the transatlantic slave trade, and more than a century after slavery was officially ended in its last strongholds, the trade in human beings for any purpose must not be allowed to thrive in our time.”<sup>1</sup>

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<sup>1</sup> President George W. Bush, Address to the General Assembly of the United

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Nations, New York (Sept. 23, 2003).

It is my privilege to detail for you the efforts of the Civil Rights Division and the entire Department of Justice to defeat this evil.

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## **UNDERSTANDING TRAFFICKING IN HUMANS**

Let me start with first principles. The Thirteenth Amendment to the United States Constitution reads as follows:

Neither slavery nor involuntary servitude . . . shall exist within the United States, or any place subject to their jurisdiction.

The vast majority of our Constitution concerns constraints on government and the proper allocation of authority between state and federal governments. But not the Thirteenth Amendment. Its framers, rather, brooked no vestige of the moral scourge that had precipitated the preceding Civil War. Slavery, it said, “shall [not] exist.” And yet, the reality is that nearly one hundred fifty years later, slavery in the modern form of human trafficking continues to rear its ugly head within our nation.

The United States Code defines several trafficking-related crimes:

**Forced Labor:** “Whoever knowingly provides or obtains the labor or services of a person . . . (1) by threats of serious harm to, or physical restraint against, that person or another person; (2) by means of any scheme, plan, or pattern intended to cause the person to believe that, if the person did not perform such labor or services, that person or another person would suffer serious harm or physical restraint; or (3) by means of the abuse or threatened abuse of law or the legal process;”

**Human Trafficking:** "Whoever knowingly recruits, harbors, transports, provides, or obtains by any means, any person for labor or services in violation of this chapter;”

**Sex Trafficking of Children:** “(a) Whoever knowingly (1). . . recruits, entices, harbors, transports, provides, or obtains by any means a person; or (2) benefits, financially or by receiving anything of value, from participation in a venture which has engaged in an act described in violation of paragraph (1), knowing that force, fraud, or coercion . . . will be used to cause the person to engage in a commercial sex

act, or that the person has not attained the age of 18 years.”<sup>2</sup>

But these sterile, technical definitions fail utterly to capture the depth of human suffering and evil that lie at the root of this horrible crime. Rather, the true nature of this crime can be understood only through the eyes and ears – and indeed all the senses – of its victims.

I have in my office a photograph. The photograph is of a small room – not even a room really, but the corner of a room – three walls and a blanket partition. The space is barely the size of the twin bed it encloses, a bed covered with a few sheets and an old blanket. The photograph is of a trafficking crime scene. The bed is one in which one of our trafficking victims slept – a young girl from Mexico – approximately 14 years of age. It is the same bed in which she was forced to have sex with up to 30 men per day. That is 30 rapes per day. Day, after day, after day. And when she was done, it was the same bed in which she slept.

Next to the bed there is a small nightstand. On the nightstand there are two items. One is a teddy bear. The teddy bear was one of the girl’s few possessions. She kept it to remind herself of her childhood. It reminded her of the days when she was just a little

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<sup>2</sup> Trafficking Victims Protection Act of 2000 (TVPA), Pub. L. 106-386 § 112 (18 U.S.C. §§ 1589, 1590, 1591).

girl. Next to the teddy bear was another item: a roll of paper towels, the use of which – to put it delicately – is self-explanatory.

That is human trafficking. It is evil. It is hideous. It is a moral outrage. And yet it persists.

Compounding the problem is that, unfortunately, too many Americans are aware of neither its existence, nor of its magnitude. Each year, an estimated 600,000 to 800,000 human beings are bought, sold or forced across the world's borders.<sup>3</sup> Hundreds of thousands of these human beings are young girls, as young as 5, who fall victim to the sex trade. Here in the United States, it is estimated that some 15,000 individuals,<sup>4</sup> mostly women and children, are smuggled into our country and then held captive each and every year.

Human trafficking thus is a problem global in nature, and local in impact. Its victims are brought here from across the world, and they wind up in our own backyards.

Consider, for example, a recent prosecution in New Jersey. Imagine an average middle class American neighborhood, with kids playing, flags fluttering, and a sign reading “safe neighborhoods save lives.”

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<sup>3</sup> United States Department of State Trafficking in Persons 2004 Annual Report.

<sup>4</sup> United States Department of State Trafficking in Persons 2004 Annual Report.

There, on a pleasant street in an ordinary looking house, was a brothel, and in that brothel were trafficking victims: Four Mexican women – girls actually – some as young as 14 years of age. They were lured to the United States with promises of a husband and a better life. Instead, they found captivity and rape.

They were forced to have sex with man after man, hour after hour, day after day.

The case was United States v. Jimenez-Calderon. Six principals were convicted; they received sentences of up to 17 years in prison.

Equally disturbing was our recent prosecution in United States v. Soto, a case arising out of Hidalgo County in South Texas. There, too, members of a smuggling ring trafficked Central American women into the United States. They held their victims in trailers, forcing them to work during the day, and repeatedly forcing sex on them at night. When the women tried to seek help, they were beaten, and ordered murdered.

These defendants were also convicted and received sentences of up to 23 years in prison.

While the majority of our cases regard sex trafficking, trafficking for forced servitude is

similarly a problem. In United States v. Kil Soo Lee, we obtained convictions in the largest labor-trafficking case ever prosecuted. Lee, a Korean businessman, imported workers, primarily women, from China and from state-owned labor export companies in Vietnam, to work in their garment factory. They charged these women approximately \$5,000 to \$8,000 for the privilege to work at their Daewoosa factory.

From March 1999 through November 2000, Lee and his employees held over 200 Vietnamese and Chinese garment workers in a fenced and guarded compound, and employed threats, arrests, deportations, food deprivation, confinement, and beatings to force them to continue to labor. Lee met complaints by arresting and deporting several workers, and by locking-in and cutting-off food for the remainder. On November 28, 2000, Lee ordered his henchmen to beat the Vietnamese and Chinese workers. They did so using sharpened pipes, florescent lights, chairs, and fists, resulting in scores of injured and maimed workers. The beating was so brutal that one young Vietnamese woman lost an eye.

Mr. Lee's sentencing is pending, and two of his thugs are already serving substantial time.

Human traffickers are peddlers in human misery. They seize their victims, by threat or by trick, and smuggle them across borders, often in loathsome conditions. Often they are sold from one trafficker to another, sometimes repeatedly.

Surrounded by an unfamiliar culture, a foreign language, without travel documents or identification, under threat of injury to self or loved ones at home, and generally bereft of any support, victims are forced into labor or sex slavery. That trafficking occurs at all is unjustifiable, and that it occurs here in the in the United States of America is intolerable.

## **PRIORITIZING PROSECUTION OF HUMAN TRAFFICKING**

Trafficking in humans affects not only its immediate victims, but increasingly forms a core part of a global network of organized and lucrative crime. Its profits often help fuel other illegal activities. The growth of vast transnational criminal networks supported in part by trafficking in persons fosters official corruption and threatens the rule of law.

Indeed, Congress has found that “trafficking in persons is not limited to the sex industry. This growing transnational crime also includes forced labor and involves significant violations of labor, public health, and human rights standards worldwide.” Moreover, it is:

[I]ncreasingly perpetrated by organized, sophisticated criminal enterprises. . . . Profits from the trafficking industry contribute to the expansion of organized crime in the United States and worldwide. Trafficking in persons is often aided

by official corruption in countries of origin, transit, and destination, thereby threatening the rule of law.<sup>5</sup>

It is hardly surprising then that this Administration has ranked combating human trafficking among its top priorities.

President Bush could not have put a finer point on the issue when in his September 2003 address to the United Nations, he said:

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<sup>5</sup> TVPA §§ 102(b)(3),(8)

There's a special evil in the abuse and exploitation of the most innocent and vulnerable. The victims of sex trade see little of life before they see the very worst of life -- an underground of brutality and lonely fear. Those who create these victims and profit from their suffering must be severely punished. Those who patronize this industry debase themselves and deepen the misery of others. And governments that tolerate this trade are tolerating a form of slavery.<sup>6</sup>

The Attorney General, likewise, has made a clear and unequivocal commitment to combat human trafficking.

Human trafficking . . . is an affront to human dignity. The Department of Justice is determined not to stand idly by while the toll in human suffering mounts. Human trafficking victims often are too young, too frightened, too trapped in

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<sup>6</sup> President George W. Bush, Address to the General Assembly of the United Nations, New York (Sept. 23, 2003).

their circumstances to speak for themselves.<sup>7</sup>

Our job at the Department is to do what the victims of trafficking cannot: to fight its perpetrators, to bring them to justice, to care for its victims, and to bring some small measure of justice to their interrupted lives.

## **SUCCESSFUL RECORD OF PROSECUTION**

And that is precisely what we have done. We have dedicated substantial resources to the prosecution of human traffickers and results have followed. The Department's record over the last three fiscal years shows the concrete results of that dedication:

- We have charged 110 traffickers. That is nearly a three-fold increase over the previous three fiscal years. Of these, 78 included sex-trafficking allegations. The Department also has charged an additional 39 traffickers so far in FY 2004.
- We have convicted or obtained guilty pleas from 77 defendants. Of these, 59 defendants were found guilty of sex-trafficking charges. That is more than three-

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<sup>7</sup> Attorney General John Ashcroft, Remarks on Human Trafficking, Los Angeles, CA (July 23, 2001).

and-a-half times as many convictions or guilty pleas as were obtained over the previous three fiscal years. The Department also has convicted or obtained guilty pleas from an additional 27 defendants so far in FY 2004.

- Finally, we expect the number of prosecutions to increase. As of June 2004, the Criminal Section of the Civil Rights Division had 168 open trafficking investigations. This increase in this number reflects the fact that since the start of the fiscal year, the Department has opened 93 new trafficking investigations.

These prosecutions represent more than just the punishment of wrongdoers; they are a testament to the Department's efforts to repel an assault on our Nation's core beliefs.

This point is underscored emphatically by considering the facts at the heart of some of our recent prosecutions:

- United States v. Rojas, et al. (Northern District of Georgia) – The Department charged three defendants with conspiracy, sex trafficking, and related immigration charges for smuggling young, undocumented females from Mexico into the United States and forcing them to perform commercial sex acts. One defendant pled guilty and the other two defendants are awaiting trial.
- U.S. v. Salazar-Juarez (Southern District of California) – The Department secured a guilty plea from one defendant for conspiracy to smuggle women into the United

States and to harbor and transport them for purposes of prostitution. In addition, the defendant pleaded guilty to two counts of harboring undocumented individuals.

The defendant, along with his brother, who is a fugitive, recruited women from Mexico, transported the women into the United States, and provided the women with apartments in the United States for the purpose of operating a prostitution ring in the Vista, California, area. The defendant was sentenced to 24 months in prison.

- U.S. v. Bradley and O'Dell (District of New Hampshire) – The Department obtained convictions against two defendants who operated a tree cutting business for holding two Jamaican immigrants in conditions of forced labor and document servitude in Litchfield, New Hampshire. The defendants obtained workers from Jamaica by means of false promises of good work and pay. Once the workers arrived in New Hampshire, their visas and other documents were confiscated and the workers were paid substantially less than promised, housed in deplorable conditions, denied medical treatment, and routinely threatened with physical violence. The defendants were both sentenced to 70 months in prison and ordered to pay a \$12,500 fine and \$13,052 in restitution.
  
- U.S. v. Martinez-Uresti and DeHoyos (Western District of Texas) – The Department secured guilty pleas from two defendants for conspiring to smuggle, transport, and harbor undocumented individuals into the United States where they

were forced to perform commercial sex acts. One defendant was sentenced to 108 months in prison.

- U.S. v. Trisanti and Nasution (Central District of California) – The Department secured guilty pleas from two defendants charged with harboring undocumented individuals. Defendant Trisanti was also charged with involuntary servitude and visa fraud. Between 1996 and 2003, the two defendants allegedly trafficked two victims into the United States from Indonesia and forced them to work as domestic servants against their will, by using threats and physical violence. Additionally, defendant Trisanti allegedly told the victims that they were not free to leave and seized their passports.
  
- U.S. v. Guzman, et al. (Northern District of Georgia) – The Department charged four defendants with conspiring to transport and harbor undocumented individuals, sex trafficking, harboring aliens for prostitution, transportation for immoral purposes, and smuggling and transportation for smuggling three females, including two girls, from Mexico into the United States and forcing them to engage in commercial sex acts in the Atlanta metropolitan area. One of the four defendants entered a guilty plea to violating the Mann Act and to importing, harboring, and employing young Mexican females for the purpose of prostitution. He was sentenced to 33 months' imprisonment.

- U.S. v. Maka (District of Hawaii) – The Department charged a landscape maintenance contractor and rock wall builder with transporting Tongan males to Hawaii where they were forced to work in his businesses to repay the transporting expenses. The victims were allegedly housed in shacks on the subject's pig farm and were required to work in excess of twelve hours a day, six days a week for approximately \$60 to \$100 per week.
  
- United States v. Adaobi and Udeozor (District of Maryland) – The Department charged two defendants with smuggling a teenage girl from Nigeria into the United States, sexually assaulting her, regularly beating her, and forcing her to work long hours at their home and at the wife's medical practice for no pay.
  
- United States v. Gates and Heyward (District of Columbia) -- The defendants were charged with multiple counts of sex trafficking and transportation for prostitution of persons, including minors; the defendants operated a sex-trafficking and Internet prostitution business from their home. At times, they used girls as young as 14 to perform sexual acts.
  
- United States v. Valle-Maldonado (Central District of California) – The defendants were charged with trafficking offenses arising from allegations that between August 2003 and March 2004, they arranged for women, including two minors, to be smuggled into the United States from Mexico to work as prostitutes at the

defendants' homes and at massage parlors throughout the Los Angeles area.

## **A VICTIM-CENTERED APPROACH TO COMBATING HUMAN TRAFFICKING**

While the perpetrators of these crimes are being prosecuted to the full extent that the law allows, their victims deserve warmth and compassion. This is true both as a matter of human decency, and as an effective method for facilitating successful prosecutions.

The physical and mental needs for assistance are well documented. Through victim interviews, our prosecutors have learned that trafficking victims are typically lured to this country through false promises of a new job or a husband, which the victims believe will lead to a better life in the United States. Once at their destination, however, trafficking victims are treated like chattel, stripped of their identity and travel papers, and often subjected to extortion and violence. Such victims are traumatized and disoriented, and many suffer post-traumatic stress disorders. In addition, victims of sex trafficking often contract sexually transmitted diseases and, in the process, are literally trafficked to death.

In enacting the TVPA, Congress noted that its primary purposes included not only combating traffickers, but also “protect[ing] their victims.”<sup>8</sup> Congress reaffirmed this

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<sup>8</sup> Congress’ formal findings (TVPA §§ 102(b)(5) - (7)) are particularly noteworthy in accentuating the nature of the victimization. Indeed, Congress

commitment in the Trafficking Victims Protection Reauthorization Act of 2003.<sup>9</sup>

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determined:

Traffickers often transport victims from their home communities to unfamiliar destinations, including foreign countries away from family and friends, religious institutions, and other sources of protection and support, leaving the victims defenseless and vulnerable. Victims are often forced through physical violence to engage in sex acts or perform slavery-like labor. Such force includes rape and other forms of sexual abuse, torture, starvation, imprisonment, threats, psychological abuse, and coercion. Traffickers often make representations to their victims that physical harm may occur to them or others should the victim escape or attempt to escape. Such representations can have the same coercive effects on victims as direct threats to inflict such harm.

<sup>9</sup> *See* Trafficking Victims Protection Reauthorization Act of 2003, Pub. L. 108-193.

In July 2001, in order to implement the TVPA's purposes, the Attorney General promulgated regulations addressing precisely this goal. These regulations mandate actions that federal law enforcement and other federal officials must undertake to ensure that trafficking victims who are willing to cooperate with law enforcement are protected and provided access to the full panoply of benefits offered under the statute. These regulations provide that:

- (a) All victims of severe forms of trafficking in persons must be provided . . . the protections and services outlined in this section in accordance with their status as victims of severe forms of trafficking in persons;
  
- (b) To the extent practicable and allowed by law, alternatives to formal detention of victims of severe forms of trafficking in persons should be considered in every case. . . ;
  
- (c) Victims of severe forms of trafficking in persons in federal custody shall receive necessary medical care and other assistance. This care should include free optional testing for HIV and other sexually transmitted diseases in cases involving sexual assault or trafficking into the sex industry, as well as a counseling session by a medically-trained professional on the accuracy

of such tests and the risk of transmission of sexually transmitted diseases to the victim. Other forms of mental health counseling or social services also may be appropriate to address the trauma associated with trafficking in persons; [and]

- (d) Federal officials are responsible for arranging for victims to receive reasonable protection from a suspected offender and persons acting in concert with or at the behest of the suspected offender. Federal law enforcement agencies also should protect victims of a severe form of trafficking in persons from harm and intimidation pursuant to section 6 of the Victim and Witness Protection Act of 1982.<sup>10</sup>

Also in keeping with this approach, the Department of Justice has pioneered a victim-centered approach to human trafficking offenses, which enables us both to prosecute its perpetrators while also reaffirming the humanity of its victims.

The Civil Rights Division has developed a careful method for handling victims of human trafficking. The Civil Rights Division's Criminal Section employs a victim witness specialist, who provides guidance regarding victim/witness issues related to federal civil

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<sup>10</sup> 28 C.F.R. § 1100.31

rights crimes, particularly the TVPA, and who ensures that victims of federal civil rights crimes have access to services, as mandated by the Attorney General's Guidelines for Victim and Witness Assistance. She works closely with the Federal Bureau of Investigation, the Bureau of Immigration and Customs Enforcement, and United States Attorneys' Office victim specialists, as well as non-governmental organizations, the Office of Victims of Crime, and the Department of Health and Human Services (HHS), to establish procedures and identify resources to coordinate the provision of victim services under the TVPA, including preparing continued presence applications and seeking HHS certification, to permit victims to receive federally-funded or administered benefits and services to the same extent as refugees. In addition, she provides assistance, information and training to domestic and foreign law enforcement officials and non-governmental organizations on human trafficking victim issues.

The needs of trafficking victims are substantial from the outset and continue to be resource-intensive throughout an investigation and prosecution. The most critical need is housing, followed by access to medical care, legal assistance and interpreter services. When rescued, many victims have only the clothes they are wearing, and even those may be taken into evidence. Thus, the victim must be provided with everything to sustain daily life. Food, clothing, shelter, medical care, counseling, transportation and other services are required to enable them to maintain a secure, stable, and healthy environment. In some instances, victims may also have special needs or cultural requirements (*e.g.*,

hearing-impairment, illiteracy, dietary restrictions, or pregnancy) that necessitate additional services or referrals.

This approach addresses not only victims' needs, but also furthers the law enforcement effort. Victims need time to develop trust and confidence in law enforcement and to feel safe and secure, with their basic needs met, before they are comfortable in telling the truth. Victims are likely to be very vulnerable, physically and emotionally traumatized, disoriented and unfamiliar with the language, and distrustful because they come from countries where law enforcement is feared or they were told by their exploiters they would be deported or jailed. Interviewers need to be sensitive to victims' cultural background and mores and should choose an appropriate unbiased interpreter to facilitate victims' communication with law enforcement.

Ultimately, it is the stated policy of the Department of Justice that individuals who have been subjected to a severe form of trafficking as outlined in the TVPA are victims in every sense of the word. And they must be treated as such.

HHS will certify any adult trafficking victim who is willing to assist in every reasonable way in the investigation and prosecution of severe forms of trafficking in persons, and has either been granted continued presence, or has made a *bona fide* application for a T-

visa.<sup>11</sup> This HHS certification permits the victim to have access to federally-funded or administered benefits and services.

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<sup>11</sup> See TVPA § 107(b)(1). A victim of a severe form of trafficking also may be eligible for a T-visa; Immigration and Nationality Act, §§ 101(a)(15)(T); 214(o). A T-visa enables a trafficking victim to remain in the country for up to three years, after which he or she may apply for permanent residency.

The Department's record of victim protection has been strong. To date, Civil Rights Division prosecutors have helped with the granting of 430 requests for continued presence, so victims can extend their stay in the United States to assist with law enforcement efforts, and also receive certain federal benefits. Overall, the Civil Rights Division and other law enforcement agencies have helped 518 trafficking victims from 34 countries to secure such benefits under the TVPA.<sup>12</sup>

In order to ensure that there is no slippage in our protection of victims, I have formally directed that any declination by a Civil Rights Division Criminal Section attorney to support a trafficking victim's receipt of continued presence or a refusal to provide a law enforcement agency endorsement in support of a victim's T-visa application (Form 914(b)) must be forwarded for approval to the Deputy Assistant Attorney General overseeing trafficking matters.

## **THE FUTURE: A PROACTIVE, COORDINATED FEDERAL, STATE, LOCAL, AND PRIVATE APPROACH**

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<sup>12</sup> The 88 additional individuals reflected in this higher figure include juveniles – who can secure benefits without securing continuing presence; and also some individuals who

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applied directly for a T-visa without first securing continuing presence.

As we go forward, we at the Department of Justice will continue to prosecute vigorously more and more trafficking cases. The most substantial challenge to this effort is the unique situation of trafficking victims compared to the victims of other crimes. Trafficking victims are simply not likely to pick up the telephone and call the FBI or the Department of Justice. Victims of trafficking are fearful. They are disoriented. They are far from their country. They are far from their family. They have no local contacts or friends. They don't speak the language. They are here without documentation. They are not going to call us. We must be aggressive and proactive in seeking out victims and criminal enterprises that victimize them.

To that end, as part of HHS's public awareness campaign to *Rescue and Restore* victims of human trafficking, we have joined HHS in creating state and local Task Forces dedicated specifically to combating human trafficking. These Task Forces encompass joint efforts by federal law enforcement, state and local law enforcement, and non-governmental organizations that take the battle against human trafficking into the dark places where victims are exploited. These collaborative efforts are designed to help establish an improved communication infrastructure regarding human trafficking activities, thereby allowing for more prompt assistance to victims and more proactive investigations of trafficking cases. So far Task Forces have been created in Philadelphia, Atlanta, Phoenix, and Tampa Bay, and we anticipate launching over a dozen by year's end.

The participation of state and local government and law enforcement is critical to the success of these task forces. Local law enforcement officers, in particular, provide the “boots on the ground” in the war against human trafficking. They operate on the streets and in the communities. They are familiar with local leaders, local issues, and local organizations. They often have pre-existing relationships in neighborhoods, and sources of information, that may be useful in this field. Without their participation, our efforts would be severely hampered.

The participation of other federal agencies is likewise critical. We work with the Bureau of Citizenship and Immigration Services to ensure that trafficking victims have a lawful immigration status in the United States and may remain to heal from their victimization and assist law enforcement with cases against their traffickers. We likewise work with the Department of Health and Human Services to obtain access to additional services for these victims, such as medical treatment, screening for sexually transmitted diseases, and emergency food and care. We also work with Department of Labor (DOL) investigators, who are in the workplaces every day, and who are often the first government authorities to witness exploitative conditions. DOL also assists victims through a network of more than 3,600 one-stop career centers nationwide. Finally, we help place the victims with non-governmental organizations, often funded in part by the federal government. Our job is to help these trafficking victims begin to rebuild their lives.

Also central to our successes are the efforts of non-governmental organizations, many of which are able to go where we often cannot: into the communities and places where trafficking thrives, and where its victims suffer. These victims, though often fearful of turning to the government for help, may well turn to a known faith-based or cultural haven. Close cooperation with these groups can help us more effectively fight human trafficking.

Trafficking cases require cooperation among all these groups. Convictions alone cannot provide the necessary shelter or job placement, and these in turn provide the cooperation necessary to effective prosecution.

To further coordination and cooperation, the Civil Rights Division has spearheaded training of federal prosecutors and investigators, as well as non-governmental organizations that work with victims. We have published awareness-raising materials and offered invaluable assistance to victims through the operation of a toll-free complaint line. In addition, we recently hired a Special Counsel for Trafficking Issues to add to our arsenal of expertise and experience in fighting human trafficking. This Special Counsel, who was formerly with the International Justice Mission, pioneered and designed law enforcement intervention and aftercare models for victims of sex trafficking throughout the developing world, including the Philippines, Thailand, Cambodia, India, and West Africa.

In January, the Civil Rights Division conducted one of the Justice Department's largest and most comprehensive ever anti-trafficking training programs at the Department's National Advocacy Center. In attendance at this event were over 150 Federal prosecutors, Federal investigative agents from the FBI and Department of Homeland Security, representatives from the Department of State and Department of Health and Human Services, and non-governmental organizations. The conference covered the full gamut of legal and practical issues confronting those who battle daily to combat this evil crime. Taught by leading experts in the field, the sessions focused on such diverse topics as the latest legal developments, optimal investigative and prosecutorial strategies, proper treatment of and benefits available to victims, and effective use of interpreters. The Department plans to repeat this type of event each year.

In addition to the efforts of the Civil Rights Division, the Office for Victims of Crime, which is located within the Department's Office of Justice Programs (OJP), will soon have awarded nearly \$15 million -- \$10 million in 2003 and \$5 million in 2004 -- to help expand services for victims of human trafficking, to train law enforcement officers to recognize the needs of trafficking victims, and to improve the relationship between law enforcement and service providers as they work together on behalf of trafficking victims. Language and cultural barriers, large numbers of victims, and the severity of the victimization make providing adequate services particularly challenging. One of these grantees, the YMCA of Greater Houston, a faith-based organization with staff and volunteers who are able to

communicate in ten different languages, provides support and counseling to human trafficking victims in connection with anti-trafficking law enforcement investigations.

OJP's National Institute of Justice (NIJ), funded in part by a \$500,000 appropriation under the Service for Trafficking Victims Grant Program, has supported vital research that explored international trafficking in China and the Ukraine, as well as an assessment of the needs of trafficking victims found within the United States. NIJ is also undertaking an in-depth study of several of the Office for Victims of Crime-funded projects to ensure that victims' services are conceptually well-developed and field-tested.

We are also looking to our state partners to assist in this fight. Three states – Texas, Washington, and Florida – have adopted stiff anti-human trafficking statutes. Others are considering the same step, and we applaud their doing so.

We are similarly sharing our expertise with foreign partners in the fight against trafficking. Department of Justice attorneys have provided training and technical advice to law enforcement officials throughout the world. For example, I have traveled to India and the Dominican Republic to discuss human trafficking issues. I also recently discussed our victim assistance efforts in Paris with the French Secretary of State for the Rights of Victims. Other Department attorneys have traveled, for example, to Thailand, Moldova, Estonia, Ukraine, Switzerland, Japan, and South Africa. This work has produced international cooperation and an exchange of valuable law enforcement intelligence.

Finally, as directed by Congress in the fiscal year 2004 Appropriations bill, and consistent with the President's commitment to end human trafficking, the Department will convene a national training conference on domestic trafficking and prostitution on July 15-17, 2004. With the support of many departmental components and several federal partners, and under the personal direction of the Attorney General, the conference will help prepare federal, state, and local law enforcement to work with victim service groups to locate and rescue victims, and investigate and prosecute traffickers. The conference will promote the establishment of sustainable and effective coordination among these sectors and will encourage attendees to begin developing local domestic trafficking response teams made up of federal, state, and local governmental agencies, and non-governmental social service providers.

## **CONCLUSION**

Mr. Chairman, allow me to conclude by recalling President Bush's words before the United Nations. He spoke of "another humanitarian crisis spreading, yet hidden from view." He warned the nations of the inherent "evil in the abuse and exploitation of the most innocent and vulnerable[,] the victims of sex trade [who] see little of life before they see the very worst of life – an underground of brutality and lonely fear." And, he

charged us with eradicating this ancient evil:

We must show new energy in fighting back an old evil. Nearly two centuries after the abolition of the transatlantic slave trade, and more than a century after slavery was officially ended in its last strongholds, the trade in human beings for any purpose must not be allowed to thrive in our time.<sup>13</sup>

Return with me one last time to that small room, with that small bed, with the teddy bear and the paper towels, where a small girl became a sex slave 30 times a day. That is our mission, as given to us by our President, to make sure that no one need ever return there again.

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<sup>13</sup> President George W. Bush, Address to the General Assembly of the United Nations, New York (Sept. 23, 2003).