

# BUILDING PARTNERSHIPS TO ERADICATE MODERN-DAY SLAVERY

REPORT OF RECOMMENDATIONS TO THE PRESIDENT

President's Advisory Council on Faith-based and Neighborhood Partnerships April 2013





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TO ERADICATE  
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“Right now, there is a man on a boat, casting the net with his bleeding hands, knowing he deserves a better life, a life of dignity, but does not know whether anybody is paying attention. Right now, there is a woman, hunched over a sewing machine, glancing beyond the bars on the window, knowing if just given the chance, she might someday sell her own wares, but she does not think anybody is paying attention.

Right now, there is a young boy, in a brick factory, covered in dust, hauling his heavy load under a blazing sun, thinking if he could just go to school, he might know a different future, but he does not think anybody is paying attention. Right now, there is a girl, somewhere trapped in a brothel, crying herself to sleep again, and maybe daring to imagine that someday, just maybe, she might be treated not like a piece of property, but as a human being.

And so our message today, to them, is—to the millions around the world—we see you. We hear you. We insist on your dignity.

And we share your belief that if just given the chance, you will forge a life equal to your talents and worthy of your dreams.

Our fight against human trafficking is one of the great human rights causes of our time, and the United States will continue to lead it—in partnership with you.”

- **President Barack Obama,**  
Clinton Global Initiative,  
September 25th, 2012





## ACKNOWLEDGMENTS

The members of the President's Advisory Council on Faith-based and Neighborhood Partnerships would like to thank all the modern-day abolitionists and leaders of the anti-trafficking movement for their courageous work.

In particular, we would like to thank the following organizations that generously gave of their staff time to advise us as we produced this report: Courtney's House, GEMS: Girls Educational & Mentoring Services, Humanity United, International Justice Mission, Made In A Free World, Polaris Project, Safe Horizon, T'ruah (formerly Rabbis for Human Rights North America), Verité, and World Relief.

We want to acknowledge the important work being done inside the Obama Administration to counter modern-day slavery at all levels, including in the White House, the U.S. Department of Health and Human Services, U.S. Department of Homeland Security, U.S. Department of Justice, U.S. Department of Labor, U.S. Department of Transportation, U.S. Department of State, and the U.S. Agency for International Development (USAID).

We thank the staff of the White House Office and Federal Centers for Faith-based and Neighborhood Partnerships for their leadership and support of the Council and our work.

We express our tremendous gratitude to Mara Vanderslice Kelly, Council Coordinator, and Ben O'Dell, Designated Federal Officer, for their support of the Council.



## ABOUT THE COUNCIL

The President’s Advisory Council on Faith-based and Neighborhood Partnerships brings together leaders and experts in fields related to the work of faith-based and neighborhood organizations in order to make recommendations to government on how to improve partnerships. The Council is charged with:

- Identifying best practices and successful modes of delivering social services;
- Evaluating the need for improvements in the implementation and coordination of public policies relating to faith-based and neighborhood organizations; and
- Making recommendations to the President and the Administration on changes in policies, programs, and practices.

The Council, after conducting its research, reviews, and deliberation, submits a written report of its recommendations to the President.

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## INTRODUCTION

There are more slaves in the world today than at any other point in human history, with an estimated 21 million in bondage across the globe.<sup>1</sup> Every 30 seconds another person becomes a victim of human trafficking. Trafficking in persons, or modern-day slavery, mars every corner of the globe and manifests itself in a debasement of our common humanity that is completely at odds with religious and ethical teachings alike. This heinous crime robs tens of millions of people of their basic freedom and dignity. Victims of modern-day slavery include U.S. citizens and foreign nationals, children and adults, who are trapped in forced labor and commercial sexual exploitation, with little hope of escape.

Trafficking in persons is estimated to be one of the top-grossing criminal industries in the world, with traffickers profiting an estimated \$32 billion every year.<sup>2</sup> The extraordinary reach of this crime is shocking—with cases reported in virtually every country in the world, including in all 50 U.S. states and the District of Columbia and U.S. territories and insular areas.

As President Obama said in his landmark speech to the Clinton Global Initiative in September 2012:

*“It ought to concern every community, because it tears at our social fabric. It ought to concern every business, because it distorts markets. It ought to concern every nation, because it endangers public health and fuels violence and organized crime. I’m talking about the injustice, the outrage, of human trafficking, which must be called by its true name —modern slavery.”*

This report is a call to action for our government to partner with all parts of the American citizenry, including philanthropic organizations, the business community, institutions of higher education, and the non-profit sector, both religious and secular, to eradicate modern-day slavery. Our country’s leadership is urgently needed to fight this heinous crime.

<sup>1</sup> International Labor Organization, “ILO 2012 Global Estimate of Forced Labor,” [http://www.ilo.org/sapfl/Informationresources/ILOPublications/WCMS\\_181953/lang--en/index.htm](http://www.ilo.org/sapfl/Informationresources/ILOPublications/WCMS_181953/lang--en/index.htm)

<sup>2</sup> International Labor Organization, “New ILO Report: A Global Alliance Against Forced Labor,” [http://www.ilo.org/global/publications/magazines-and-journals/world-of-work-magazine/articles/WCMS\\_081360/lang--en/index.htm](http://www.ilo.org/global/publications/magazines-and-journals/world-of-work-magazine/articles/WCMS_081360/lang--en/index.htm)



## WHAT IS HUMAN TRAFFICKING?

Modern-day slavery, also referred to as “trafficking in persons,” or “human trafficking,” describes the act of recruiting, harboring, transporting, providing, or obtaining a person for compelled labor or commercial sex acts through the use of force, fraud, or coercion. The Trafficking Victims Protection Act (TVPA) of 2000 (Pub. L. 106-386), as amended, describes this compelled service using a number of different terms, including “involuntary servitude,” “slavery,” “debt bondage,” and “forced labor.”

Human trafficking can include but does not require movement. Under the TVPA, people may be considered trafficking victims regardless of whether they were transported to the exploitative situation, previously consented to work for a trafficker, or participated in a crime as a direct result of being trafficked. At the heart of this phenomenon are the traffickers’ aim to exploit and enslave their victims and the myriad of coercive and deceptive practices they use to do so.

## FACE OF HUMAN TRAFFICKING AROUND THE WORLD AND HERE AT HOME

**While this fundamental human rights crime exists on a truly unimaginable scale, we must not forget that every number represents a person.**

- A child in Southeast Asia who was forced to dive for fish since he was 5 years old and beaten over the head with oars if he surfaced too quickly. When he makes it to a shelter and is taught to sing “if you’re happy and you know it,” he does not know how to smile.
- A woman in Texas who was forced into prostitution by a group of men who targeted single mothers through their children’s daycare.
- A boy in East Asia who became a child soldier because he could not come up with a \$14 bribe to pay off the police and was sold by them.
- A woman in the Middle East who, despite frequent beatings, held on to her humanity strongly enough that when she was instructed by her traffickers to beat the children she cared for, she refused. Her traffickers poured boiling water over her head, creating wounds that still festered three weeks later.
- A child in Afghanistan who was sold to a family to work as a domestic servant, and when they found him not very useful—at 4 years old—they set him on fire and left him for dead by the side of the road.
- A teenage girl prostituted in New York City who was repeatedly mistaken for a criminal rather than seen as a victim. She was seen this way maybe because she did not look as people expected or was hardened by the torture she had been subjected to, or maybe because nobody found her in time.



There are brothels and fishing fleets where 6-year-old girls and 30-year-old men live their lives in terror. And there are entire systems, equally reliant on the abuse of the powerless and inaction by those in power, that fail the most vulnerable.

People who are trafficked and coerced into sexual and other forced labor are overwhelmingly poor. They are readily exploited by the promise of a better life. Addressing modern-day slavery will require that concerned people of good will around the globe exercise their economic power as citizens, as well as their collective political power, in order to address broader inequities that allow human trafficking to thrive.

Slavery is pernicious and vast; it is a hidden, complex, and often well-organized transnational crime, occurring on an immense scale around the world. It arises out of poverty resulting from war and economic inequities, misplaced motivations for profit and greed, the exercise of malicious power over others, and the desire for immoral pleasure.

**Yet it is not equal to the power of our collective action and resolve.**

## GUIDING PRINCIPLES

There are a number of underlying principles and basic understandings that we heard over and over again from experts and advocates in the anti-trafficking field.

These ideas have helped to guide and structure our thinking and the development of this report:

- The diversity of persons and communities affected by all forms of human trafficking, which, as the U.S. Government recognizes, include labor trafficking, sex trafficking, bonded labor or debt bondage (often among migrant laborers), involuntary domestic servitude, forced child labor, child sex trafficking, and the unlawful recruitment and use of child soldiers. We recognize the victims of modern-day slavery are men, women, and children, who are U.S. citizens and foreign nationals alike. All individuals who are victimized by modern-day slavery deserve our attention.
- Rampant poverty, discrimination, and other structural inequalities create breeding grounds for modern-day slavery, allowing it to develop and thrive.
- Survivors must be engaged as part of the solution. They must be supported in their recovery and included in the movement to end trafficking. Governmental policy and community responses to this crime are strongest when informed and guided by survivor experience and expertise. We need to recognize the humanity of each victim as an individual with hopes and dreams, rather than label a person as an illegal immigrant or prostitute. Survivors teach us that being trafficked is something that happens to you, but it is not who you are.
- Survivors of modern-day slavery should never be treated as criminals. We support the passage of Safe Harbor laws and similar measures to ensure that survivors, both U.S. citizens and foreign nationals, are not imprisoned or otherwise penalized for the crimes committed by their traffickers.
- Human trafficking disproportionately affects communities of color. Including here in the United States, the U.S. Department of Labor estimates that over 77 percent of trafficking victims in the United States are people of color.<sup>3</sup> Therefore, more needs to be done to include and engage communities of color in the fight against human trafficking.
- In many instances traffickers recruit directly from the crisis beds of runaway and homeless youth shelters, as well as areas where foster youth congregate.<sup>4</sup> Foster, runaway and homeless youth – up to 40% of whom are LGBT<sup>5</sup> - are especially at risk in the United States. Effective partnerships with those who serve these youth populations can be essential in preventing the trafficking of young people in our communities.

<sup>3</sup> Bureau of Justice Statistics, “Characteristics of Suspected Human Trafficking Incidents, 2007-2008,” <http://bjs.gov/index.cfm?ty=pbdetail&iid=550>

<sup>4</sup> Congressional Research Service, “Sex Trafficking of Children in the United States: Overview and Issues for Congress,” <http://www.fas.org/spp/crs/misc/R41878.pdf>

<sup>5</sup> The Williams Institute, “Serving Our Youth: The Findings from a National Survey of Services Providers Working with Lesbian, Gay, Bisexual and Transgender Youth Who Are Homeless or at Risk of Becoming Homeless,” <http://williamsinstitute.law.ucla.edu/wp-content/uploads/Durso-Gates-LGBT-Homeless-Youth-Survey-July-2012.pdf>

## GUIDING PRINCIPLES (CONTINUED)

- Combating human trafficking requires funding appropriate to the scale of the crime. Modern-day slavery is one of the greatest human rights atrocities of our time. Traffickers make upwards of \$32 billion in profits every year. Yet our collective response is dramatically under-resourced to combat the scope and scale of the problem. The anti-trafficking field, inside and outside of government, has matured significantly and is ready to absorb an exponential increase of investments needed to combat such a pervasive global evil.
- The demand for commercial sex and the demand for forever cheaper and plentiful consumer goods perpetuates modern-day slavery and must be addressed. As faith and community leaders, we believe we have a particular role in helping to educate members of our communities about what they can do to change this relationship.
- Modern-day slavery is a lucrative business of high profits and low risk. Ultimately, and simply put, there must be a paradigm shift to make this business a low-profit and high-risk operation.





## RECOMMENDATIONS OF THE ADVISORY COUNCIL

We can build on the shared commitment of the Obama Administration, the communities of faith and non-profits we represent, and the courageous work of modern-day abolitionists that lead the anti-trafficking movement to elevate the fight against modern-day slavery. We can build on a shared understanding that our government has an essential role in addressing modern-day slavery.

Already, the Obama Administration has issued an Executive Order strengthening protections against this crime in government contracting. The Administration is also developing a five-year strategic action plan to align efforts across agencies to improve victim services, has formed a public-private partnership to innovate and scale best practices in the delivery of victim services, and has made the fight against modern-day slavery a government-wide priority.

This Council represents many diverse faiths and non-profit networks with connections on the ground in dozens of countries, mutually reinforcing domestic networks, and with investment capital in the billions of dollars. We have immense resources at our disposal and the capacity to create significant and lasting change within the United States and around the world in service of our shared values. And we have only begun to explore the seemingly endless ways to better promote—and protect—freedom.

We know that the possibility of this moment may only realize its full potential if our actions speak louder than our words: if we share more than commitment and move to collaborate in earnest to ensure that every person enjoys full protection and accountability under the law, every product is responsibly sourced, and every survivor is provided with what they need for recovery.

This report lays out 10 recommendations for President Obama and his Administration, in partnership with civil society, to step up our strategic efforts to combat the crime of trafficking in persons. These recommendations focus on what more our government can do to empower and scale the partnerships needed to counter modern-day slavery.

## THE PRESIDENT'S ADVISORY COUNCIL RECOMMENDS THAT:

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**1.**

The Obama Administration lead the effort to elevate and bring to scale the fight against modern-day slavery at home and abroad;

**2.**

The Obama Administration lead the effort to eliminate slave labor in the purchase and consumption of goods and services;

**3.**

The federal government elevate anti-trafficking work at the agency level;

**4.**

The White House convene a National Summit to raise awareness and inspire action to combat modern-day slavery;

**5.**

The Obama Administration develop and announce a National Call to Action for civil society to increase and align efforts to eradicate modern-day slavery;

## 6.

The Obama Administration produce a toolkit on how religious and community-based organizations can learn more about and take steps to join the fight against trafficking;

## 7.

The Obama Administration work with the Ad Council to create a public awareness campaign on how to spot and report signs of trafficking;

## 8.

The Obama Administration designate the National Human Trafficking Resource Center (NHTRC) Hotline as the primary national human trafficking hotline promoted to the public;

## 9.

U.S. Embassies and USAID Missions work with civil society leaders to develop comprehensive strategies to combat human trafficking; and

## 10.

The Corporation for National and Community Service create a pilot partnership to place national service members in Mayors' and Governors' offices to help map and coordinate local responses to human trafficking.

## RECOMMENDATIONS OF THE PRESIDENT'S ADVISORY COUNCIL ON FAITH-BASED AND NEIGHBORHOOD PARTNERSHIPS

### WE RECOMMEND THAT:

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#### **1. THE OBAMA ADMINISTRATION LEAD THE EFFORT TO ELEVATE AND BRING TO SCALE THE FIGHT AGAINST MODERN-DAY SLAVERY AT HOME AND ABROAD.**

We applaud President Obama and the White House for elevating the issue of modern-day slavery, particularly in the President's landmark address at the Clinton Global Initiative in September 2012. We believe that the President and the Obama Administration are well placed to provide leadership in scaling the anti-trafficking movement and partnerships to the size necessary to combat the scope and reach of this atrocity.

Since the passage of the Trafficking Victim Protection Act (TVPA) in 2000, awareness of the scope of the problem has increased and more victims have been identified, yet new funding for anti-trafficking efforts has remained relatively stagnant.<sup>6</sup> It is the clear consensus of anti-trafficking leaders in the field that more can be done to combat the scope and scale of the problem of modern-day slavery.

With an understanding of the current fiscal environment, we recommend that the Administration commission a comprehensive study to better understand what levels of funding, services and programs are necessary to effectively counter trafficking in persons, both domestically and internationally, so that funding decisions can be driven by need, rather than existing levels.

In order to effectively understand what is required to grow the sector, we must know more about what resources and services are required to identify and rescue victims, arrest and prosecute criminals, and provide after-care and services for survivors of modern-day slavery worldwide. To our knowledge, no such study or analysis has been conducted either inside or outside of government. Such a study could make a significant contribution to the field by helping to determine the resources, services and programs required to effectively counter modern-day slavery.

Furthermore, we recommend that the Administration and the White House convene private philanthropy, business, other governments, and global civil society to discuss ways to dramatically increase the resources, services and programs committed to the fight against modern-day slavery based on the determined need.

We can imagine the creation of a Global Fund to Eradicate Modern-day Slavery inspired by the success of the Global Fund to Fight AIDS, Tuberculosis and Malaria. The study referenced above could play a critical role in providing analytics, benchmarks, and funding recommendations to align key philanthropic organizations, religious and secular non-profits, and governments to join this effort to dramatically scale our shared commitments to eradicate modern-day slavery.

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<sup>6</sup> "Trafficking in Persons: U.S. Policy and Issues for Congress," Congressional Research Services, December 7, 2012

## A Global Fund to Eradicate Modern-day Slavery

The global effort to fight HIV/AIDS over the past 10 years provides a relevant example of what it looks like to effectively scale a response to an international public problem. By 1999, AIDS was the fourth greatest killer worldwide and the leading cause of death in Africa.<sup>7</sup> Recognizing the scope of this problem, the international community developed a strategic approach to combating the HIV/AIDS crisis.

Critical to this effort was the establishment of measurable goals and funding targets, created by the World Health Organization, which focused the collective will on cutting tuberculosis and malaria mortality by 50 percent, and HIV infection by 25 percent, at a cost of \$25 billion over five years.<sup>8</sup>

With a clearer sense of what it would take to achieve success, the United States paved the way for a significant global response by committing billions of dollars to fight the spread of HIV/AIDS. In 2003, President Bush signed the President's Emergency Plan for AIDS Relief (PEPFAR), an unprecedented five-year, \$15 billion effort designed to scale the international response to the global HIV/AIDS crisis. PEPFAR initiated a seven-fold increase in U.S. funding in the fight against HIV/AIDS and contributed to a major collective response from the international community.<sup>9</sup>

In the years following, leaders from across the globe worked together through the Global Fund to Fight AIDS, Tuberculosis and Malaria to marshal billions of public and private sector dollars toward the crisis.<sup>10</sup> As a result of the work of the Global Fund, PEPFAR, and other relief work, the number of AIDS-related deaths worldwide has dropped by hundreds of thousands, and millions of HIV/AIDS-infected individuals are receiving anti-retroviral treatment.

As we consider what it will take to adequately scale the international response to eradicating modern-day slavery, there are important lessons to be learned from the response to the global HIV/AIDS crisis. First, establishing measurable goals and funding targets can help mobilize actors around common goals and streamline efforts in critical ways. Second, the HIV/AIDS example shows that much is to be gained from U.S. leadership.

By committing additional resources to anti-trafficking efforts, using its convening power to draw attention to the issue, and pushing for increased international investment through a Global Fund to Eradicate Modern-day Slavery, the U.S. Government, we believe, can and should play a key leadership role as this issue gains prominence on the world stage.

<sup>7</sup> AIDS.gov, "A Timeline of AIDS," <http://aids.gov/hiv-aids-basics/hiv-aids-101/aids-timeline/>

<sup>8</sup> Associated Press, "UN: Disease Plan Will Cost \$25B," <http://www1.aegis.org/news/ap/2000/AP000728.html>

<sup>9</sup> Congressional Research Service, "The President's Emergency Plan for AIDS Relief (PEPFAR): Funding Issues After a Decade of Implementation, FY2004-2013," <http://www.fas.org/sgp/crs/misc/R42776.pdf>

<sup>10</sup> The Global Fund to Fight AIDS, Tuberculosis and Malaria, "Who We Are," <http://www.theglobalfund.org/en/about/whoweare/>



## WE RECOMMEND THAT:

### 2. THE OBAMA ADMINISTRATION LEAD THE EFFORT TO ELIMINATE SLAVE LABOR IN THE PURCHASE AND CONSUMPTION OF GOODS AND SERVICES.

We may not see it, but slavery touches each of our lives every single day. Whether it is the clothes we wear, the coffee we drink, the smart phones we use to communicate, or the food we put on our tables, most Americans do not know that many of the products they use or consume every day have been produced with trafficked or slave labor.

The U.S. Department of Labor has documented hundreds of different goods and raw materials, from cotton to silver and gold, from palm oil to harvested wheat and much more, that are produced with slave labor.<sup>11</sup>

Every member of our Council and an increasing number of Americans are asking: where can I find and purchase goods that are not produced with slave labor? Is there a way to identify companies that have eliminated slavery in their supply chains?

The short answer is no. Not yet.

The issue of labor trafficking has been one of the most complex and vexing identified in this report. Because of the complexity of the global economy and the size of the supply chains that companies use to produce goods, it is a challenge to track where and how slave labor occurs in the production of the everyday items and services.

There have been some promising efforts from those inside and outside the private sector to increase awareness and respond to the rampant problem of slave labor around the world. We have detailed some of the best examples in the side panel here.

We celebrate and applaud these efforts. However, because of the complexity and scale of the problem of slave labor, we believe there the federal government needs to lay out clear and fair guidelines for companies to monitor for and eliminate slavery in their supply chains and labor recruitment.

With President Obama's release of the Executive Order to eliminate human trafficking in federal contracting, the U.S. Government will become a worldwide leader in taking steps to eliminate modern-day slavery from its own contracting and procurement practices. We applaud the Obama Administration for this bold step and encourage the Administration to robustly implement the Order.

<sup>11</sup> U.S. Department of Labor, "The Department of Labor's List of Goods Produced by Child Labor or Forced Labor," <http://www.dol.gov/ilab/programs/ocft/pdf/2009tvpra.pdf>



As the Administration implements the Executive Order, we recommend building on that existing effort and bold commitment in the following ways:

1. Use the opportunity of implementation of the Executive Order to create a set of standards that companies, including those not currently contracting with the federal government, can use to measure themselves against and track progress in evaluating, monitoring, and ultimately eliminating forced labor from their supply chains and workforces;
2. Encourage companies that help verify business practices in related fields—whether environment, health and safety, or other labor standards—to include the Executive Order anti-slavery standards in their trainings and certifications; and
3. Promote these standards and certifications to the business community and the general public so that robust anti-trafficking compliance becomes just as important as adherence to anti-corruption rules or environmental standards.

All of these activities are necessary predicates to an ultimate goal: a way for consumers to be able to make informed purchasing decisions in the fight against modern-day slavery.

The U.S. Government has had good success with creating and promoting standards, such as the USDA Organic label or ENERGY STAR label, both developed and promoted by the government in collaboration with for-profit and non-profit leaders in the field. In each case, the government label of certification became a trusted brand and indicator in the field. Consumer demand for organics has shown double-digit growth for more than a decade,<sup>12</sup> and market share has grown 163 percent since the label launched in 2002.<sup>13</sup> After 20 years of hard work, the ENERGY STAR label has become one of the most recognized brands in the market today.

As faith and community leaders, representing tens of millions of Americans, we want a similar label, one that tells us that the people who make our goods are not trapped in slave labor. We know that pursuing this is far more complicated than testing energy efficiency or pesticide residue, but we believe it is a worthy goal.

If we are going to move toward a world free of slavery, the full resources, scale, expertise, and convening power of the federal government must be leveraged to build consensus around and promote standards for companies to eliminate slave labor.

<sup>12</sup> U.S. Department of Agriculture, “USDA Accomplishments 2009-2012: Organic Agriculture,” <http://www.usda.gov/documents/Results-Organic-Agriculture.pdf>

<sup>13</sup> Organic Trade Association, “U.S. Organic Industry Overview,” <http://www.ota.com/pics/documents/2011OrganicIndustrySurvey.pdf>



## EFFORTS TO COMBAT SLAVERY IN OUR FOOD AND PRODUCTS

One of the most successful and innovative programs we researched is the **Fair Food Program**, developed by the Coalition of Immokalee Workers (CIW) and promoted in partnerships with T’ruah (formerly Rabbis for Human Rights North America) and the International Justice Mission, among others.

Slavery and other human rights abuses are an ongoing threat in U.S. tomato fields. Chief Assistant U.S. Attorney Douglas Molloy once called Florida’s tomato fields “ground zero” for modern-day slavery in the United States. Over the past 15 years, seven cases of forced labor slavery have been successfully prosecuted, resulting in more than 1,000 people freed from slavery in U.S. tomato fields.<sup>14</sup>

The Fair Food program, developed by tomato pickers themselves through CIW, establishes a zero tolerance policy for slavery, child labor, and serious sexual abuse on Florida’s tomato farms. Companies that join the Fair Food Program agree to pay a small price increase for fairly harvested tomatoes (1.5 cents more per pound) and promise to shift purchases to the Florida tomato growers who abide by these higher standards—and away from those who will not. Major fast food companies, like McDonalds and Subway, and supermarket chains Whole Foods and Trader Joe’s have already endorsed the Fair Food Program.

**Made In A Free World**, a non-profit organization working to end the system of slavery, partnered with the State Department to create SlaveryFootprint.org, an award-winning online platform that allows consumers to visualize their connection to modern-day slavery. Asking questions about your lifestyle, the site uses a complex algorithm to tell you how many slaves are responsible for the products you enjoy daily. The website provides a way for consumers to raise their collective voice to engage with companies and create the demand for products that are “made in a free world.” Millions of individuals from nearly every country in the world have signed on.

Made In A Free World is building a business community where success is not measured simply by compliance, but rather by engagement. They define engagement as gaining a firm understanding of an enterprise’s impact on global markets. Made In A Free World is working with companies to develop realistic and executable plans to mitigate the risks of those impacts.

As the Obama Administration seeks to implement the Executive Order to prevent slavery in government contracts and procurement, we encourage the Administration to look at the success of efforts like the Fair Food Program and Made In A Free World to inform their work.

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<sup>14</sup> International Justice Mission. “Recipe for Change.” IJM.org. <http://www.ijm.org/recipe-for-change>

## WE RECOMMEND THAT:

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### 3. THE FEDERAL GOVERNMENT ELEVATE ANTI-TRAFFICKING WORK AT THE AGENCY LEVEL.

As the Administration seeks to expand its work to counter human trafficking and faith-based and community organizations continue to step up their efforts, we recommend that the Administration make a number of structural changes to improve its effectiveness and capacity for partnership development.

#### **Create a full Office at the U.S. Department of Health and Human Services (HHS) to Counter Trafficking in Persons.**

There is perhaps no other domestic agency that has the reach and potential to impact domestic human trafficking more than the U.S. Department of Health and Human Services (HHS). Its extensive reach around the country through social service provision, child welfare programs, and basic health care access put it on the frontlines of identifying and serving victims of human trafficking.

Currently, dedicated funds for anti-trafficking work are distributed by the Office of Refugee Resettlement (ORR)<sup>15</sup> and primarily targeted at assistance for foreign national victims of human trafficking. Government and public understanding about individuals and

communities affected by human trafficking has developed over the years, recognizing the diversity of exploitation that also victimizes U.S. citizens and legal permanent residents. HHS leaders are recognizing this new understanding and are working to ensure that interventions and services are available to serve both foreign and domestic victims of human trafficking across multiple offices. These interventions and services include runaway and homeless youth programs, the child welfare system, domestic violence programs, and public health systems. We expect that the federal government's five-year strategic action plan for services for victims of human trafficking will also demonstrate this understanding and inclusive approach.

A full-fledged, stand-alone Office to Counter Trafficking in Persons at HHS would create the capacity to coordinate an agency-wide response across sectors inside and outside the agency.

#### **Elevate the U.S. Department of State's Office to Monitor and Combat Trafficking in Persons (J/TIP) to a Bureau to increase its ability to lead the global effort to end modern-day slavery.**

The Council appreciates and acknowledges not only the diplomacy and monitoring carried out by J/TIP, but the level of expertise and innovation the Office brings to the anti-trafficking movement.

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<sup>15</sup> Administration for Children and Families, HHS, "Anti-Trafficking in Persons," <http://www.acf.hhs.gov/programs/orr/programs/anti-trafficking>

Congress created this Office in 2000 to focus U.S. Government efforts to eradicate slavery worldwide. Since that time, the Office has become the center of our government’s anti-slavery diplomacy, grant-making, and interagency collaboration. Its annual Trafficking in Persons Report is an inestimable resource in the global campaign to end slavery. The tier ranking process outlined in the report has been effective in encouraging governments to address specific gaps and infirmities in their responses to slavery and trafficking. As a consequence, overall global efforts to counter the crime have greatly increased.<sup>16</sup>

In addition to its international responsibilities, J/TIP is congressionally mandated to coordinate the interagency process to counter trafficking in persons through the President’s Interagency Task Force and the Senior Policy Operating Group. Sustaining and building on the focus brought to this issue by the President’s speech last September, interagency coordination is critical to ensuring the announced deliverables continue to advance the work. That said, the diplomatic heft and analytical strength within the Trafficking in Persons Report requires an organizational designation reflecting the priority placed on this issue by both the Secretary of State and the President.

Beyond its statutory mandate, the Office—as well as its leadership—has emerged as a vital leader in the anti-trafficking movement. J/TIP plays a critical role in forging partnerships and promoting innovations that are taking the work to end trafficking to a new level. J/TIP’s convening power—across government, within civil society, and in the private sector and faith community—is helping ensure that anti-trafficking efforts are more collaborative and resources are used more effectively.

This is a record of success. But under the right circumstances, J/TIP could accomplish even more.

Anti-slavery organizations such as the International Justice Mission (IJM) see evidence on the ground of the importance of strong U.S. diplomacy on trafficking. In the case of both Cambodia and the Philippines, for example, IJM has experienced much greater cooperation from police and other government officials in rescuing children from prostitution and apprehending perpetrators when the U.S. Government, including J/TIP, the U.S. Embassy, and the regional Bureau are aligned.

This Council believes that it is vitally important that the State Department’s J/TIP be elevated to a State Department Bureau, on equal footing with the Regional Bureaus and other priority issues for this Administration. Making J/TIP a Bureau would improve collaboration with the Regional Bureaus, Embassies, and international interlocutors. Indeed there is a precedent for such a change in designation. The Quadrennial Development and Diplomacy Review evaluated the priorities of the Administration and associated resources/organizational structures within USAID and the U.S. Department of State and suggested the creation of four new Bureaus, including the elevation of some Offices to Bureaus.<sup>17</sup> Such a designation would not have any budgetary implications, while greatly improving the organizational support for our common mission.

Slaves and trafficking victims, by definition, are the most powerless individuals on earth. The State Department Office to Monitor and Combat Trafficking in Persons is one of the only locales within government that speaks for them. From the perspective of the anti-slavery organizations working in the field, making J/TIP a Bureau would give its leaders a seat at the table where the most important diplomatic decisions are being made.

<sup>16</sup> Office to Monitor and Combat Trafficking in Persons, U.S. Department of State, “Trafficking in Persons Report,” <http://www.state.gov/j/tip/rls/tiprpt/index.htm>

<sup>17</sup> U.S. Department of State, “The First Quadrennial Diplomacy and Development Review: Leading Through Civilian Power,” <http://www.state.gov/s/dmr/qddr/index.htm>

## WE RECOMMEND THAT:



### 4. THE WHITE HOUSE CONVENE A NATIONAL SUMMIT TO RAISE AWARENESS AND INSPIRE ACTION TO COMBAT MODERN-DAY SLAVERY.

The Advisory Council recommends that the White House, coordinated with the White House Office of Faith-based and Neighborhood Partnerships, hold a national Summit for faith and community leaders, alongside business and philanthropic leaders, to enhance their work to counter human trafficking. At a time when so many political issues polarize our nation, this is an issue that can bring us together and make a difference. Through the White House, the Summit can give voice and hope to the more than 21 million modern-day slaves who cannot convene advocates on their own behalf.

Many faith-based and secular non-profits have been at the forefront of combating modern-day slavery. However, these efforts have not always been well coordinated, and many religious and non-religious communities remain unaware of the impact and scope of human trafficking. As national religious and non-profit leaders, many of us were surprised to learn about the extent and devastating impact of modern-day slavery, particularly in our own country.

More needs to be done to raise awareness about what can be done individually and collectively to make a difference. The Summit would help raise awareness in religious, philanthropic, academic,

“ But for all the progress that we’ve made, the bitter truth is that trafficking also goes on right here, in the United States. It’s the migrant worker unable to pay off the debt to his trafficker. The man, lured here with the promise of a job, his documents then taken, and forced to work endless hours in a kitchen. The teenage girl, beaten, forced to walk the streets. This should not be happening in the United States of America.”

- President Obama, September 2012

business, and government sectors as well as provide a platform to share best practices and to generate meaningful action.

The White House has an extraordinarily powerful platform to convene diverse communities and call them to action. This would be an excellent opportunity to follow up on the commitments made in President Obama’s speech at the Clinton Global Initiative in September 2012.

## WE RECOMMEND THAT:

## 5. THE OBAMA ADMINISTRATION DEVELOP AND ANNOUNCE A NATIONAL CALL TO ACTION FOR CIVIL SOCIETY TO INCREASE AND ALIGN EFFORTS TO ERADICATE MODERN-DAY SLAVERY.

We recommend that the Administration work with the President's Advisory Council on Faith-based and Neighborhood Partnerships to develop a National Call to Action for religious denominations, congregations, and community organizations to combat trafficking.

This National Call to Action would be launched at the White House convening described above. Council members would invite diverse national non-profit and religious organizations to join the Call to Action.

The Call to Action would ask faith-based and community organizations to commit to the following:

- **Raise public awareness;**
- Educate and publicize **how to spot** and report **signs of trafficking** to the NHTRC Hotline;
- **Use denominational and organizational purchasing strength** to demand slave-free supply chains, through campaigns such as Made in a Free World and the Fair Food campaign;
- Promote ways **local congregations, non-governmental organizations (NGOs), and families can use purchasing power** to demand slave-free supply chains, including taking their Slavery Footprint and joining efforts such as the Fair Food campaign;
- Share best practices on how local congregations and NGOs can partner to **fill the gap in support services for survivors**, including housing, legal resources, medical care, job training, mental health counseling, food, and moral and spiritual support, as appropriate;
- **Galvanize talent within communities and congregations**, particularly law enforcement, lawyers, health care professionals, business leaders, and other relevant professionals, to engage in action, raising awareness, enforcing laws, and providing services;
- **Set up trainings from organizations that are survivor centered** on how to be sensitive and non-judgmental in the work to support survivors;
- **Support broad training of religious and non-profit networks around the world**, such as missionaries and international religious leaders, pastors, youth group leaders, social service providers, and others;
- Demonstrate how faith-based and community groups can **curb demand for commercial sex** in their communities and congregations; and
- Advocate the promotion of state and local **anti-trafficking laws, including Safe Harbor legislation.**



## WE RECOMMEND THAT:

### 6. THE OBAMA ADMINISTRATION PRODUCE A TOOLKIT ON HOW RELIGIOUS AND COMMUNITY-BASED ORGANIZATIONS CAN LEARN MORE ABOUT AND TAKE STEPS TO JOIN THE FIGHT AGAINST TRAFFICKING.

Many government agencies and programs work to prevent and to counter human trafficking. In order to better understand these federal resources and how outside organizations can partner with government agencies, we recommend that the federal Centers for Faith-based and Neighborhood Partnerships create a toolkit for faith-based and secular organizations that would provide helpful information on how to partner with existing government initiatives in this space.

The goals of the toolkit should include but not be limited to:

- Raising awareness on how to spot and respond to signs of trafficking;
- Sharing information about the National Human Trafficking Hotline number to increase awareness of how to spot signs of trafficking and identify more victims; and
- Increasing support from the public to get involved in the work to end human trafficking, through curbing demand for commercial sex and by demanding slave-free supply chains for purchase of goods.

Most important, there must be a place and space where resources are brought together so that they are easily accessible to a variety of users. Any resources created should be in multiple languages and available online. We also encourage the Centers, as they create these resources, to consider using social media, “apps” for smart phones, and other innovative ways to share the information with the public.

## WE RECOMMEND THAT:

### 7. THE OBAMA ADMINISTRATION WORK WITH THE AD COUNCIL TO CREATE A PUBLIC AWARENESS CAMPAIGN ON HOW TO SPOT AND REPORT SIGNS OF TRAFFICKING.

The Council was struck by the lack of public awareness about the true nature and breadth of human trafficking, particularly the prevalence of human trafficking here in the United States.

We will not make progress in identifying and rescuing victims, raising funds, and engendering the political and public will to stop this evil until more people understand the issue. Raising public awareness is thus a key and primary priority for the success of this work.

Therefore, the Council recommends that the Obama Administration invest in a partnership with the Ad Council, drawing on high-quality public opinion data, to build a campaign to raise awareness about the issue.

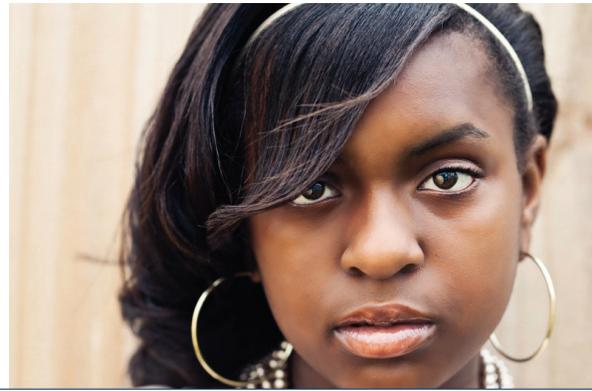
The Ad Council has a strong track record of helping to frame issues in a way that is easily accessible to the public.<sup>18</sup> Therefore, we recommend the development of an Ad Council campaign, which includes:

- Raising awareness on how to spot and respond to signs of trafficking;
- Informing the public about the National Human Trafficking Hotline number to report signs of trafficking and identify more victims;
- Sharing persuasive stories and information that will inspire the political and public will to increase funding and action; and
- Identifying practical steps the public can take to get involved in the work to end human trafficking, through curbing demand for commercial sex and by demanding slave-free supply chains for purchase of goods.

We understand that U.S. Government funding in this field is already limited, but on the basis of the broad impact greater awareness could create, we feel that the modest investment in an Ad Council campaign would be worth the long-term potential benefits.

<sup>18</sup> The Ad Council, "Impact," <http://www.adcouncil.org/Impact>

## WE RECOMMEND THAT:



### 8. THE OBAMA ADMINISTRATION DESIGNATE THE NATIONAL HUMAN TRAFFICKING RESOURCE CENTER (NHTRC) HOTLINE AS THE PRIMARY NATIONAL HUMAN TRAFFICKING HOTLINE PROMOTED TO THE PUBLIC.

We now know that widely agreed-upon and nationally recognized hotlines have proved to be important features of successful social service fields built around victims of particular crimes.

The National Domestic Violence Hotline and the hotline operated by the National Center for Missing and Exploited Children (NCMEC) are useful examples of how centralized national hotlines play vital roles as hubs of accurate information and efficient individualized case response. NGOs operate these hotlines on a 24/7 basis to build trust with callers. They are also acknowledged to be the primary national hotlines for their respective fields.

We recommend that the HHS-funded NHTRC Hotline be selected to play this role for the anti-trafficking field. We believe that it is essential for the hotline to continue to be operated by an NGO so that community members do not view the hotline as an arm of the U.S. Government. Often victims are afraid to call if they suspect there will be legal consequences, despite the longing for help.

Throughout the work of the Council, we have learned that there are currently multiple national hotlines on the issue of trafficking. This number of hotlines is confusing for average community members, and for faith and community groups wishing to promote a hotline as a resource.

There are several important advantages of a widely agreed-upon and universally recognized single national number. First, community members and trafficking victims need to learn only one number. Second, a single number consolidates incoming data that will provide better information about criminal patterns and trends without potential for duplication or “double counting.” Third, a single national hotline number helps ensure consistent customer service.

Last, hotlines are often highly dependent on a sophisticated referral process to regional, state, and local stakeholders in the field through a “hub and spoke” model. One single national hotline enables these referral relationships to be built and cultivated over a period of years, instead of local NGOs and law enforcement having to maintain relationships with multiple hotlines.



We further recommend that the Administration robustly implement the mandate added to the recently reauthorized TVPA to “make reasonable efforts to distribute information to enable all relevant Federal Government agencies to publicize the National Human Trafficking Resource Center Hotline on their websites, in all headquarters offices, and in all field offices throughout the United States.”<sup>19</sup> We also recommend that the Administration work with faith-based and neighborhood organizations to create awareness about the hotline number as well as information about how and when to use it.

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<sup>19</sup> U.S. Congress. Senate. *Violence Against Women Reauthorization Act of 2013*, S 47, 113th Cong., 1st sess.

## WE RECOMMEND THAT:



### 9. U.S. EMBASSIES AND USAID MISSIONS WORK WITH CIVIL SOCIETY LEADERS TO DEVELOP COMPREHENSIVE STRATEGIES TO COMBAT HUMAN TRAFFICKING.

Our U.S. Ambassadors, Embassies, and USAID Mission Directors can play a huge leadership role in elevating the importance of the fight against human trafficking around the world.

We know that many faith-based and community organizations have partnered effectively with U.S. Embassies and USAID Missions to achieve greater results. But in many cases, prominent civil society and religious leaders have not been systematically engaged by American leadership on ways to partner in the fight against human trafficking. As this issue has become a priority for President Obama and Secretary of State Kerry, we recommend that the U.S. senior diplomatic and development staff play a larger leadership role in fighting modern-day slavery in the countries where they are working.

We recommend U.S. Embassies and USAID Missions work with civil society to develop comprehensive countrywide strategies to raise awareness and counter human trafficking.

Our Embassies and USAID Missions can play a prominent role as conveners and collaborators, bringing together or joining existing collaborations of non-profit and faith leaders. They can help elevate and align the work already being done to combat human trafficking and help coordinate all U.S. Government efforts within their borders.

## WE RECOMMEND THAT:

### 10. THE CORPORATION FOR NATIONAL AND COMMUNITY SERVICE (CNCS) CREATE A PILOT PARTNERSHIP TO PLACE NATIONAL SERVICE MEMBERS IN MAYORS' AND GOVERNORS' OFFICES TO HELP MAP AND COORDINATE LOCAL RESPONSES TO HUMAN TRAFFICKING.

Faith-based and community non-profits are on the frontlines of serving those most in need in communities and neighborhoods around the country where acts of trafficking are taking place. Often their resources need to be coordinated at the local level.

National service members, such as AmeriCorps State and National and AmeriCorps VISTA members, can be the critical human capital infusion and connecting points for communities to create local solutions for anti-trafficking efforts. AmeriCorps State and National members provide direct services and could directly interact with survivors and service providers. AmeriCorps VISTA members build capacity, identify existing resources, and develop new programs to meet a wide range of human needs.

There are active networks of anti-trafficking coalitions and organizations in cities across the country. But they are not always coordinated with one another or may not have the capacity to marshal the vast resources of the non-profits,

community groups, and houses of worship in their cities. Mayor's offices could play a pivotal role in local areas in the fight against trafficking because they not only oversee the work of law enforcement in their towns and counties, but also have important convening power at the local level.

Governors, on the other hand, have an equally important role to play in combating trafficking at the local level. Social service areas that are most directly connected to the fight against trafficking, such as runaway and homeless youth programs, the foster care system, and health and welfare services, are often operated at the state, not city, level. Therefore, placing VISTA members in Governors' offices to help align the state-level social service infrastructure to fill gaps would be ideal.

That is why we recommend that the White House and CNCS develop partnerships with Mayors and Governors who want to take a leadership role in tackling trafficking in their communities. In collaboration with other federal agencies, partnerships would be made available with the VISTA program through CNCS to accomplish the following: place VISTA members in interested Mayors' and Governors' offices to map the existing anti-trafficking work taking place in their communities, identify the resources and gaps, and then work to invite local non-profits and houses of worship to fill the need. Additionally, AmeriCorps State and National members could be placed within existing networks to expand direct services.

CNCS should partner with other agencies at the federal level on these efforts to tap current funding streams dedicated to meet human needs in a strategically focused and cost-efficient way to serve this population. Federal partnerships also ensure that the expertise on service delivery of cabinet-level agencies is leveraged in designing interventions and measuring success.

Ideally, VISTA and AmeriCorps State and National members would be coordinated and trained through a partnership with a national non-profit that has expertise in trafficking.



## CONCLUSION

### **Modern-day slavery is one of the greatest human rights atrocities of our time.**

The scale and cruelty of this crime is truly unimaginable. Trafficking in persons violates the core tenets of every major religion and basic precept of civilized society. It risks economies and security, our environment and the well being of future generations. Most importantly, it is morally wrong.

As Americans, we are defined by the fundamental belief, as enshrined in the Declaration of Independence, that every life has dignity and every person should be guaranteed “life, liberty and the pursuit of happiness.”

As President Lincoln so famously said, “if slavery is not wrong, then nothing is wrong.”

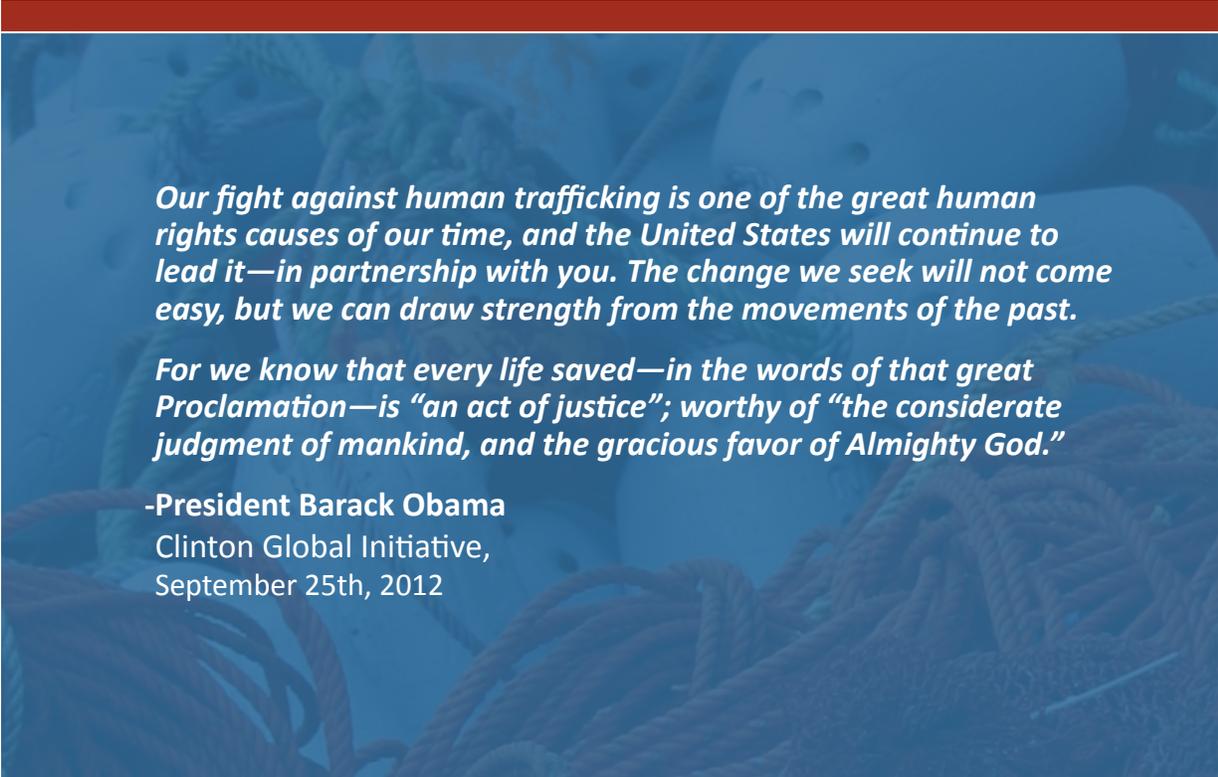
We have described the process of drafting this report as a journey. When we first started our research on trafficking in persons, very few of us were aware of the scope and scale of the problem of modern-day slavery, particularly right here in the United States. Now that we know, we cannot look away.

Most Americans believe we ended slavery 150 years ago. Like the 18th and 19th century abolitionists before us, we need to raise our collective voices in a clarion call to the American people to become aware and take action.

We know this report is just the beginning. We know these recommendations have just scratched the surface of what must be done to respond to an atrocity that is so complex, so hidden and yet so pervasive as modern-day slavery.

Yet we hope that this report will be an inspiration to President Obama and his Administration, the modern-day abolitionists leading this work, the faith and community organizations we represent, and modern-day slavery survivors, to join forces and effectively scale our commitment to fight this unimaginable cruelty. We hope our efforts will contribute to a growing movement of conscience that will break forth into the collective will and action of Americans of every background.

We are proud to stand with the President Obama and his Administration on this vital moral issue. We commit ourselves to working with our government, our houses of worship and community-based organizations, and our fellow Americans, to end slavery in our time.



*Our fight against human trafficking is one of the great human rights causes of our time, and the United States will continue to lead it—in partnership with you. The change we seek will not come easy, but we can draw strength from the movements of the past.*

*For we know that every life saved—in the words of that great Proclamation—is “an act of justice”; worthy of “the considerate judgment of mankind, and the gracious favor of Almighty God.”*

**-President Barack Obama**

Clinton Global Initiative,  
September 25th, 2012



