

**SOLVING AN EPIDEMIC: ADDRESSING HUMAN  
TRAFFICKING AROUND MAJOR EVENTS LIKE  
THE SUPER BOWL AND THE NEED FOR CROSS-  
JURISDICTIONAL SOLUTIONS**

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**HEARING**  
BEFORE THE  
SUBCOMMITTEE ON LEGISLATIVE AND  
BUDGET PROCESS  
OF THE  
COMMITTEE ON RULES  
HOUSE OF REPRESENTATIVES  
ONE HUNDRED SIXTEENTH CONGRESS  
FIRST SESSION

WEDNESDAY, DECEMBER 11, 2019



Available via <http://govinfo.gov>  
Printed for the use of the Committee on Rules

U.S. GOVERNMENT PUBLISHING OFFICE

39-699

WASHINGTON : 2020

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# CONTENTS

December 11, 2019

	Page
<b>Opening Statements:</b>	
Hon. Donna Shalala, a Representative in Congress from the State of Florida and Member of the Subcommittee on Legislative and Budget Process .....	1
Hon. Rob Woodall, a Representative in Congress from the State of Georgia and Ranking Member of the Subcommittee on Legislative and Budget Process .....	2
Hon. Alcee Hastings, a Representative in Congress from the State of Florida and Chairman of the Subcommittee on Legislative and Budget Process .....	3
<b>Witness Testimony:</b>	
Ms. Jean Bruggeman, Executive Director, Freedom Network USA .....	9
Prepared Statement .....	11
Ms. Katherine Fernandez Rundle, State Attorney, Miami-Dade County ....	23
Prepared Statement .....	26
Dr. JoNell Potter, Clinical Professor, University of Miami & Vice Chair for Research, THRIVE Clinic .....	32
Prepared Statement .....	34
Mr. Bill Woolf, Executive Director, Just Ask Prevention & Director, National Human Trafficking Intelligence Center .....	36
Prepared Statement .....	39
Mr. Bob Rodgers, President and CEO, Street Grace .....	54
Prepared Statement .....	57
<b>Additional Material Submitted for the Record:</b>	
Statement from Congresswoman Wasserman Schultz dated December 11, 2019 .....	6
Statement from Ms. Hanni Stoklosa, Executive Director, Co-founder, HEAL (Health, Education, Advocacy, and Linkages) Trafficking dated December 11, 2019 .....	61
Statement from American Hotel & Lodging Association dated December 10, 2019 .....	67
Statement from National Football League dated December 9, 2019 .....	70
Article by Laurie Anderson, UGA Today, entitled "UGA receives \$15.75M to combat human trafficking" dated November 19, 2019 .....	89
Document entitled "FY18 and FY19 TVPA Human Trafficking Funding Restriction" by Freedom Network USA .....	92
Curriculum Vitae and Truth in Testimony Forms for Witnesses Testifying Before the Committee .....	96



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TRAFFICKING AROUND MAJOR EVENTS  
LIKE THE SUPER BOWL AND THE NEED  
FOR CROSS-JURISDICTIONAL SOLUTIONS  
[ORIGINAL JURISDICTION HEARING]**

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**WEDNESDAY, DECEMBER 11, 2019**

HOUSE OF REPRESENTATIVES,  
SUBCOMMITTEE ON LEGISLATIVE AND BUDGET PROCESS,  
COMMITTEE ON RULES,  
*Washington, DC.*

The subcommittee met, pursuant to call, at 10:03 a.m., in Room H-313, The Capitol, Hon. Donna E. Shalala presiding.

Present: Representatives Hastings, Morelle, Scanlon, Shalala, McGovern, Woodall, and Burgess.

Ms. SHALALA. The Subcommittee on Legislative and Budget Process of the committee on rules will come to order.

I want to welcome the witnesses and thank them for being here today. I also want to thank my colleague and friend Alcee Hastings from Florida, the distinguished chair of the subcommittee, for his leadership, as well as the chair of the full committee, Mr. McGovern from Massachusetts. I appreciate you passing the gavel off to me for this hearing.

I apologize in advance if I have to leave the room before we adjourn as I am managing a rule on the floor this afternoon.

We are here today, first and foremost, to learn. With the help of this expert panel, we will learn about the issue of human trafficking. Human trafficking is a worldwide issue, with millions of men, women, and children forced into labor, the sex trade, drug smuggling, and other forms of exploitation.

Large sporting events that draw huge audiences of out-of-town visitors often serve as magnets for human trafficking, fueling a multibillion dollar criminal industry. As this vile industry grows, municipalities, counties, States and countries around the world have expanded their efforts to combat human trafficking by focusing on these events.

As we all know, the Super Bowl is being hosted in Miami next February. Sometimes dubbed the largest human trafficking event in the United States, the Super Bowl presents an opportunity to begin a conversation on human trafficking and highlight the efforts of Miami-Dade County and other communities across the Nation to eliminate this epidemic.

The Super Bowl happens one day a year, but we must be vigilant about combating human trafficking every day. While the Super

Bowl may bring increased incidents of tragedies like human trafficking, it also brings increased resources to counter the issues that arise from the event's presence. We need to examine the resources available in the effort to combat human trafficking in every community year-round.

Today, we will learn about the complexities of combating human trafficking, the ways the Federal Government is assisting local law enforcement, and the additional resources that are needed for prevention.

How do we make better laws? How do we deliver better Federal resources? How do we better provide support for survivors of human trafficking? I look forward to exploring these questions and learning from you as we seek to develop effective solutions. Thank you very much.

The chair now recognizes the ranking member of the subcommittee, Mr. Woodall, for any opening statements he wishes to make.

Mr. Woodall.

Mr. WOODALL. Thank you, Madam Chair, and thank you for your leadership on the issue. Thank you to Mr. Hastings for bringing us all together.

You have got the Super Bowl coming. We, of course, in Atlanta had the Super Bowl going. And the kind of collaboration that came together in my home State is something that I am just incredibly proud of. I wish we didn't have to come together in that way. And I know we can always do better, and so I am very pleased that we have got such a distinguished panel to talk about that.

You all don't know, but generally sitting in those chairs we have got the chairman and ranking members of whatever the committee of jurisdiction is. Ordinarily, we don't have outside witnesses. Our folks who testify in the Rules Committee are the chairman who is bringing legislation and the ranking member who is either collaborating on that legislation or vehemently opposed to that legislation. So, so often, we have a partisan conversation from that table. I am so looking forward today to a nonpartisan issue, something that we are all invested in. We may come to it from a different perspective, but we all have the same goal in mind. And that is certainly the way that Secretary Shalala has led in her time here on this committee, and I look forward to that leadership today.

If Miami needs any advice and counsel, I don't want you to feel shy about coming to Atlanta. When it comes time to introduce our witnesses, I brought one of our very best from Atlanta, a gentleman who leads an absolutely fabulous organization that has a tremendous record of partnership. But I don't want to spend any more time hearing from someone who doesn't have expertise in this area. I would love to hear from folks who do, so I yield back.

Ms. SHALALA. Thank you. Chairman McGovern.

Mr. MCGOVERN. Thank you. And I want to thank both Chairman Hastings and Representative Shalala for bringing us together today on this very important issue. Chairman Hastings has been a leader in this fight against human trafficking for much of his career, using his other chairmanship at the Helsinki Commission to make a difference on an issue as difficult, complex, horrifying and important as this one, and I want to thank him for his leadership.

And I also want to thank Representative Shalala for putting together this incredibly talented panel to help us at the Rules Committee learn about human trafficking nationally, but also as it impacts her district in Miami, Florida.

You know, like Mr. Hastings, I have another chairmanship as well. I serve as the co-chair of the Tom Lantos Human Rights Commission with my colleague from New Jersey, Congressman Chris Smith. And for that chairmanship and, believe it or not, this chairmanship too, I work every day to promote these goals: That every person must be free, free of persecution, free from manipulation and free from coercion, and every person deserves dignity, respect, and autonomy to achieve the destiny of their choosing. And all of us, every single one of us plays a role in achieving a freer, fairer world. And so to our witnesses, I want to thank you for the work that you do to end human trafficking and to help survivors reclaim and reengineer their lives.

There is hope in this story, and I thank you for sharing it with us. When any major event like the Super Bowl comes to town, Federal attention and resources flow into the community. And it is important for Congress to understand the role our Federal agencies play, how Federal resources are assisting local communities and how we can do more together to stop human trafficking.

It is also important that we understand that human trafficking is a 365-day-a-year problem that requires a 365-day-a-year solution. We also know that human trafficking is a complex issue. As we here in Congress work to find solutions, we would be well-served to ask ourselves how our silos might inhibit our thinking about how to direct resources to help communities address trafficking.

And so, again, this is an incredibly important topic, and I think we are all grateful that you have come here to give us your expertise and advice. So thank you, and I yield back.

Ms. SHALALA. Thank you.

Mr. Hastings.

Mr. HASTINGS. Thank you, Mr. Chairman. And I wish to especially thank my distinguished colleague, Ms. Shalala. When I see the person I call Donna all the time, I think of all the titles that she has, president and Secretary and now Congress people and whatever. It is sort of like at one point I was a judge and I was a lawyer and I had letters of doctorate, and people would ask me, say, what do you want to call me? I would say, "Just call me often." That is all. So that is what we do with her.

But I am especially pleased that she agreed to lead this morning's hearing, which marks the Subcommittee on Legislative and Budget Processes' second hearing of the 116th Congress. And I thank the chairman for letting us carry forth in that way.

I am pleased to welcome our witnesses. I don't know all of you. I know the reputation of two of you, and I know one of you very well, who has hasn't aged a bit, and I am jealous, Katherine Fernandez Rundle. I am pleased to welcome them and grateful that they are here.

We will hear from a number of experts, so I will keep my remarks brief. We are here today to address human trafficking around major events like the Super Bowl. And not meant to correct

you very much, Madam Secretary, but you said the Super Bowl is one day a year. I have been at parties for the Super Bowl a week in advance and got hung over and was a week later as well.

But we do need cross-jurisdictional solutions. And this morning's hearing is going to focus on the complexities of combating human trafficking and ways the Federal Government is assisting local law enforcement and additional resources needed to increase our prevention.

The need for Congress to prioritize fighting this heinous form of modern day slavery is urgently clear. The United States has one of the highest rates of human trafficking in the world, but this is a local, not just a global problem. There have been incidents of trafficking identified in all 50 States and Washington, D.C., and centers of major events, tourism, and entertainment, including California, Texas, and Florida are among the major destinations for human trafficking victims.

I am painfully aware that my home State of Florida is facing this epidemic on a daily basis and have long fought to boost both awareness and prevention efforts for this very reason. And the State attorney of Miami has done some forward-leaning things that I am sure she is going to tell us about at the instance of working with attorney general of the State of Florida. They did some incredible work and stood up a building even.

It is estimated that half of Florida's trafficking victims are under 18 years old, with children from high-risk backgrounds being the most vulnerable to exploitation and trafficking. In September, Florida's State Board of Education approved a new rule to require K through 12 students to learn about the dangers posed by traffickers.

However, there is still much to do to address this epidemic in Florida and across our Nation. That is why, without going into great detail, I have introduced several bills, as have many of my colleagues, and I won't mention them in the interest of time. But in September, I have worked with ECPAT-USA, a leader in fighting child sex trafficking, to introduce an important guide which helps Members of Congress effectively begin to discuss and address cases of new trafficking in their respective jurisdictions.

As presentations for the Super Bowl continue in Miami, it is imperative that we do everything we can to better understand how we can protect our communities and our children from the horrors and trauma of human trafficking. Today's hearing is a vital step in that direction.

And, Madam Chair, with your permission, I would like to introduce into the record a statement of our colleague Debbie Wasserman Schultz and also her statement in support of the effort that she has made, states hundreds of trafficking cases last year, she says, and south Florida is one of the worst epicenters for this heinous crime. The Congresswoman is currently working on legislation which mandates trafficking awareness and intervention training to hotel employees.

And I will footnote right there. This isn't only in hotels. We need to pay attention to other places where this activity flourishes, particularly around bars. And it also requires the development and display of public materials on human trafficking in lodging facili-



ties. Most importantly, it will include a provision of enforcement so that hotels will be held accountable or have an opportunity to amend their wrongdoing.

With no objection, I would like to formally enter the statement for the record.

Ms. SHALALA. Without objection.

[The information follows:]

DEBBIE WASSERMAN SCHULTZ  
22ND DISTRICT, FLORIDA

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**Statement for the Record from Congresswoman Wasserman Schultz**

**House Rules Subcommittee on Legislative and Budget Process**

**Solving an Epidemic: Addressing human trafficking around major events like the Super Bowl and the need for cross-jurisdictional solutions**

**Wednesday, December 11, 2019**

Chairman Hastings, Congresswoman Shalala, Ranking Member Woodall, and distinguished Members of the Rules Subcommittee on Legislative and Budget Process. Thank you for holding this hearing and for the opportunity to submit this statement on the devastating effect of Human Trafficking in Florida and throughout the U.S.

Human trafficking is an abhorrent scourge and the United States government must do everything in its power to rescue its victims, and stop the international criminal organizations who prey upon them. That is why I have dedicated so much of my time as a legislator to addressing this issue. Many Americans assume human trafficking is something that occurs only in developing countries. But as you know, the domestic statistics are shocking. Last year alone, there were over 5,000 cases of trafficking in the U.S. -- and those were just those that were reported.

Human trafficking as an industry generates \$150 billion in illegal profits each year. Those who are most likely to be targeted are low-income women, foster youth, younger females, and girls and women with a history of abuse and estrangement from their families.

Unfortunately, South Florida has become a hotbed for this heinous criminal activity. National reports have placed South Florida as the area with the third-highest rate of human trafficking in the entire nation. In 2018, there were 767 cases reported in Florida alone.

These statistics were the key driver to one of my signature legislative victories during my time in the Florida Senate. As a state Senator, I led the passage of Florida's first trafficking bill, which made human and sexual trafficking a state crime and outlined the penalties associated with it.

I thank my colleagues here today for recognizing the sense of urgency in addressing trafficking at the federal level. It is time Congress take greater action to help victims and curb this national epidemic. We cannot stand idly by and allow this to happen to countless victims in our communities.

I was proud to join with Chairman Hastings to introduce the Human Trafficking and Exploitation Prevention Training Act of 2019, which will require school curricula to include training for students, teachers, and school personnel to understand and respond to signs of human trafficking and exploitation of children. I applaud him for his unwavering efforts to provide the necessary tools to our students, and I urge the House to take up this legislation immediately.

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With the Superbowl in our backyard this February, we must raise awareness and take action. According to an Arizona State University study on human trafficking and the 2014 Superbowl, the Super Bowl provides a significant concentration of people in a relatively confined urban space, and therefore becomes a more desirable location for a trafficker to bring their victims.

This legislation will support not only our efforts during the Superbowl but will provide the hotel industry and others with the tools to recognize and stop human trafficking in its tracks.

Thank you again for the opportunity to weigh in on this important issue. The statistics remain alarming and make crystal clear that we must tackle trafficking head-on, with a clear sense of purpose.

I look forward to working with my colleagues on the most effective ways to combat this scourge.

Mr. HASTINGS. Thank you very much, Madam Chair.

Ms. SHALALA. Dr. Burgess.

Dr. BURGESS. Thank you, Chairman Shalala. I apologize. I am going to have to go to another meeting, but I did want to—and I will submit these questions in writing, but I want to just speak to them just if I could to give you some context and background.

Like Mr. Hastings, until last year, I was on the Helsinki Commission. I was removed because we lost a seat because we lost Members of the House. Long story. But part of that time—Mr. Hastings is quite correct. Human trafficking is something that we took testimony on. And some of the most compelling testimony that I heard was one morning when we had two witnesses from Central America, who were speaking through translators, and they had been brought to this country and trafficked and used for the worst purposes, but they were trafficked by family members. And so, particularly for Dr. Potter—now, the focus of the hearing was, why isn't our healthcare system doing a better job of detecting this? I got defensive, and, you know, why aren't people telling us the truth when they come to see us as doctors.

But I think even just an awareness that this could happen and a patient where they are not allowed to speak for themselves. They are never allowed to be alone with the provider in any way, shape, or form. Some of these things ought to be red flags and ought to be conveyed, whether it is through our professional organizations or medical schools, but this is, unfortunately, something that all of us could see during a typical practice time.

And, Mr. Rodgers, again, just the same thing. I mean, these were ladies who were trafficked by transnational gangs, but then their family members were involved in their trafficking. And I won't be here, but I will look forward to your testimony on how we are able to perhaps deal with that and intercept that.

So thank you, Madam Chairman. I will yield back.

Ms. SHALALA. Mr. Morelle.

Mr. MORELLE. I want to thank you both, Mr. Chairman, and my colleague Representative Shalala as well as Chairman McGovern for organizing this. I know that in New York, when I was a State legislator, we took a number of steps at the State level to provide resources for victims and also to strengthen State laws. This is clearly a Federal and international problem and deserves a Federal response.

So I just appreciate the witnesses being here, and I am looking forward to their testimony. So thank you.

Ms. SHALALA. Thank you very much. Let me introduce our witnesses. Jean Bruggeman is executive director of the Freedom Network USA, a coalition that provides services to survivors of human trafficking in the United States.

Katherine Fernandez Rundle is the Miami-Dade County State Attorney. In this role, she leads the Human Trafficking Task Force, a cooperative multiagency law enforcement effort.

Dr. JoNell Potter is clinical professor at the University of Miami, vice chair for research at the THRIVE Clinic. She has built a comprehensive model of healthcare for survivors of human trafficking.

Bill Woolf is executive director of Just Ask Prevention and director of the National Human Trafficking Intelligence Center. Just

Ask Prevention is a leader in educating communities on strategies to identify and respond to human trafficking.

And Bob Rodgers is president and CEO of Street Grace, which focuses on countering commercial sex exploitation of children through faith-based prevention and policy.

We will start with you.

Ms. BRUGGEMAN. Thank you.

Mr. HASTINGS. Get your microphone. Just press it, and the green light will come on.

**STATEMENT OF JEAN BRUGGEMAN, EXECUTIVE DIRECTOR,  
FREEDOM NETWORK USA**

Ms. BRUGGEMAN. Thank you for the IT assistance.

Chairman McGovern, Secretary Shalala, Ranking Member Woodall, Congressman Hastings, committee members and staff, thank you for the opportunity to discuss the need to address human trafficking in the United States.

I am Jean Bruggeman, executive director of Freedom Network USA. I am an immigration attorney by training, with 20 years of experience in addressing violence and exploitation, including human trafficking, within the United States. Freedom Network USA was established in 2001 and is now the Nation's largest coalition of human trafficking service providers, and we are a leader in human trafficking training and technical assistance and policy advocacy.

Our 68 members are NGOs and individuals that provide services to and advocate for the rights of trafficking survivors here in the United States. Our members include survivors themselves as well as former prosecutors, civil and criminal attorneys, and social service providers, who work with over 2,000 trafficking survivors each year. I have provided detailed recommendations in my written statement, but I will summarize those briefly now.

The unfortunate truth is that no jurisdiction in the United States is successfully and comprehensively addressing human trafficking, which includes compelled work in a wide variety of industries, both legal and illicit. While it is important to note that there has been an increased understanding of sex trafficking across the United States, labor trafficking, especially child labor trafficking, continues to be mostly ignored.

While trafficking can happen to anyone anywhere in the U.S., there are clear patterns. Some populations are at higher risk. Immigrants are most often victims of labor trafficking with, for example, predominantly women exploited in domestic work and men in agriculture. Girls and young women, both U.S. citizen and foreign nationals, as well as LGBTQIA youth are more likely to be exploited by sex traffickers.

However, our understanding of the full complexities of victim populations is incomplete, and some of our policy efforts are unintentionally exacerbating this problem. The focus on child sex trafficking, while laudable and important, has, unfortunately, created a dangerous feedback loop. The Preventing Sex Trafficking and Strengthening Families Act of 2014, for example, specifically requires the identification and reporting of child sex trafficking only in the child welfare system. Therefore, the data suggests that child

labor trafficking does not exist and does not need further attention and efforts. This demonstrates how important it is to design approaches and solutions that both focus on the most prominent problems without ignoring or excluding any victims.

While the Super Bowl brings us here today, it is not the cause of human trafficking, and trafficking will not end when the players leave the field or Mr. Hastings gets over his hangover. Human trafficking, as you have already noted, is a 24/7, 365 days a year crime. It is happening in our homes, our stores, our restaurants, our fields and factories and on our streets all across America.

We can, however, use the energy and attention of sporting events to bring attention and resources to this issue, but we must do so responsibly, focusing on the true facts before us. The U.S. has been focusing efforts on human trafficking since the passage of the 2000 Trafficking Victims Protection Act.

The President's Interagency Task Force, or PITF, has brought agencies together from across the government to collaborate and coordinate, and yet you know that there is more work to be done. Funding for services for trafficking survivors has increased from the initial authorizations of about \$5 million each for DOJ and HHS to over \$100 million for 2020. Investigations and prosecutions are up, with State laws allowing for more jurisdictions to bring cases.

However, services continue to be insufficient and focus on short-term services instead of long-term recovery. Prosecutions of labor trafficking are stagnant at best, and too often law enforcement resources designated for sex trafficking are squandered on arresting sex workers and buyers without identifying a single trafficking victim or the high-level traffickers who remain in operation.

Survivors continue to be arrested for the crimes they commit that their traffickers have forced them to commit, only to then be trapped in a cycle of dependency and poverty by those criminal records while they are denied legal relief from these charges.

We have also failed to address primary prevention in a comprehensive way to change the factors that are putting people at high risk of human trafficking. In fact, many policies have increased the risk for immigrants, LGBTQIA community members, and people living in poverty across the United States.

We must continue to focus on more comprehensive solutions to not only meet the needs of those who have been victimized, but to change the systems that make this crime so pervasive in the first place.

Thank you for your commitment to a comprehensive approach to human trafficking in the U.S., and I look forward to your questions.

[The statement of Ms. Bruggeman follows:]



## Freedom Network USA

**Jean Bruggeman, Executive Director of Freedom Network USA  
Statement to the Subcommittee on Legislative and Budget Process  
House Committee on Rules**

**“Solving an Epidemic: Addressing Human Trafficking Around Major Sporting Events  
Like the Super Bowl and the Need for Cross-Jurisdictional Solutions”  
December 11, 2019**

Freedom Network USA (FNUSA), established in 2001, is a coalition of 68 non-governmental organizations and individuals that provide services to, and advocate for the rights of, trafficking survivors in the United States. Our members include survivors themselves as well as former prosecutors, civil attorneys, criminal attorneys, immigration attorneys, and social service providers who have assisted thousands of trafficking survivors. Together, our members provide services to over 2,000 trafficking survivors each year.<sup>1</sup> FNUSA is the nation's largest coalition of human trafficking service providers in the US and is a leader in human trafficking training and technical assistance. FNUSA and our members have been engaged in policy advocacy for over 20 years, and were instrumental in the passage of the Trafficking Victims Protection Act in 2000, and in each subsequent reauthorization.

The unfortunate truth is that no jurisdiction in the US is successfully and comprehensively addressing human trafficking. While significant progress has been made since the passage of the landmark Trafficking Victims Protection Act of 2000 (TVPA) which first defined the federal crime of human trafficking and created services and protections for victims, there is much work to do. Human trafficking is a crime that relies on systems and conditions that put people at risk, traffickers who choose to abuse and exploit those who have been put at risk, and a lack of support and services to meet the needs of the survivors. Therefore, effectively addressing human trafficking similarly requires approaching the issue from all three of those angles.

### **Human Trafficking Overview**

Human trafficking is defined under US law at 22 USC 2109 (11) as “sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such act has not attained 18 years of age; or (...) the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery.” In short, human trafficking includes:

- a person under 18 engaged in a sex act in exchange for something of value
- a person over 18 engaged in a commercial sex act through force, fraud, or coercion
- a person of any age, induced to do any kind of work through force, fraud, or coercion

Human trafficking victims feel required to do some kind of labor to benefit someone else, without any option, or in contradiction of legal protections.

<sup>1</sup> Freedom Network USA 2018 Member Report, available at <https://freedomnetworkusa.org/app/uploads/2018/04/FRN-Member-Report-Digital-FINAL.pdf>.

Human trafficking impacts people of all ages, races, genders, sexual orientations, and nationalities. This includes men, boys, older persons, and US citizens. However, people are made disproportionately vulnerable to trafficking by discrimination (especially against LGBTQ youth), disability, unlawful immigration status, poverty, and prior abuse (including child abuse and sexual assault). People are trafficked in a variety of sectors, including domestic work, agriculture, restaurants, manufacturing, the sex trade, and construction, among many others.

US citizens are trafficked every day without ever crossing a border. Workers with intellectual and physical disabilities are at risk of exploitation by individuals and corporations. Sex workers, LGBTQI community members, young people, and people struggling with substance use are at heightened risk of sex trafficking through exploitation by traffickers manipulating their youth, dependence, criminal history, and lack of family or community support.

Many foreign-born survivors come to the US on visas for workers, visitors, or cultural purposes. In these cases, their visa sponsor or employer is often a trafficker. Once the workers are in the US, traffickers refuse to comply with the agreed-upon wages and living conditions, usually take the workers' passports, and often will not allow workers to communicate with family and friends. Survivors might not understand the immigration system, and traffickers will threaten deportation or harm to them or family members.

Data on the prevalence of human trafficking is limited and unreliable, due to the hidden nature of the crime. Currently, the most reliable data comes from government sources. This includes the investigation and prosecution data in the *Trafficking in Persons Report* from the **Department State (DOS)** and grant data (reporting the number of identified survivors served by grantees) from the **Department of Justice's (DOJ) Office for Victims of Crime (OVC)** and the **Department of Health and Human Service's (HHS) Office on Trafficking in Persons (OTIP)**.

The causes of human trafficking are complex and diverse and includes factors such as poverty, lack of educational and employment opportunities, instability from conflict and natural disasters, marginalization, and violence. Trafficked workers throughout the United States are exposed to long hours, inadequate pay, hazardous materials and conditions, intimidation, threats, and violence, and myriad downstream health complications. An effective response to trafficking requires multidisciplinary collaboration, with an emphasis on public health and human rights.

## **Recommendations**

### **1. Improving Identification and Services for Survivors**

The US must work to ensure that trafficking victims are identified as quickly as possible, and are then provided with effective, comprehensive services and support to fully heal from their experiences. Trafficking survivors may be working in legal businesses, unregistered businesses, or in the underground economy. They may be US Citizens or foreign nationals, adults or minors, of any gender. Therefore, it takes a comprehensive approach to both identify the wide diversity of survivors and to meet their diverse needs.



Labor trafficking, especially, remains a crime that is not well understood or recognized. General community education campaigns, while helpful, are unlikely to result in widespread identification of survivors. However, there are industries in which trafficking is widely pervasive. Beginning with targeted activities to educate and support workers most at risk of human trafficking will be most likely to successfully identify trafficking victims.

**a. Analyze data sets to identify high risk workers.**

Government agencies track, and sometimes publish, data that indicates workers who are most at risk of labor trafficking. The **Department of Labor (DOL)** and the **Equal Employment Opportunity Commission (EEOC)**, as well as the **Department of Homeland Security (DHS)** and **DOS**, maintain data sets that identify the locations of: guestworkers on temporary visas, workplace violations, reports of workplace injuries, and employers that have violated licensing requirements, for example. Traffickers do not, generally, operate businesses with a high rate of compliance with worker protections and safety requirements. These data sets, when viewed together, can suggest where workers may be at high risk of trafficking. More information on the vulnerabilities of guestworkers is available in the FNUSA Policy Papers on *Human Trafficking and H2 Temporary Workers* (<https://freedomnetworkusa.org/app/uploads/2018/05/Temporary-Workers-H2-May2018.pdf>) and *Human Trafficking and J-1 Visas for Temporary Workers* (<https://freedomnetworkusa.org/app/uploads/2018/05/Human-Trafficking-and-J-1-Visas-May2018.pdf>). These data sets can be analyzed to identify high risk locations for workers. The Buffett-McCain Institute Initiative to Combat Modern Slavery has successfully used publicly available data and GIS mapping to identify agricultural workers at high risk of labor trafficking in Texas.

**b. Train targeted occupations to identify potential victims.**

Federal, state, and local officials with both civil and criminal enforcement authorities (including those at the **DOL**, **EEOC**, **Department of Housing and Urban Development (HUD)**, and **Department of Transportation (DOT)**) are often in locations that have a high risk of labor trafficking. Alcoholic Beverage Control, OSHA, building and housing inspectors, licensing boards, and others may be inspecting workplaces that abuse and exploit workers. It is important to maintain the specific authorities that grant inspectors broad powers to enter and inspect private property. However, they can be trained to recognize signs of labor exploitation and trafficking and report their observations to specially trained law enforcement officials for investigation. For example, Houston has successfully partnered with their Alcohol and Beverage Commission to identify signs of trafficking in bars that hold a liquor license. Read more at: <https://www.dallasnews.com/business/local-companies/2018/02/08/tabc-taps-alcohol-distributors-to-help-fight-human-trafficking-at-bars-restaurants-liquor-stores/> and [https://www.tabc.state.tx.us/enforcement/trafficking\\_in\\_texas.asp](https://www.tabc.state.tx.us/enforcement/trafficking_in_texas.asp).

**c. Conduct outreach and education designed for high risk workers.**

Trafficking victims often feel trapped by threats of violence against themselves and their family members, debt to labor brokers or the employer, threats by the trafficker to report crimes committed by the victim, their own criminal record, or lack of knowledge about legal protections. Even legal guestworkers are highly vulnerable to exploitation and abuse, because US visas generally do not allow guestworkers to change employers even in the face of abuse. Information should be provided to at risk workers regarding worker protections, immigration protections, and available services. A poster full of legal jargon, however, is not effective. It is more effective to provide know your rights presentations at neutral locations accessible by workers (not at the job site) in the language of the workers, by peers. The Coalition of Immokalee Workers and the Fair Food Program have truly perfected this model to dramatically reduce various forms of abuse and exploitation in the agricultural fields of Florida. Additionally, health care workers, especially those working with at-risk populations including migrant workers, youth, sex workers, and LGBTQIA communities, can be trained to identify signs of potential trafficking and to provide potential victims with information and support in accessing resources. The Buffett-McCain Institute Initiate to Combat Modern Slavery has successfully placed outreach workers at local food markets to educate agricultural workers about their rights, which has led to reports of labor abuses. Damayan Migrant Workers Association (<https://www.damayanmigrants.org/>) is one non-governmental organization that has developed a strategy to conduct peer-led outreach and education for Filipino workers. Damayan's outreach staff are bilingual Filipino advocates who meet with migrant workers in the community and share information about labor rights, immigrants' rights, and services and protections available for victims of abuse and exploitation, including labor trafficking. DHS administers similar programs (Citizenship and Assimilation Grant Program and Refugee and Asylee Assimilation Program, more information at <https://www.uscis.gov/citizenship/organizations/grant-program>) to support local, culturally appropriate organizations to support immigrants and refugees.

**d. Build an evidence-base for best practices in service provision.**

Limited evaluation and research has been conducted on service models to support survivors of human trafficking. A wide variety of practices are currently in use by government agencies and nongovernmental organizations, large and small, leaving a very disjointed field. Government agencies, law enforcement, schools, and others are confused about how to determine which programs should be included in their collaborations. Government and private funders are uncertain how to best invest their resources. And new service providers are left with trial and error to develop the most effective service programs. Investment in comprehensive, long-term, objective research is needed to clearly describe the different approaches to services, measure their impact, and describe what components are critical to success for survivors. Popular buzz words, like victim-centered, trauma-informed, and survivor-informed, need to be defined with clear indicators of actual implementation. Multiple studies will be needed to test programs for different

populations, whose needs might require customization. A collection of Evidence-Based Program Directories hosted by federal government agencies (including the **Department of Education (ED)**, **HHS**, **DOJ** and **DOL**), which can serve as models for building a human trafficking evidence-base is available at <https://youth.gov/evidence-innovation/evidence-based-program-directories>. **DOJ's National Institutes of Justice (NIJ)** and **HHS' Office of Planning, Research and Evaluation**, and the **Center for Disease Control and Prevention (CDC)** each have expertise, resources and research that can be combined and built upon in this effort.

**e. Provide training and technical assistance to providers to improve services.**

Unlike the domestic violence and sexual violence fields, human trafficking has no federally funded national resource centers. **HHS** funds the Domestic Violence Resource Network (<https://www.acf.hhs.gov/fysb/fv-centers>), which includes 2 national resource centers, 4 special issue resource centers, and 3 culturally-specific institutes. The **CDC** funds the National Sexual Violence Resource Center (<https://www.nsvrc.org/about/national-sexual-violence-resource-center>), which provides information and tools to prevent and respond to sexual violence. Additionally, each state has at least one statewide domestic and sexual violence coalition, and some have more than one. A list of all statewide resources can be found at <https://www.justice.gov/ovw/local-resources>. Most of these resources were established and are funded, in large part, by the Family Violence Prevention and Services Act (FVPSA). An overview is available from the Congressional Research Service's *Family Violence Prevention and Services Act (FVPSA): Background and Funding*, 2019, <https://fas.org/sgp/crs/misc/R42838.pdf>. These combined state and federal resources establish and promulgate best practices, provide training and technical assistance, advocate for policy initiatives to benefit survivors, and convene service providers for collaboration and coordination. A similar framework is needed to support the developing human trafficking field and authorities and grant programs at the **ED**, **HHS**, and **DOJ**.

**f. Develop an accreditation and compliance scheme for service providers.**

Standards of Care are a formal statement of practices that comprise an acceptable standard of service provision. While ethical requirements guide the work of some accredited professions, such as lawyers and accredited social workers, Standards of Care are not commonly adopted for US social services. FNUSA's white paper *Standards of Care in the US Anti-Trafficking Field*, available at <https://freedomnetworkusa.org/app/uploads/2019/07/Freedom-Network-Standards-of-Care-White-Paper-July-2019.pdf>, describes current examples of precedents in the US and abroad. Standards of Care, if properly developed, can help to ensure that all services are victim-centered, trauma-informed, and provide privacy and confidentiality for all survivors. They can outline harmful practices that violate the Standards, establish requirements for staff training and accreditation, and standardize data collection and program evaluation to support for future research and evaluation projects. These guidelines assist new and developing organizations to build strong and effective programs and to properly evaluate their

work. Development of Standards is an important first step, but for full impact there must also be an accreditation process and a compliance scheme to ensure that programs are properly implementing the Standards. Accreditation and compliance monitoring can provide assurance that survivors are receiving an adequate level of services and support at all accredited organizations. This allows government agencies, law enforcement, and other providers to develop partnerships and collaborations with confidence. Standards of Care could be used by the **HHS** and **DOJ** to ensure all funded programs are meeting the same standards and requirements in service provision. This also supports organizations in receiving regular feedback on the effectiveness of their programs. The Florida Administrative Code, for example, specifies requirements for all state-funded domestic violence programs. The Florida Coalition Against Domestic Violence, in turn, provides training and technical assistance to providers in meeting the requirements.

**g. Ensure comprehensive services for all trafficking survivors.**

Survivors need comprehensive services to address their medical, mental health, housing, legal, educational, and employment needs. While progress has been made to identify and address these needs, survivors continue to struggle against unnecessary hurdles and restrictions. Increasingly, survivors have access to short-term services primarily funded through TVPA-related appropriations to **DOJ** and **HHS** (which have increased steadily over the past 2 years). State funding increased recently as a result of the Victims of Crime Act (VOCA) funding increases. However, the Crime Victims Fund balance is decreasing for the first time in several years, leaving states with the prospect of cutting the new programs (including human trafficking programs) that were funded with the increases in FY17 and FY18. Additionally, DOJ's OVC has added a new restriction to their grants limited access to legal services to address criminal records that survivors have as result of their victimization. Removing these restrictions on representation in post-conviction relief for survivors is a critical issue for FNUSA (<https://freedomnetworkusa.org/freedom-network-usa-leads-broad-based-effort-to-protect-legal-representation-for-trafficking-survivors/>). Additionally, survivors struggle to find assistance with the long-term support needed to thrive, such as affordable housing. **HUD** recently cancelled a critical grant program (developed in collaboration with **DOJ OVC**) to provide access to permanent, affordable housing to trafficking survivors in collaboration with **HUD Continuums of Care**, along with training and technical assistance to share best practices in addressing the housing needs of survivors (<https://freedomnetworkusa.org/app/uploads/2019/11/FNUSASTatementHUDHTHousingNOFAFinal11Sept2019.pdf>). While **DOJ OVC** has recently released a similar housing program, it is for short-term (not long-term housing), does not require a partnership with affordable housing programs, and does not include any training and technical assistance to ensure the development of best practices (<https://www.ovc.gov/grants/pdftxt/FY-2020-Housing-Assistance-Grants-for-Victims-of-Human-Trafficking.pdf>). Collaboration between HUD, HHS, and DOJ is necessary to ensure housing programs for trafficking survivors lead to long-term, affordable housing and programs that are effective and victim-centered. Even more

distressing, critical immigration protections created by the TVPA have become harder to access due to changes in federal agency policy. Policy changes at DHS have made the T Visa incredibly difficult to access, with processing times of 20+ months (from a historical average of 9-12 months), increased denials and requests for evidence that contradict past practice and legal interpretations, increased denials of fee waivers, and the extension of the Notice to Appear policy to T Visa applicants threatening applicants with deportation if they fail to provide sufficient information to DHS even while their standards are shifting. For more information, review Jean Bruggeman's written testimony to the Border Security, Facilitation, and Operations Subcommittee of the House Homeland Security Committee Briefing, available at <https://freedomnetworkusa.org/app/uploads/2019/12/BruggemanStatementHomelandSecurityCommittee.pdf>. Reversing these DHS policy changes is critical to ensuring trafficking survivors are protected from traffickers when they bravely report their experiences to law enforcement.

## **2. Expanding Investigation and Prosecution of Traffickers**

Investigation and prosecution rates for human trafficking remain far behind what could be predicted from the research that indicates high rates of trafficking in a range of industries. This disparity is common across the US and at the state and federal levels. Increasing the investigation and prosecution of human trafficking will take sustained, intensive efforts and will likely require regulatory and statutory changes.

### **a. Understand and address systemic challenges.**

Under state and federal law in the US, labor protections are almost exclusively civil matters: wage and hour, discrimination, child labor protections, and safety regulations are all primarily civil legal matters. Law enforcement agencies and prosecutors are, therefore, generally unfamiliar with the employment context. They do not have the experience and connections developed from working on related employment violations (such as unpaid overtime, sexual harassment, or dangerous working conditions) or immigration violations (such as fraud in employment contracting, immigration fraud, or maintaining control of immigration documents) that occur within workplaces. They are not conversant with the evidence of workplace abuse such as payroll records, personnel records, and injury and incident reporting forms. Without this context, experience, and training, they are understandably hesitant to take cases. It is important to understand where existing government systems, including civil enforcement, licensing, and oversight bodies might already have access to likely labor trafficking. While respecting the limits on their authorities, the government should revise policies and practices to ensure that these existing authorities and resources are most effectively included in the comprehensive strategy to identify and respond to labor trafficking. Collaborations among the **DOL**, **HUD**, **DOT**, **DHS**, **DOS**, and **DOJ** could be enhanced.

### **b. Identify and support a network of trafficking investigators and prosecutors.**

Human trafficking cases are unique and complex. Learning to effectively identify, investigate, and prosecute these cases requires specialized training and experience. Cases, especially labor trafficking cases, are currently rare. Most law enforcement

agencies rotate officers through different units on a regular basis. Therefore, just as officers have received training, and worked on one case and have developed experience and confidence in this new type of case, they are transferred and their knowledge is lost. The investment is lost, and must start again with new officers. Community based organizations lose confidence in law enforcement when they must constantly build new connections with unknown and untrained officers. Survivors feel passed around and suffer continuous re-traumatization when they are repeatedly interviewed by new officers and officials. Cases are dropped and traffickers are not held accountable. Instead, law enforcement and prosecutors should consider investing in training and supporting a core team across the state, and leaving them assigned to labor trafficking for a significant term of at least 5 years. This would allow the development of experience and expertise with cases, connections with communities that are most at risk, and collaborations with key service providers that build trust. The DOJ ACTeams (<https://www.justice.gov/humantrafficking/special-initiatives#act>) have shown success in increasing investigations and prosecutions through collaborations among DOJ, DHS, DOL, and the FBI.

**c. Provide funding and encouragement for long-term, complex, multi-jurisdictional, multi-agency investigations and prosecutions.**

Trafficking cases are often complex, crossing county, state, and international borders. Others are hidden in underground economies and communities, isolated by fear of retaliation or deportation. Building trust, finding evidence, uncovering not just the frontline workers but the higher level traffickers takes time, patience, and resources. Skills and experience from various disciplines may be needed, including forensic accountants, banking system experts, and immigration and cultural experts to unravel the various pieces of the network or subtle forms of coercion being used. Investing in experts and resources with state-wide authority may be an effective way to collaborate with local law enforcement and prosecutors who may lack those resources. Local officers, however are the key to the needed community relationships and understanding of the local context to identify and support potential victims and to ensure that survivors are provided with the resources and support they need to thrive both during and after the case.

**3. Investing in Primary Prevention of Human Trafficking**

Traffickers take advantage of people who have been put at high risk. They will continue to do so until we stop putting people at risk. Current efforts across the US are focused on Secondary and Tertiary Prevention, which seeks to prevent re-victimization for those who have already survived trafficking. Recommendations for strengthening these efforts are included above. Primary prevention, however, is designed to intervene BEFORE the first incident of harm and change the circumstances so that the harm does not occur. FNUSA prepared a comprehensive set of recommendations on the prevention of human trafficking for the HHS OTIP, available at:

<https://freedomnetworkusa.org/app/uploads/2019/11/RevisedFNUSAHealNsNRecsOTIPPrevention-1.pdf>. The key elements of primary prevention involve addressing the inequalities and policies that put people at risk, so that all people are more resilient. These

policy changes are part of a public health approach to prevent a wide variety of harm, including labor trafficking, domestic violence, child abuse, and poor health outcomes. These investments, therefore, can reap a wide range of benefits for the US.

**a. Provide affordable housing and healthcare for all.**

Housing costs are at unaffordable levels for low-income workers all across the US, and even for middle-class families in a growing number of jurisdictions. Health care costs also continue to spiral, leaving medical debt as a significant cause of poverty for both low-income and middle-class communities. When individuals and families are unable to meet even their most basic needs for safe housing and necessary medical care, they are forced by their circumstances to take more dangerous and difficult jobs, work in unsafe conditions, and are hesitant to report abuse and exploitation for fear of ending up in even worse conditions for themselves and their family. Trafficking survivors, struggling to recover from the financial, physical, and psychological harm of the trafficking experience, are further harmed by the lack of affordable housing and healthcare. Rather than investing in the uncertain and incomplete effort to identify all of the types of harms people have suffered over their lifespan in order to qualify for housing and healthcare, the government should instead invest in making these basic services available to all people. Access to safe and affordable housing and healthcare will not only help survivors to heal, whether or not they are officially 'recognized' as survivors, but will also prevent further abuse and exploitation. HUD, HHS and ED are critical partners in this effort.

**b. Expand labor protections for all workers.**

It is not accidental that the industries with the weakest worker protections see high rates of labor trafficking. Agricultural workers and domestic workers are prime examples who are left out of most federal labor protections. FNUSA's Policy Paper on *Human Trafficking and Farmworkers* discusses their vulnerability, available at <https://freedomnetworkusa.org/app/uploads/2018/07/Farmworkers.pdf>. Domestic workers are generally working in isolation, may have low rates of English literacy, and are unfamiliar with legal systems. Agricultural workers may be in more concentrated worksites, but often migrate throughout the state or between states to follow crop schedules, and are thus hard to reach for ongoing education and support. Improving worker protections, and including traditionally excluded workers such as youth, agricultural workers, and domestic workers, must include sufficient resources for peer-led worker education and worker-protective enforcement to ensure that these policies are made real for workers. The National Domestic Worker Bill of Rights, championed by the National Domestic Workers Alliance (NDWA) (<https://www.domesticworkers.org/>) provides a model approach to legislation that will protect domestic workers. <https://www.domesticworkers.org/bill-rights>. Critically, the NDWA is a network of peer-led organizations that provide education and support to domestic workers in culturally appropriate ways. Laws are not self-enforcing, and investment in effective outreach and support of workers to ensure that they understand their rights, have a safe mechanism for discussing and reporting abuse and exploitation, and access to comprehensive services if they leave their employers are key to prevention and

protection. **DOJ's Office of Chief of Protocol's In-Person Registration Program for A-3 and G-5 visa holders also provides a model for providing vital information and resources designed to prevent labor trafficking.** Information about the Program is available on their website at <https://www.state.gov/resources-for-foreign-embassies/domestic-workers/> and in the *President's Interagency Task Force Report on US Government Efforts to Combat Trafficking in Persons*, October 2019, available at: <https://www.state.gov/wp-content/uploads/2019/10/2019-PITF-Report-Web.pdf>.

**c. Increase protection for migrants.**

Traffickers exploit migrants fear of deportation to entrap them. Review FNUSA's Policy Paper on *Human Trafficking and Immigrants' Rights* at <https://freedomnetworkusa.org/app/uploads/2018/07/HT-and-Immigrant-Rights.pdf>. This fact led to the creation of the T Visa as a core element of the TVPA in 2000. However, the T Visa continues to be underused, leaving thousands of visas unclaimed and thousands of workers in exploitation across the US. Immigrants face a current environment of overwhelming fear. Federal policies designed to threaten migrants through family separation (<https://supportkind.org/our-work/family-separation-work/>) and forced labor in immigration detention centers (<https://www.splcenter.org/news/2018/04/17/splc-sues-private-prison-company-uses-forced-labor-detained-immigrants-georgia-boost>, <https://www.cnn.com/2018/04/17/us/immigrant-detention-forced-labor-lawsuit/index.html>), large scale worksite raids targeting immigrants and not the employers (<https://theintercept.com/2019/10/13/ice-raids-mississippi-workers/>), drastically increased processing times for visas (<https://www.aila.org/advo-media/aila-policy-briefs/aila-policy-brief-uscis-processing-delays>), reduced access to fee waivers (<https://www.boundless.com/blog/public-benefits-immigration-fee-waivers/>), and cast all immigrants as criminals (<https://www.washingtonpost.com/politics/2019/10/02/trumps-most-insulting-violent-language-is-often-reserved-immigrants/>) have left immigrants unable and unwilling to access protection from law enforcement (<https://www.aclu.org/press-releases/new-aclu-report-shows-fear-deportation-deterring-immigrants-reporting-crimes>, <https://psmag.com/social-justice/immigrant-domestic-violence-survivors-are-afraid-to-go-to-law-enforcement-under-trump>), services and health care, and even education for their US Citizen children (<https://psmag.com/news/immigrants-are-changing-their-routines-out-of-fear-a-survey-finds>). Working to counteract these facts requires intense efforts and successful intervention. Law enforcement, government agencies, and community based organizations must collaborate to support immigrant communities and demonstrate their commitment to protect immigrants from abuse and exploitation regardless of their immigration status. This includes increased outreach to meet with community members, understand their challenges, and provide tangible support. For immigrant crime victims, this must include a directive for all law enforcement (including DOJ, FBI, DHS, and DOS) and DOJ prosecutors to ensure T and U Visa certifications are provided in a timely manner for all crime victims who have been or may be helpful in the investigation or



prosecution of a crime. <https://www.dhs.gov/publication/u-visa-law-enforcement-certification-resource-guide>. The certification should be provided automatically, without waiting for the victim to request it, without hesitation, and should be re-issued upon request. Training and support should be mandated for all law enforcement and prosecutors across the state. Additionally, for trafficking survivors, all federal law enforcement (including DOJ, FBI, DHS, and DOS) and DOJ prosecutors must be required to submit an application for Continued Presence ([https://www.dhs.gov/sites/default/files/publications/blue-campaign/19\\_1028\\_bc-pamphlet-continued-presence.pdf](https://www.dhs.gov/sites/default/files/publications/blue-campaign/19_1028_bc-pamphlet-continued-presence.pdf)) within the first 48 hours after the identification of a person believed to be a potential survivor of human trafficking. Continued Presence provides short-term protection from deportation, employment authorization, and access to services and support during the investigation and prosecution of a trafficking case. The T or U Visa Certification supports the survivor's application for longer-term immigration status and legal employment. These actions demonstrate that the state takes the abuse and exploitation of immigrants seriously, and prioritizes public safety. Concrete actions to protect immigrants are the most powerful way to build trust between immigrant communities and law enforcement to reverse the dangerous trend of immigrant victims hiding in the shadows and refusing to report the crimes committed against them. Working with immigrant communities to increase their safety is the key to stopping traffickers.

**d. Improve protections and support for young people and their families.**

Trafficking of minors, including child labor trafficking, has been ignored for too long. FNUSA raised this issue in 2015, in a Policy Paper on *Child Trafficking for Labor in the US*, available at: <https://freedomnetworkusa.org/app/uploads/2018/07/HT-and-Child-Labor.pdf>. Studies indicate that labor trafficking is a significant problem among youth. Covenant House found that nearly 20% of the youth interviewed were trafficking survivors, 15% trafficked for sex, 7.4% trafficked for labor, and 3% trafficked for both. <https://www.covenanthouse.org/homeless-issues/human-trafficking-study>. An Urban Institute study found that youth cycle through the juvenile justice and child welfare systems without receiving the protection and services that they need. <https://www.urban.org/research/publication/locked-interactions-criminal-justice-and-child-welfare-systems-lgbtq-youth-ymsm-and-ywsw-who-engage-survival-sex>. Relying on the criminal justice system to protect youth is not only ineffective, it is actively harmful. Safe harbor laws may begin to mitigate the harm of incarceration, but not the trauma of arrest, and do nothing to prevent youth from the abuse and exploitation that brought them to the attention of law enforcement in the first place. Additionally, safe harbor laws routinely fail to identify victims of labor trafficking, and victims of sex trafficking who are arrested for a host of status offenses or other crimes. Rather than investing in the expensive expansion of the juvenile justice system to add less harmful responses, the US must invest in prevention and support programs that respond to the needs of youth BEFORE they are arrested or abused. ED, HHS, and DOJ are critical partners in the effort to support expanded after-school programs, community centers, school-based counselors and intervention programs, safe and affordable childcare, accurate

sexual education including an emphasis on healthy relationships and consent, and healthy parenting support for families can build resilience for families and youth. Increased support for LGBTQIA youth, including long-term housing programs for those who are not safe in their homes, are critical. Youth are running away from our systems, and are choosing to join gangs, sell illegal substances, and trade sex in order to avoid the child welfare system. This is a systemic failure of the government that must be comprehensively addressed for all youth, not just the lucky few who qualify for diversion programs or specialized care.

Ms. SHALALA. Thank you very much.  
 Ms. Fernandez Rundle.

**STATEMENT OF KATHERINE FERNANDEZ RUNDLE, STATE  
 ATTORNEY, MIAMI-DADE COUNTY**

Ms. FERNANDEZ RUNDLE. Good morning, Madam Chair Shalala and Chairman Hastings. It is a real treat to be in front of you, two people that I have thought of so highly all these years. So thank you very much. And, Chairman McGovern, thank you so much for hosting this. And to all the members of this committee, thank you for putting such a spotlight on this issue and for hosting this today, having this hearing.

My name is Katherine Fernandez Rundle, and I am the State Attorney for Miami-Dade County, Florida. Throughout my career, I have seen the effects of many horrific crimes, but it wasn't until 2012, when I read that Florida was reported to be number three, the third in the United States in the number of victims of human trafficking, and Miami-Dade was number one, which is my county, and I realized that this crime was happening in our own backyard, and we didn't see it. And I have since learned if you are not looking for human trafficking, you are not going to see human trafficking.

So our experience is that human trafficking does not limit itself to stereotypes that are depicted in the movies. It occurs in hotels, massage parlors, even licensed storefronts. It affects every single one of our communities, rich or poor, every ethnicity, every race, every gender, and, most importantly, it is primarily targeting our children and our youth.

I am happy to report we have come a long way since 2012, and my office has worked with over 700 victims of human trafficking, and we have been able to file over 619 criminal human trafficking-related cases. Our victims are ages as low as 12 years old. Human trafficking we all know, because you have been paying good attention to this for many years, it is ugly, and it is often an inhumane crime of exploitation.

Not surprisingly, the victims typically are the most vulnerable. They primarily are children and youth. And our experience in Miami is that over 34 percent of these cases—of course, that fluctuates as they come and go—involves victims under the age of 18, as you were pointing out earlier, Mr. Hastings. The remaining 66 percent were really between the ages of 18 and 24. So you are really talking about very young folks, and 90 to 92 percent of them are female. Our cases involve local victims that include children and youth from our schools and from our parks and from our foster care system.

Human trafficking is no doubt a public health and mental health threat to our children and our youth. Rescuing human trafficking victims requires much more, though, than just locating them and physically removing them from their predators. Most have no home, no safe home to return to. They have no clothing, other than what is on their back when you rescue them, and many have not eaten or slept in days.

Many have been beaten, drugged, raped, isolated, branded, threatened with retaliation, stripped of all their dignity and their identity. Their mental, physical, and emotional injuries are so pro-

found, many are unable to heal and rebound without any substantial or sustainable resources and assistance. When proper services are not provided, many of these victims end up back on the streets, where traffickers are just waiting for them to save them and restart that sexual exploitation and violent abuse cycle.

For us in prosecution and law enforcement, we have learned that we needed to develop new methods of investigation and prosecution and develop a network of victim services. Our human trafficking prosecutions have become victim-focused and not reliant on the victim. What we have tried to do is create a community safety net of partnerships in all different silos that will assist us with the housing, the physical and the mental health needs, and getting them reintegrated into society. You will hear today from our great colleague here to my left from the THRIVE Clinic, such an integral and valuable partner of ours.

The key, though, is to find the long-term sustainable resources that are really necessary to address the victims throughout a pendency of a prosecution. This is a constant struggle for us, and it is a constant struggle for them. In 2018, we opened our Institute for Coordination, Advocacy and Prosecution of Human Trafficking. We call it ICAP.

It is one building that is dedicated solely to combating human trafficking, with the goal of creating a single doorway that focuses on efforts that include prosecutors, law enforcement, all our victim services, all our community partners. They say it takes a village. Well, that is what we tried to do. We tried to build a village, and we have created one.

Miami is very collaborative, we are a great community in that respect, but we would not have become a national model without all our community service providers. It is not just about law enforcement. And large-scale events like the Super Bowl that we are all talking about today, our limited resources are even more strained.

So Super Bowl LIV is taking place in my community in less than 2 months. And while we have been preparing for the surge that this may bring, we could use more help. We fear that traffickers will be coming to our city to make money during the Super Bowl, because that is what it is. It is all about money. It is about selling our children and youth for money.

But to protect our most vulnerable and to rescue and transport them in, what we have tried to do as a community is create training and very costly messaging about what is human trafficking and what everyone in the community should be looking for. We have also tried to create a good reporting method and then have rapid response teams that can respond out to the community that consists of not just law enforcement but medical professionals, to have them on standby, to have prosecutors on call, to have housing readily available, food, clothing, and a whole host of other services.

So we are looking at the Super Bowl as an opportunity. It is an opportunity that is going to give us an opportunity to have an aggressive and comprehensive awareness campaign that we have developed. We have just created a new hotline. It is called 305-FIX-STOP. It stands for fix it, stop it, and it will have text and hashtag capabilities.

The goal is, upon receiving that call into that one hotline, we will have a rapid-response team, depending on the circumstances, of course, that will be dispatched right out to investigate immediately and/or rescue that victim and pull them into that network of care coordinators and services.

The campaign will be launched by—was launched by the Women's Fund last month. It is a community wide. We have 35 municipalities in our reach, from the airport, seaport, truck stops to billboards to public transportation sites. Hopefully, we can serve for the rest of the community, the rest of the world, if you like, as a demonstration to other communities on how to attack crime, especially when there are these major events.

But as I have heard said here, it doesn't end just there. They are going to leave. Super Bowls come and go. And so what we are going to need to do is make sure that what we have built we are able to sustain long after the Super Bowl leaves us. And so, for this long 365-days-a-year problem that we have, we are now talking about how we are going to sustain that past that.

So I thank all of you so much. I have put some paperwork here. I am going to try to stick to my time limit. We know where we need to go with this. And so I thank you so much, as our Federal Government and our Federal Representatives, for listening to us, inviting us here today, and I look forward to continuing this conversation.

[The statement of Ms. Fernandez Rundle follows:]

Good morning Madam Chair and Members of the Committee. Thank you for allowing me this honor to appear before you.

My name is Katherine Fernandez Rundle and I am the State Attorney for Miami Dade County Florida (which encompasses 35 municipalities). I have been the State Attorney in Miami since 1993. Throughout my career I have seen the effects of many horrific crimes. It wasn't until 2012 when I read that Florida was reported to be #3 in the United States for the number of victims of human trafficking that I realized this crime was happening in our back yard, and none of us were recognizing it or doing enough about.

Our experience is that human trafficking does not limit itself to the stereotypes depicted in the movies. The reality is human trafficking is everywhere and varies in appearance. It occurs in wealthy suburbia, as well as low income communities. It occurs in hotels, massage parlors, and even licensed storefronts. It affects every one of our communities, rich and poor; every ethnicity, every race, every gender, and most importantly our very own; local boys and girls, our children and our youth.

I'm happy to report we have come a long way and since 2012, and my office has worked with over 700 victims of human trafficking and filed over 619 criminal human trafficking related cases. I'm sad to report, the youngest victim we have worked with was twelve years of age.

Human trafficking is an ugly and often inhuman crime of exploitation. This is why it is referenced to as modern day slavery. Not surprisingly, the victims typically are the most vulnerable, primarily our children and our youth. Thirty-four percent (34%) of our cases involved victims under the age of eighteen! The remaining sixty-six percent (66%), were mostly between the ages of 18-24; 92% are female. Sixty-eight percent (68%) of

our cases involve local victims that include children and youth from our schools, our parks, our foster care system. Human Trafficking is a public health and mental health threat to our children and youth.

Rescuing human trafficking victims, requires much more than locating them and physically removing them from their predators. Most have no safe home to return to, no clothing other than that which they are wearing, and many have not eaten or slept in days. Many have been beaten; drugged; raped; isolated; branded; threatened with retaliation; stripped of all their dignity and identity. Their mental, physical, and emotional injuries are often so profound, many are unable to heal and rebound without substantial and sustainable assistance. When proper services are not provided, many victims end up back on the streets where traffickers are waiting to “save” them and restart the sexual exploitation and violent abuse cycle.

We in law enforcement must act to stop the traffickers from exploiting others. History has taught us that to successfully prosecute our cases we must ensure services are provided from day one and continue to be provided throughout the duration of the prosecution. Otherwise, our survivors will end up as victims again, in the hands of new traffickers, and our cases will fall apart.

We have also had to develop new methods of investigation and prosecution and developed a network of victim services. Our human trafficking prosecutions have become victim focused, not reliant on the victim. We have created in our community a safety net of partnerships that will assist with housing, physical and mental health needs, and reintegration into society. You will hear today from one of our most integral partners, the THRIVE Clinic, which has proven to be invaluable. Finding the long-term sustainable resources necessary to address the

needs throughout the pendency of active prosecutions, is a constant struggle for us and for them.

In 2018, we opened our Institute for Coordination, Advocacy and Prosecution of Human Trafficking (ICAP) - a building dedicated solely to combating human trafficking, with the goal of creating a single doorway to focus efforts and resources in one location. Our building houses prosecutors, law enforcement, victim services, and soon will also house the Department of Children and Families. They say it takes a village... so we created one!

I am very proud to tell you that Miami is very collaborative. We would not have become a national model, without all our community service providers, and law enforcement partners, local, state and federal. However, local authorities and prosecutors' offices like mine, need a lot more resources to battle this horrific scourge. Large scale events, such as a Super Bowl, strain our limited resources even more.

Super Bowl 54 is taking place in my community in less than two months. While we have been preparing for the surge this may bring, we could use more help. We fear that traffickers will be coming to our city to make money during Super Bowl...after all pimping is a business. Although I cannot verify numbers for you, I have read that worldwide it may be a \$150 Billion industry and a \$32 Billion industry in the U.S. Florida being an agricultural state also attracts labor traffickers.

Although conjecture on my part, I believe that these traffickers have found a safer and more profitable crime in selling children for sex than selling illegal narcotics. To protect our most vulnerable and to rescue those



transported in, we have created training and costly messaging about what human trafficking is and what members in the community should look for. We have also had to create adequate reporting methods, and have rapid response teams ready, which include medical professionals on standby, prosecutors on call, housing, food, clothing, and a whole host of other services.

Using the Super Bowl as an opportunity, an aggressive and comprehensive awareness campaign has been developed with our new hotline (305) FIX-STOP with text and hashtag capabilities. The goal is upon receiving a call, a rapid response team (depending on the circumstances) will be dispatched to investigate and rescue the victim.

The campaign, launched by the Woman's Fund last month will be community wide (35 municipalities) from the airports, seaport, truck stop to billboards in public transportation site. Hopefully, we can serve as a demonstration to other communities on how to attack this crime, especially during a potential "surge".

But the needs don't end there. Additional resources will be needed after Super Bowl 54. Miami and Florida are magical...so we are a destination for events nearly every month. Resources will be needed to address the additional rescues and cases developed prior to Super Bowl 54. Resources will also be needed to continue rescuing victims and developing cases for the human trafficking that occurs 365 days a year, beyond Super Bowl.

So how can you help us as one of the leading counties in the country in our anti human trafficking efforts resolve this growing epidemic?  
 \*\*(attached) There are many ways, but since time is limited, I'll briefly discuss three:

First: Resources within the HHS, USHUD and the Office of Violence Against Women and other federal resources should be explored to assist us.

Second: the Federal government could provide resources to allow more local prosecutor offices to create and sustain human trafficking units staffed by prosecutors, victim counselors, and investigators with advanced training and expertise on identifying, investigating, and prosecuting both labor and sex trafficking cases. Dedicated full-service human trafficking units in prosecutors' offices throughout our nation should be the norm, not the exception. These units will also work closely with US Attorney's Offices, ICE and the FBI. Human trafficking units could be provided funding commensurate with the problem. In Florida, our needs are much higher than the needs of neighboring states who many not be as affected by this horrific crime.

Third: the Federal government could support the development of proper information sharing mechanisms. We have learned traffickers are constantly transporting victims to different cities and states. They perpetrate these crimes from one city to the next, routinely leaving law enforcement one step behind. We need help developing law enforcement tools that will encourage and allow for information sharing across jurisdictions and around the country; something like the intelligence databases such as CODIS and those created to document gangs.

I have supplemented this testimony with materials highlighting the infrastructure my office and my community have put in place to fight human trafficking. In those same materials you will also see highlights of cases we successfully prosecuted, and collaborations with our national partners.

While we know the victim-centered approach we have developed is still in its infancy, I can wholeheartedly tell you it is a must in our fight against human trafficking. It is also quite costly. Please help us sustain and improve our efforts.

Together we can be stronger, and we will bring an end to this modern-day slavery!

Thank you!

**\*\*Attached Polaris data**

Ms. SHALALA. Thank you very much.  
Dr. Potter.

**STATEMENT OF JONELL POTTER, CLINICAL PROFESSOR, UNIVERSITY OF MIAMI & VICE CHAIR FOR RESEARCH, THRIVE CLINIC**

Ms. POTTER. Good morning, Madam Chair, Chairman Hastings, Chairman McGovern, committee members, your amazing staff, thank you for the opportunity to speak to you today. I am a professor of clinical obstetrics, gynecology, and reproductive sciences, pediatrics, and nursing at the University of Miami in Miami, Florida. My career began in the early 1980s, when the HIV epidemic emerged in Miami. I led the design of comprehensive multidisciplinary models of care to help the women and children living with HIV access healthcare services.

This experience taught me to listen to my patients. The patients taught me about fear, abandonment, and stigma. They also taught me about the incredible strength of the human spirit. We were able to build models of care that helped these vulnerable populations live healthy lives, and what we learned in Miami spread to clinics across the country.

Six years ago, I was contacted by local law enforcement and members of the Human Trafficking Task Force in Miami to provide medical care for victims that they had identified. What I encountered in my exam room led me on a new journey. I realized these survivors, often taken as young children, had experienced years of abuse and medical neglect and had tremendous healthcare and mental health needs. Their healthcare needs were, frankly, beyond the scope of anything that we had in place. And I took on a new mission.

I am here to speak with you today because, since then, we have established a comprehensive model of healthcare for survivors of human trafficking. At the University of Miami, along with our partners at Jackson Health System, we developed one of the first clinics in the Nation to help survivors access healthcare and mental health services. We saw this as an emergency and we responded.

The clinic is called THRIVE. We provide medical, primary, and specialty care, mental health and behavioral care services to address the very unique needs of this population, who are deeply impacted by poverty, housing insecurity, food insecurity, and illiteracy. Many of the survivors have had little or no education. Most have no identification or records of any kind. Many have never had any healthcare or proper nutrition. They have all suffered from trauma, from being held captive in one way or another.

Our healthcare model is designed on the basic principles we developed listening to the survivors. Trust is critical. The most important issue for survivors is building trust. They have been brainwashed by their traffickers and taught not to trust anyone. We start by deliberately developing a trusting relationship.

Patient navigators add safety and support. Getting care can be overwhelming. We employ navigators, usually survivors who have reentered the workforce who chaperone the patient through every visit. No waiting rooms. Waiting rooms make our patients too nerv-

ous. Having their name called out to come to the desk in a public place is very frightening for them. We admit and discharge every patient inside the exam room. We have reengineered the medical model.

Specialists come to the clinic. Our patients cannot negotiate multiple medical appointments in multiple facilities, but most of the care they need comes from specialists. So the physicians and nurses at Jackson Health System and the University of Miami come to the same familiar clinic room every time to see the patients.

We take a medical history only once. Repeating their history retraumatizes our patients. So we take a medical history only once and ask all the providers to review it before they see the patient.

We have learned that no medical history is routine. Survivors often cannot or do not want to remember. Their stories change over time as they are able to share and trust. They are not lying. They have blocked out the trauma to survive. Every patient needs comprehensive care. Our patients have physical injuries and illnesses that have been untreated for years. They have bones that were broken a decade ago. They have never seen a dentist. They need coordinated comprehensive healthcare.

Extensive mental healthcare is essential. All of our patients, every one of them has posttraumatic stress with all of the classic symptoms: flashbacks, nightmares, anxiety, depression, suicide attempts. What these survivors need most is mental healthcare, and there are simply not enough available. We are just beginning, but we have already seen results. Some survivors relapse, but most do not. They are successfully reengineering their lives.

Our clinic has been replicated in another Florida community. We are collaborating and sharing best practices with a program in Texas and Atlanta. Atlanta has called us to replicate our model there.

So, in closing, I just want to reiterate what my colleagues have already said and what you already know. Human trafficking exists in every State in our Nation. I urge you to support funding to establish medical demonstration projects designed to evaluate the most effective model of medical and mental health aftercare for survivors of human trafficking.

Thank you for the opportunity today, and I look forward to your questions.

[The statement of Ms. Potter follows:]

Madam Chair, Members of the Committee, I am JoNell Efantis Potter.

I am a Professor of Clinical Obstetrics, Gynecology and Reproductive Sciences, Pediatrics and Nursing at the University of Miami in Miami, Florida.

My career began in the early 1980s when the HIV/AIDS Epidemic emerged in Miami. I led the design of comprehensive, multidisciplinary models of care to help women and children living with HIV access medical services. Through this experience, I learned that taking care of these patients meant more than just providing medication. I learned to listen to my patients, to understand the fear, abandonment, and stigma they faced. They also taught me about resilience and the incredible strength of the human spirit. We successfully built a comprehensive care model that not only provided medical treatment but also addressed these other important factors. We have helped countless members of this vulnerable population live healthy lives, and the model we developed in Miami has been implemented in clinics across the country.

Six years ago, I was contacted by local law enforcement and members of the Human Trafficking Task Force in Miami to provide medical care for human trafficking victims. What I encountered in my exam room led me on a new journey. I realized these survivors, often taken as young children, had experienced years of abuse and medical neglect, and had tremendous health care and mental health needs. Not unlike our experience with the HIV/AIDS epidemic three decades earlier, we quickly learned that the health care needs of these trafficking victims were frankly beyond the scope of anything we had in place. And thus I took on a new mission.

I am here today to share with you the comprehensive model of health care that we have developed for survivors of human trafficking. At the University of Miami, along with our partners at Jackson Health System, we developed one of the first health clinics in the nation to help survivors of human trafficking access health care and mental health services. We saw an emergency, and we responded.

The clinic model is called THRIVE. We provide medical and mental health care to address the unique needs of this population, who are also deeply impacted by poverty, housing insecurity, food insecurity, and illiteracy. Many of the survivors have had little or no education. Most have no identification or records of any kind. Many have never had any health care or proper nutrition. All have suffered trauma from being held captive in one way or another.

Our health care model is designed on basic principles we developed listening to survivors.

**Trust is critical.** The most important issue for survivors is building trust. They have been brainwashed and taught by the traffickers not to trust anyone. We start by deliberately developing a trusting relationship. For example, every practitioner knows they must ask before touching a patient in any way every time.

**Patient Navigators add safety and support.** Getting care can be overwhelming. We employ Navigators – usually survivors who have re-entered the workforce – who chaperone the patient through every visit.

**No waiting rooms.** Waiting in public makes our patients too nervous. Having their name called out in a public place is too frightening. We admit and discharge every patient inside the exam room.

**Specialists come to the patient.** Our patients cannot negotiate multiple medical facilities, but most need care from multiple specialists. Physicians and nurses come to the same familiar clinic every time to see our patients.

**Take a medical history once.** Repeating their history re-traumatizes our patients, so we take a medical history only once and ask every doctor to review it before they meet the patient. We learned that no medical history is routine. Survivors often cannot remember or do not want to remember. Their stories change over time as they are able to share. They aren't lying. They have blocked out the trauma to survive.

**Every patient needs comprehensive care.** Our patients have physical injuries and illnesses that have been untreated for years. They have bones that were broken a decade ago. They have never seen a dentist. They need coordinated, comprehensive care.

**Extensive mental health care is essential.** All of our patients, every one of them, has post-traumatic stress with all of the classic symptoms: flashbacks, nightmares, and anxiety, depression and suicide attempts. What these survivors need most is mental health care, and there is simply not enough available.

We are just beginning, but we have already seen results. Some survivors relapse, but most do not. They are successfully re-engineering their lives. Our clinic has been replicated in another Florida community, and we are collaborating and sharing best practices with programs in Texas and Atlanta to replicate our model there.

Human trafficking exists in every state in our nation, and as a country we are in great need of research and resources to eliminate this horrific practice and provide appropriate care and treatment for these survivors. I urge you to support funding to establish demonstration projects designed to evaluate the most effective model of medical and mental health aftercare for survivors of human trafficking.

Thank you for an opportunity to testify today and I look forward to your questions.

Ms. SHALALA. Thank you very much, Ms. Potter.  
Mr. Woolf.

**STATEMENT OF BILL WOOLF, EXECUTIVE DIRECTOR, JUST  
ASK PREVENTION & DIRECTOR, NATIONAL HUMAN TRAF-  
FICKING INTELLIGENCE CENTER**

Mr. WOOLF. Madam Chair, honorable members, good morning. It is, indeed, a privilege to be here, sitting next to these highly respected experts in the field of human trafficking, and quite humbling.

I started my career almost 20 years ago as a Fairfax County police officer, first working as a patrol officer, then graduating to a detective assigned to work in the gang investigations unit. It was during the course of one of my investigations into the notorious MS-13 gang that I first encountered human trafficking.

My experience was similar to so many other law enforcement officers when they encounter their first case. I had no idea what I was looking at. As I became aware of what I would later learn was human trafficking, my initial belief was that it was just prostitution.

I had never received any training or education surrounding the issue of human trafficking. Those words had not been a part of my academy instruction, and so the concept was quite foreign, much like I believed something such as human trafficking was simply a foreign problem. Sadly, this lack of training for law enforcement is still a problem today, with some estimating less than 5 percent of law enforcement in the United States have received adequate identification and response training.

My eyes were quickly opened to the reality and prevalence of this horrible crime. That reality: Human trafficking is exploiting men, women and children alike, yes, in foreign lands, but, more disturbingly, right here in the United States. The land of the free has become one of the top three countries of origin for modern day slaves.

Human trafficking is not just a threat to the most urban areas of our country, but is impacting some of the most remotest areas as well. Traffickers are exploiting technology to gain access to potential victims right in their own communities, their own schools, and even their own homes.

I have had the honor of working alongside more than 200 victims of human trafficking during the course of my career as a law enforcement officer, alongside victim services professionals, and in my capacity as the executive director of the Just Ask Trafficking Prevention Foundation.

Their stories are complex and heartbreaking. They have been exploited by boyfriends or girlfriends, those that have used the guise of love to manipulate them into this lifestyle. They have been exploited by gangs, who have learned that human trafficking is more profitable and less risky than other crimes. They have been exploited by lures of employment and even in some cases by their own family members.

I would like to recognize my friend and a member of the Just Ask board of directors, Barbara Wilson, who is with us here today. Ms. Wilson is a survivor of sex trafficking here in the United States. Starting at the age of 12, Barbara was sex trafficked by her



own mother, enduring abuse and exploitation and ultimately running away from home, only to be taken advantage of by many others. She became addicted to drugs and survived on the street for many years until she was finally able to pull herself out of that situation.

Barbara is more than a survivor; she is a thriver. She has gone on to become a successful woman with a beautiful daughter and enviable career. But Barbara did not have anyone to turn to during her exploitation. She didn't know where to go, and because of that I would say that, at a minimum, we as a society were complicit in her exploitation.

I am also honored to have here with me Susan Young, who serves as the director of our parent Coalition to End Human Trafficking. Susan's daughter was lured and manipulated and ultimately trapped by MS-13 gang members into a life of sexual exploitation and servitude starting at the age of 14. These monsters assaulted her, forced her to engage in commercial sex acts, and injected her with multiple drugs as a means to control her.

When Susan and her husband found out and tried to intervene, the gang went after their 3-year-old daughter. Susan, her daughter, and her family have literally been to hell and back, although Susan might tell you that she will never fully return from that hell as it will live with her for the rest of her life. In her case, her daughter attempted to seek help from school officials 22 times. All 22 times, the school took no action to stop the abuse. We as a society were again complicit in the exploitation.

There are many social determinants that lead to someone being drawn into a life of exploitation. Much research has been done identifying at-risk populations: those that come from disjointed home lives, those in the very broken foster care system, victims of prior abuse, those that are economically challenged or homeless, those that are bullied or have low self-esteem.

So many social issues have a direct or indirect correlation to the pervasive exploitation of human trafficking. One social issue in particular is that of the opioid epidemic. Drugs have become inextricably linked to human trafficking. Traffickers use these drugs to manipulate, control, and trap victims. In even more disturbing cases, adults, parents will become addicted to these drugs and then sell their own children in order to fuel that addiction. One of our team members with us here today, George Swanberg, is a drug addiction expert and helps guide our understanding in developing comprehensive prevention programming.

Human trafficking is truly a complex issue, from the social determinants that create victim vulnerabilities to addressing the demand for these illicit services, challenges in deploying effective training for frontline professionals, availability of resources to support victims, and the lifelong challenges these survivors face. Considering the tremendous impact trafficking has on its victims, much of which you have heard about from my colleagues today, I ask you, what are we doing to prevent these atrocities from happening in the first place?

I believe the key to combating the epidemic of human trafficking is through prevention. Events like the Super Bowl bring a much-needed awareness to the issue. There is much hype surrounding

sporting events with claims that human trafficking increases exponentially as a result. While the research is inconclusive, it is important that we seize these opportunities to educate the public on the realities of human trafficking and dispel the myths with a call to extend this awareness throughout the entire year.

Prevention is truly possible. One young lady that I had the privilege of working with, a young lady by the name of Maria, was 17 years old when she was being drawn into trafficking. Someone she believed to be her boyfriend was luring her in through coercion and lies.

And, fortunately, she went to school and went through a program, a prevention program that Just Ask had put together. She realized what was happening as a result of that program and was empowered to report to her parents. Law enforcement got involved, and the bad guy was arrested, and she was never exploited. Prevention is possible.

This is but one example of the effective lifesaving efforts that our foundation and other NGOs working in the prevention space do on a day-to-day basis. We are just beginning to scratch the surface of addressing the issue of human trafficking. It is really going to be the next generation to bring about real change if we provide them with the tools and resources that they need.

I am so proud to have members of the Just Ask Student Advisory Council here with me today: Cora, Ashna, Maya, Paige and Alex. These young women and men provide guidance and leadership to us at Just Ask to make sure our message is relevant and effective. And I hope that you share in my gratitude and pride in these leaders, who have taken a stand to safeguard their communities and their generation.

On the eve of the 20th anniversary of the passing of the Trafficking Victims Protection Act, I call upon all of us to take action. Provide us working in the field with tools, resources, and support that we need to expand our successes and bring an end to human trafficking. The witness of Barbara and Susan here today are a testament to resiliency and strength of the human person, but it is also a call for us to stand up, with the noble goal of not one more victim. And these students stand ready to carry on that charge.

I would like to thank Representative Shalala and the committee members for offering the opportunity to address human trafficking, with the sincere hope that this is the beginning of a meaningful conversation, not the end. We can end this if we would help these students, who are willing to stand up and do something.

I commend you all for your commitment to safeguarding our communities and look forward to an ongoing partnership. If I may just for the record offer my daughter Emma a happy 11th birthday today. Thank you.

[The statement of Mr. Woolf follows:]

**Written Statement of**

**Bill Woolf**  
**Executive Director**  
**Just Ask Trafficking Prevention Foundation**  
**McLean, Virginia**

**Before the**

***House Rules Committee***  
***Subcommittee on Legislative and Budget Process***

**December 11, 2019**

**Solving an Epidemic: Human Trafficking in America**

Some of the information and facts contained herein are derived from training and research, but all information and observations are supported by personal and professional experiences as a practitioner in the field, as well as actual investigations and interviews during the course of my tenure as a human trafficking investigator.

**Problem**

Human Trafficking is a crime that cuts across all races, ethnicities, genders, and socio-economic classes. Traffickers prey on the vulnerabilities of their intended victims, depriving them of their human dignity and worth for the purposes of profit, regardless of the victim's country of birth, background, or age<sup>1</sup>. It is a crime that does not discriminate and has increasingly shifted to preying upon the youth in our communities. A crime that was once thought to target intended victims from low socio-economic classes has become disturbingly more prevalent in some of the most affluent suburbs throughout the United States—highlighting some of the lesser-known social determinants which lead to the exploitation of our young people. It is of note that victims can be exploited in their own states, neighborhoods, schools, churches, and even their own homes. The reality is that our children, one of the most vulnerable and sought-after populations by traffickers, can be exploited on a routine basis by these profit-driven predators and yet may still be coming home every night for dinner, sleeping in their own beds, and going to school every day. Traffickers in some sense are highly sophisticated, deploying new methods of carrying out their criminal enterprises in an effort to thwart efforts by law enforcement to detect, interdict, and dismantle their operations. One of the largest problems faced by the community of professionals working to eradicate human trafficking is misidentification, thereby leaving a large

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<sup>1</sup> United States Department of State, Trafficking in Persons Report (2013), <http://www.state.gov/j/tip/rls/tiprpt>

percentage of victims who have endured a great deal of trauma and victimization never being formally identified as victims—they do not receive the services and intervention that they need to help them recover and become productive members of society. Often, we become reliant on law enforcement to fix criminal problems; however, the issue of human trafficking requires a multi-disciplinary, multi-sector, collaborative approach to truly be effective in preventing the crime.

Most people do not believe that human trafficking will ever affect them directly or that it is an international crime that does not have domestic victims—the “this does not happen here” mentality. The unsettling truth is that every community and every home in America is at risk to falling victim to human trafficking; the most vulnerable group being our children. Human trafficking has become an epidemic in the United States. The United States Department of State recently released its annual Trafficking in Persons report, and the U.S. was in the top three countries for victims of origin. Some studies, like that from the Global Slavery Index in 2018, estimate that on any given day in the U.S., about 400,000 individuals are being trafficked in the commercial sex industry and through forced, unfair labor. Because of the lack of acceptance that human trafficking is a reality in our country, many victims, and the families driven to protect them, adopt the belief that “this could never happen to me.” The lack of awareness as to how traffickers scout, manipulate, and trap vulnerable people into a life of exploitation and servitude presents a cumbersome, multi-dimensional problem for law enforcement, educators, social services, government officials, and anti-trafficking organizations alike. One can only address a threat appropriately when they are aware the threat exists and fully understand the methodology of the exploiters, social determinants of victims and offenders, and the impact on the person and society. The white van abducting our children from street corners and forcing them into a life of prostitution is very rare. Rather, it is smooth words and empty promises that trap and manipulate at-risk populations, forcing them into a life of exploitation. And as the traffickers exploit technology, specifically social media, to enhance their recruiting abilities, their presence in the lives of even the most remote communities becomes more of a reality, which calls for increased vigilance on the part of parents, governments, and society as a whole. It is important to have an understanding of what human trafficking looks like here in the United States to be able to safeguard those within our borders. Awareness of the issue and acceptance that those living in our communities are vulnerable is one of the principle steps in combating human trafficking.

#### **Manifestations of Human Trafficking**

The reality is that human trafficking presents in various forms, making this a complex issue to understand and address. However, one thing is fairly consistent: human trafficking does not occur in illegal underground industries hidden from sight; rather most of the illegal operations are facilitated through legitimate commerce. The accessibility of “slave labor” in which the demand is usually met through the criminal operations of traffickers, is more prevalent in today’s

society than it ever has been in the past. Regardless of whether one lives in middle-class suburbia, wealthy downtown business districts, or subsidized housing, trafficking is most likely occurring in plain sight. Additionally, there are “consumers” within each of these types of neighborhoods. More importantly, the children that are living in each of these environments are also vulnerable to the traffickers’ deceptions.

Sex trafficking instances manifest themselves in four basic forms: brothel networks, pimp-controlled, family-controlled, and gang-controlled. Brothel networks are found in the form of what appears to be legitimate commercial establishments, or they can be found in residential neighborhoods as well. Throughout the United States, law enforcement continues to uncover residential brothels in “well-to-do” gated communities that are not known for being infested with criminal conduct. Within these brothel networks, which appear in many forms, victims usually remain in one location for a determinate period of time, typically one week, and then they are relocated. The victims are forced to remain onsite for the duration and endure long hours as well as inadequate and inhumane living conditions under the threat of violence to themselves or their families while engaging in commercial sex. Some of these brothel networks can be localized within a geographic region, such as northern Virginia, or they can be multi-state or multi-national criminal enterprises, often preying on the vulnerabilities of foreign nationals who are unfamiliar with the laws of the United States.

Pimp-controlled scenarios have become an exponentially greater threat, as they are shifting toward recruiting younger victims. Recognizing that the average age of induction into commercial sex in the United States is fourteen (14) years old, it is evident that pimps have resorted to inducing and maintaining younger victims than in the past. Pimps typically advertise using internet-based methods similar to the former website Backpage.com. Since Backpage was seized by law enforcement, several new sites have been created and are currently active, facilitating the sale of commercial sex and ultimately sex trafficking<sup>2</sup>. These traffickers use hotel rooms and common forms of public transportation to harbor and transport trafficking victims. They may move juveniles to and from multiple states in an effort to maximize their profit and avoid law enforcement detection.

One of the most disturbing, but rapidly emerging trends is that of gang-controlled sex trafficking. Gangs, commonly believed to be all about violence, have now learned that violence simply serves a means to an end—a profitable crime. Gangs have learned that sex trafficking, particularly of minors, is a low-risk, high-yield criminal enterprise that adequately funds their gang operations throughout the United States and around the world. Drawing from their reputation of violence, often glorified through Hollywood, gangs can use the “threat” of violence as a means of control for these vulnerable and uninformed youth.

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<sup>2</sup> One example is the similarly named [www.bedpage.com](http://www.bedpage.com) which has the same layout and format of Backpage. There are several other sites which have also become active.

### **Social Determinants of the Victims**

Traffickers look for three (3) things when selecting a potential victim: accessibility, suggestibility, and vulnerability. Accessibility refers to the traffickers' ability to gain and maintain access to an intended victim during the course of recruiting and manipulating them into an exploitive scenario. As previously mentioned, this is typically accomplished through social media and other electronic communications platforms. Online, traffickers have continuous, often unsupervised access to their intended victims. Suggestibility refers to the societal influences of the intended victim that can be used to "normalize" the exploitive behavior. In sex trafficking, this is accomplished through the false glamorization of the commercial sex industry, which is not accompanied by education regarding the very physical, emotional, and psychological impact sex work can have on a person. With regards to exploitive labor, or labor trafficking, this can be accomplished by *suggesting* that this is the only option available to a person in a vulnerable state—a convicted felon who struggles to find employment, a foreign national who has to provide life-dependent medicine to a family member in their country of origin, or many other scenarios. Vulnerability is the factor in a victim's life that traffickers use to leverage that person—vulnerability and suggestibility are often interconnected. These vulnerabilities often become the social determinants which lead to victimization and should be the focus of prevention efforts.

Traffickers often focus their recruitment efforts on children because of particular vulnerabilities that impressionable young people possess. These vulnerabilities, or social determinants, fall into four main categories: economic vulnerabilities, victims of prior abuse (sexual or physical), situational vulnerabilities (homeless or runaway children), and "other at-risk," which includes children with low self-esteem, attention-seeking youth, children from homes lacking stability, youth who identify as LGBTQ+, or children who lack an understanding of healthy relationships. It is essential to understand that these "other at-risk" youth are the children in every school, every neighborhood, every church and youth group, and potentially in any home across America. Family dynamics have changed over the past few decades, and traffickers have taken note, exploiting those changes to draw young people into a life of servitude through false promises and coercion. In these instances, traffickers never have to provide their victims with monetary rewards; rather they offer love and affection to a child who is not being fulfilled at home<sup>3</sup>.

It can be challenging to sympathize or understand how a person is coerced or induced into engaging in commercial sex or exploitive labor by someone simply taking advantage of their personal vulnerabilities. Regardless, it is important to remember that victimization is the same, whether physical force or the more pervasive forms of mental manipulation is utilized. Arguably, coercion to induce someone into a life of servitude and slavery delivers a greater degree of

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<sup>3</sup> Rao, Smriti, & Christina Presenti, *Understanding Human Trafficking Origin: A Cross-Country Empirical Analysis*, in *Feminist Economics*

psychological damage because the person was manipulated to believe that they were complicit in their own victimization. In situations where the victim believes that they agreed to engage in the conduct, there is an increase in self-blame and personal shame on the victim's part<sup>4</sup>. This complex trauma is difficult to clinically diagnosis and effectively treat, often frustrating the child's treatment plan and hindering progress to restoring the child to a state of normalcy, as generally accepted by society. It becomes increasingly complex when the community supporting that victim-survivor does not understand the problem either, leading to further shame, isolation, and judgment.

Traffickers employ a heavy dose of psychological manipulation as a means of power and control over their victims. As a result, the victims are made to believe that they consented to their own victimization, and in some instances, they believe that they themselves are the offenders. In this way, trafficking victims rarely seek help or report these cases to the proper authorities<sup>5</sup>. Victims of human trafficking often encounter professionals (law enforcement, social services, counselors, educators, etc) for other reported problems. Due to a lack of adequate training available for these frontline professionals, they often misidentify potential victims, extending their period of exploitation.

Studies show that a strong determinant of a child's vulnerability to trafficking is their home situation. One homeless youth organization partnered with researchers at Arizona State University to investigate the prevalence of sex trafficking experienced among homeless youths who received services from the organization and two community-based organizations like it. Their study revealed that 35.8% of the 215 victims they surveyed reported a history of sex trafficking. The nonprofit non-governmental organization Polaris, which works to combat and prevent human trafficking and modern-day slavery and runs the National Human Trafficking Hotline, led a "survivor survey" revolving around their experiences with systems and industries. Polaris received responses from 127 survivors, 64% of whom reported being homeless or experiencing unstable housing at the point in their life when they were coerced into trafficking. While this survey included victims who entered into a trafficking situation past the age of 48, over half of the survivors reported that they had been forced into trafficking before the age of twenty-three.

The largest-ever research studies conducted to look at homelessness in youth fell under the auspices of Covenant House International, the largest privately funded agency in the Americas dedicated to providing a range of care to homeless children between the ages of 14 and 20. Nearly 1,000 homeless youth between the ages of 17 and 25 were sampled across 13 cities throughout the United States and Canada. Between the two studies that comprised Covenant House's initiative, close to one-fifth of those interviewed reported being trafficking victims.

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<sup>4</sup> Farley, Melissa. *Prostitution, Trafficking, and Traumatic Stress*. Psychology Press, 2003.

<sup>5</sup> United States Department of State, *Trafficking in Persons Report* (2013), <http://www.state.gov/j/tip/rls/tiprpt>

Fifteen percent reported they were trafficked for sex (this includes youth who were not necessarily coerced but were minors), 7.4% reported that they engaged in labor trafficking, and 3% reported being victim to both.

One of the two studies conducted by the Field Center for Children's Policy, Practice & Research for Covenant House consisted of interviews with 270 homeless youth across three cities. The Field Center discovered that 95% of those they interviewed who were sex trafficked had a history of childhood maltreatment. Their interviews also revealed that 41% of the youth who were sex trafficked had at least one out-of-home placement at some point in their lives. Many of them experienced moving frequently during their childhood. In contrast, the youth who reported having supportive adults present in their lives were less likely to be sex trafficked than their unsupported counterparts.

Dr. Laura T. Murphy of the Modern Slavery Research Project, which is the other research partner involved in Covenant House's initiative, said they found through their study that "youth were seeking what we all seek—shelter, work, security—and that traffickers preyed on those very needs." Independent from Covenant House's efforts, the National Human Trafficking Hotline cites the lack of a strong supportive network as a notable cause that leads runaway and homeless youths to enter unfamiliar environments that put them especially at risk of trafficking. Traffickers target these youth at shelters, transportation hubs, and other public spaces, often feigning affection and manipulation to draw in their victims to elicit commercial sex or services. These predators give their victims the false impression of becoming their significant other and play to the youths' need for love and social acceptance to the point where the victim becomes completely reliable on the trafficker for basic survival necessities.

The common theme throughout these cases is the lack of a strong support network—the failure to provide a young person with the stability and structure that supports healthy childhood development and resiliency.

#### **Relationship to Opioid Crisis**

Sadly, the rising opioid epidemic in the U.S. is exacerbating the risk of human trafficking, but not in an expected way. Some victims do find themselves addicted to opioids and other drugs, which are used by their traffickers to exploit and control them. Yet a growing concern, as identified by the U.S. Department of Health and Human Services' Office of the Assistant Secretary for Planning and Evaluation (ASPE), is that the number of children in foster care nationally between 2012 and 2016 increased by more than 10% after a decade of significant decline, and they reported that "there is a broad agreement that the ongoing opioid epidemic has been a primary contributor to those increases." With parents addicted to opioids and struggling to take care of their children, these youth often end up in the overwhelmed and underfunded foster care system.



Even more heartbreaking than a parent's opioid abuse separating a child from their guardian is the increase in "familial sex trafficking," in which parents and other family members trade sex with a child in their family for opioids or money to buy drugs. It is estimated that this atrocity is occurring throughout the United States, yet Massachusetts and West Virginia are two notable states where family members prostituting their children out is known to be a big issue, despite likely being "severely underreported," according to Brian Morris, U.S. Department of Homeland Security Special Agent and co-chair of the West Virginia Human Trafficking Task Force.

Although studies have not yet been conducted to provide empirical evidence of the correlation between the opiate/opioid crisis, foster care, and human trafficking, it is clear that there is a complex relationship here that requires further research and attention, and one that practitioners have reported is at near crisis levels.

#### **Human Trafficking and Major Sporting Events**

Media reporting suggests that during sporting events there is a rise in trafficking of persons, but this is often disputed. There have been no solid studies to determine whether or not it is the increased police operations, driven by media attention, that result in additional rescues and arrests; or if there are actually more incidents of trafficking surrounding these events<sup>6</sup>. The reporting has, however, resulted in the awareness of human trafficking surrounding these events to be on the rise, and rightly so. Professionals such as the Victim Assistance Specialists from the Department of Homeland Security have taken to the streets of cities hosting such events to take advantage of the temporary influx of people in an effort to educate the masses. During February's Super Bowl LIII in Atlanta, Georgia, Victim Assistance Specialists approached Super Bowl attendees and passersby to explain common indicators of human trafficking. Printed information and conversations with these specialists were, for some members of the public, the first they had heard of this term and the issue. This kind of educational outreach at large group events clearly help the community more cognizant of the warning signs of human trafficking.

This crime undoubtedly occurs around large-scale public occasions. Earlier this year, for example, law enforcement and nonprofit organizations partnered to uncover human trafficking ahead of the NBA All-Star Game in Charlotte, North Carolina. After engaging with more than 20 potential victims and gathering intelligence on likely trafficking offenders, they learned about the specific situation of five at-risk individuals, and paired several of the victims with victim service representatives who specialize in assisting these people with rebuilding their lives.

Yet major events are not necessarily conducive to an increase in human trafficking in the host city. Studies into this possible issue have not revealed a strong link that the amount of forced sex

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<sup>6</sup> "Debunking the Myth of 'Super Bowl Sex Trafficking': Media Hype or Evidence-based coverage". Anti-Trafficking Review. <https://www.antitraffickingreview.org/index.php/atrjournal/article/view/404/336>

labor specifically increases despite the temporary rise in online solicitation for commercial sex in the area that the FBI traditionally sees during large-scale gatherings. One study, conducted by the University of Minnesota's Urban Research Outreach-Engagement Center, identified that the first documented concerns of major sporting events that caused an increase in sex trafficking sprouted from anticipation of the 2004 Olympics in Athens, Greece, and that although such concerns did not actualize in the end, the response "set the template" for how sex trafficking was dealt with for subsequent sporting events.

### **Prevention**

However, the attention brought to the issue by these large-scale events is an opportunity not to be missed. One of the primary vulnerabilities identified by practitioners and academics is the lack of education and awareness surrounding the issue. These sporting events, and other major events, offer a unique opportunity to capture the public's attention and inject a much-needed level of awareness, and ultimately acceptance, that human trafficking is a reality here in the United States. These efforts can positively impact the prevention of human trafficking.

Even though it is one of the "3 P's," prevention has often been overshadowed by protection and prosecution. Unfortunately, focusing solely on protection and prosecution assumes that a person has already been victimized. While the focus on victim services is essential and should not be minimized, equal attention should be placed on prevention. The effects of human trafficking are life-altering, and victims bear the physical, emotional, and psychological scars for the rest of their lives. The amount of resources required to support a victim of human trafficking is estimated to be equivalent to that of 10 domestic violence survivors according to the Department of Homeland Security. The needs of a human trafficking survivor can overwhelm systems put in place to support them.

If the effects are so grave and we know many of the societal determinants that lead to people being trafficked, the most important question before the government should be: how do we prevent human trafficking from happening in the first place?

The 2019 Trafficking in Persons Report, published by the State Department's Office to Monitor and Combat Trafficking in Persons, carefully examines the efforts that have been made by countries to fight trafficking and evaluates where improvement is still needed. Among the many recommendations for the United States is a call to "Increase prevention efforts...through outreach to and intervention services for marginalized communities." (State Dept 2019).

The U.S. Department of Health and Human Services Administration for Children and Families Office on Trafficking in Persons recommends examining prevention efforts through two models—the Three Levels of Prevention Model, which looks at efforts that can be made during different stages of the trafficking process through the Socio-Ecological Model, which outlines

the different factors that may contribute to a victim being trafficked. Understanding these models can improve our nation's efforts to prevent human trafficking by drawing attention to the various needs of a victim or potential victim in a trafficking scenario.

### **Primary Prevention**

The Three Levels of Prevention model divides prevention work into primary, secondary, and tertiary levels. Primary prevention stops trafficking before it ever occurs. Traffickers are master manipulators, preying on victims who are vulnerable emotionally, financially, or socially. The goal of engaging in primary prevention techniques is to reduce the vulnerability of potential victims through empowering the vulnerable and strengthening the social and community ties that can serve as an additional protective barrier. Spreading awareness about trafficking, online safety, and healthy relationships is a vital part of this type of prevention work.

Primary Prevention is the central focus of the Just Ask Trafficking Prevention Foundation. The mission is to inoculate individuals, especially youth, against trafficking through our various programs, establishing safeguards to decrease vulnerabilities and suggestibility factors. We have multiple programs that work directly with young people, including an educational curriculum, a Student Advisory Council that mobilizes students to participate in anti-trafficking efforts, and an annual conference that is geared toward high school and college students, as well as their parents and community members. We also make a point to engage the community and their leaders. It is important for state and local government leaders to feel empowered to address these issues in their community, and not be dissuaded by misguided fears that it will negatively reflect upon the reputation of the jurisdiction they serve. We have seen first-hand that these prevention efforts have resulted in protecting potential victims from trafficking situations—preventing the victimization before it ever occurred.

Informed curriculum is a powerful primary prevention tool that has been proven to change youth's awareness of trafficking. Imagine the impact of a program that was supported on a national level, or at least where the resources were made available so that the curriculum could be implemented in every school across the country. At the end of the day, we can't always be next to the children we care about to help them make wise decisions. A student curriculum like Just Ask's TRAP (Trafficking Resistance, Awareness, and Prevention) program is a powerful tool we can equip students with so they can protect themselves from potential dangers. Many organizations are recognizing the need for this type of curricula to be put in place to educate students about the dangers of human trafficking. In a report about Human Trafficking in America's Schools, the U.S. Department of Education recommended "develop[ing] a comprehensive prevention awareness program targeted at students...alerting them to the nature and danger of child trafficking" (U.S. Department of Education). In addition, Polaris suggests that fostering a safe and supportive school through student education is one of the key elements

in building a response to trafficking in schools (NHTRC). The principle barrier is adequate funding.

In our own work with implementing preventative curricula in numerous school districts worldwide, we have seen that teaching young people directly about trafficking results in an increase in reporting. Teachers have reported that their students are incredibly receptive to the information in the lessons. Once students begin to see what grooming behavior or trafficking situations look like, some have come forward with reports of such abuse. Because trafficking situations often do not look like they do in the movies, it can be hard for students to imagine that grooming or trafficking can be happening to them. The stories and scenarios make it easier for students to see problematic behaviors that may be happening at home or online.

Engaging teens through anti-trafficking clubs and opportunities like our Student Advisory Council and youth conferences adds greater depth to primary preventative efforts. Evidence suggests that engaging the population affected by an issue, in this case youth, who are especially vulnerable to trafficking, can be valuable and more likely to be effective (Institute of Medicine). By inviting teens into the conversations we're having in the anti-trafficking community, we gain a priceless resource—teen perspectives and ingenuity. As participants learn more about trafficking, they are able to teach their peers and encourage each other to have healthy relationships and online practices.

In addition, we have seen a lot of success in primary prevention efforts through community engagement and conversations. We have hosted and participated in events in nearly every social sector. Parent sessions are some of the most powerful conversations we conduct. Teaching parents about what grooming looks like and how they can reduce the vulnerability of their teens by developing open lines of communication is key to protecting the youth in our community. Traffickers look for those who feel cut off from their families and don't have anyone else to whom they can turn. Parents and family members are the single most important connection that can be nurtured, if possible, to reduce the risk of trafficking. In a similar manner, community members can serve as a support network to vulnerable people who are at risk of being trafficked. The more communities know about human trafficking and how it happens, the more we as a society will be able to build connections that can protect. These connections can be in the form of one-on-one relationships, like the relationship between an at-risk child and their trained school counselor or devoting more resources to organizations that provide a safe place for vulnerable members of society, such as Boys and Girls Clubs, LGBTQ+ support groups, and afterschool programs. As Just Ask Prevention has participated in community education, valuable community links have been formed with educators, bank owners, law enforcement officers, business owners, and many more. The more people participate in these conversations, the more threads are added to the social safety net for vulnerable members of our country.

### **Secondary Prevention**

Secondary prevention is an immediate response to trafficking after it has occurred. It involves first responses, such as basic services, including emergency and medical care that address short-term consequences. These efforts remove victims from potential danger and provide them with resources they need to temporarily escape their trafficking situation. A major portion of secondary prevention work is training professionals and community members to identify possible trafficking red flags and report them to the authorities. Then law enforcement officers and medical professionals who interact with victims must be trained to understand trafficking and how to respond in a trauma-informed way.

Nearly every profession can benefit from training to recognize signs of trafficking. There are different markers to consider in different settings, so profession-specific training is best. Businesses that deal with travel and hospitality can be useful in detecting victims that are traveling or being moved through their locations. Currently, U.S. legislation that addresses trafficking in the hospitality industry is beginning to pass. According to a survey conducted by ECPAT, an anti-trafficking organization:

“In recent years an increasing number of states have passed laws requiring lodging facilities to display signage calling attention to the problem of human trafficking and alerting the public to the indications of trafficking, the hotline number to report suspicious activity and services for victims...Similarly, a number of states have enacted legislation requiring lodging facilities to arrange for their employees to be trained to recognize signs of human trafficking and what actions to take in the event that such signs are observed. Other states do not mandate the training, but have made it available on a public agency website. Additional states are currently considering similar legislation. Thus, it is safe to predict that the number of states mandating such training will continue to grow” (Weiss).

Similarly, many airlines are training their employees to recognize and report potential human trafficking victims, and airports are posting more trafficking notices, similar to the ones required in some hotels, in their facilities. Teachers, counselors, and other educational professionals have the power to participate in both primary prevention through curriculum work with youth, and secondary prevention by picking up on clues that students in their classrooms could be victims of trafficking. Teachers interact with their students every day and can observe troubling changes in their behavior. Bank employees can train to recognize suspicious transactions that could point to potential trafficking situations. Nearly every profession can implement training so that their employees can observe community members with a watchful eye.

Law enforcement officers are usually the first to interact with the victim after they have been removed from a trafficking situation. They carry an enormous burden to respond to the crimes

that they witness while acting in a way that helps the victim feel safe. The United States has long recognized the need for human trafficking training for law enforcement professionals. The December 2017 Report on U.S. Government Efforts to Combat Trafficking in Persons, written by the President's Interagency Task Force, details steps they believe must be taken to eradicate trafficking. The report's strategic objective three states that the United States must "enhance training of stakeholders, including civil society, law enforcement, and government officials, to increase identification of victims" (PITF). While the Federal Government has recommended improved training of law enforcement, they have not put a method in place or allocated the resources to accomplish their recommendation nor have standards been set.

Without proper assistance and training, it would be hard for a police department to know exactly how to address a crime that they many have heard little or nothing about. A 2015 study called "Police Perceptions of Human Trafficking," by Amy Farrell and Rebecca Pfeiffer, surveyed police officers to see how they treated human trafficking in their departments. They found that many participants were confused how this "new crime" was different than others, mostly because they were now working on human trafficking cases without trafficking-specific training. The police officers in the study detailed ways they used other crimes with well-established responses to inform their responses to human trafficking. This means that without proper training, many investigators handle human trafficking the way they handle prostitution or other vice cases (Farrell 2015). As human trafficking victims are in their lifestyle as the result of force, fraud, or coercion, treating them as criminals can retraumatize them and make them less likely to see the police officer as someone who can help them escape their situation. In fact, in a 2001 study of sexual assault victims, almost half of the women felt that the police weren't helpful, and a significant amount felt that they were met with victim blaming or controlling responses (Ullman). With training, law enforcement can be given the tools and framework needed to address human trafficking cases in a way that leads to the healthiest outcome for victims and the greatest success in the prosecution of the trafficking crimes.

Learning about human trafficking can also serve to banish misconceptions about the prevalence of the crime and increase the amount of human trafficking cases that are prosecuted. According to a 2008 national law enforcement survey, local law enforcement believed that human trafficking was a rare or non-existent crime in their communities, when in fact cases are found in essentially every community in the United States. The study also demonstrated that the degree to which law enforcement is prepared to identify human trafficking cases is a significant indicator to whether or not they actually investigate any (Farrell 2008). To address the horrific crime that has infiltrated our communities, law enforcement agencies need to take the necessary steps to prepare and train themselves.

Members of the medical community can doubly participate in secondary prevention work. First, they can be trained to recognize the physical and psychological indicators of a possible

trafficking situation, such as a patient who will not disclose how they were injured, has another person communicating all their medical information for them, and comes in repeatedly for injuries that would be conducive to sexual or physical abuse tied to trafficking. Medical professionals may be among the few people that victims are able to interact with outside of their situation. According to a 2014 survey of survivors of sex trafficking, 87.8% reported that they had contact with healthcare professionals while they were being trafficked. For this reason, doctors and nurses have an enormous opportunity to detect trafficking. When hospitals and clinics have a predetermined reporting plan, it empowers the staff to act when they have suspicions. Second, conducting trauma-informed trainings for medical professionals, similar to the ones that are conducted with law enforcement officers, can improve the experience of victims who are just leaving their trafficking situation. Many survivors who see a doctor, especially one who has just left or been removed from their circumstances, may have experienced physical, mental, and emotional trauma, and an insensitive doctor could be extremely triggering to them.

As members of Just Ask Prevention Project have traveled around the country administering these professional trainings to members of various organizations, we have seen the way that this information has changed the way employees and community members approach the topic of trafficking. Instead of thinking that trafficking is only something that happens far out of sight, they see it as something that could happen in their own workspace, right under their nose. More than just dispensing information, we empower our trainees to do what they can in their line of work to protect victims.

#### **Tertiary Prevention**

Tertiary prevention deals with developing long-term responses in the aftermath of trafficking. The services involved in this type of prevention work, such as long-term housing, job training and therapeutic counseling, have the end goal of preventing revictimization and making it easier for survivors to navigate the lasting effects of being exploited.

#### **Deterrence is Prevention**

The “3 P’s” are interconnected—one is dependent on the other. Prevention and prosecution are linked and augment the ultimate goal. Prevention efforts as outlined above bring more awareness to the community, encourage victims to self-report, and ultimately increase the number of prosecutions. Likewise, effective prosecution of offenders leads to prevention through deterrence. When the penalties for persons engaged in the trafficking (both buying and selling) become so great that it makes this type of criminal behavior “too risky,” it will decrease the prevalence of the issue all together. To accomplish this, law enforcement must be equipped with the proper tools and resources necessary to identify and respond to suspected instances of human trafficking. Many efforts are underway to make training and technical assistance services available to frontline officers and investigators since the number of law enforcement professionals that have been properly trained is disturbingly low. Additionally, human trafficking

investigations require more resources than almost every other type of crime. Many of these investigative techniques are new and innovative. Law enforcement and prosecutors need to be supported with the proper tools to be able to effectively and efficiently address this problem.

Prevention through education should be the primary goal of the collaborative efforts to combat trafficking, but that does not completely eradicate trafficking and therefore intervention becomes a necessity. Intervention, as previously discussed, presents two unique categories of problems. The first challenge is the prosecution of cases. In addition to the complexities involved in addressing victims' needs and securing their testimony and cooperation for prosecution, there is the sweeping volume of evidence to compile. Some companies operating within the United States delay responses to subpoenas or search warrants hindering law enforcement's ability to react swiftly to recover people being exploited. Once the offenders are arrested and charged, there exists the frustration of punitive sentences consistently falling below Federal Sentencing Guidelines. When defendants are recommended stiff penalties for their predatory and life-altering conduct, judges are imposing sentences well below those recommendations. There is also the challenge in proving force, fraud, or coercion in instances where the victims are 18 years of age or older. In these cases, traffickers refrain from physical force to avoid prosecution and use other forms of mental manipulation that are difficult to prove statutorily. The Mann Act (18 U.S.C. 2421-2423) criminalizes transportation of persons across state lines for the purposes of prostitution; however, the Act currently has no provisions for mandatory minimums when the victims are adults. This does not accurately reflect the level of victimization placed on those exploited by the traffickers.

Another area of concern that is often not addressed is the demand for commercial sex that fuels the traffickers' criminal enterprises. Individual states are enacting legislation to increase penalties for those that are paying for commercial sex, but state and local governments need support. By deterring those who are purchasing sex through stiff federal penalties would equally deter the instances of sex trafficking in the United States.

### **Conclusion**

By providing the necessary resources to allow law enforcement in collaboration with other governmental and non-governmental organizations, a collaborative approach will better educate, prevent, and intervene in trafficking scenarios in an effort to deter traffickers, reduce the number of victims, and restore the lives of those exploited. These resources include stiffer penalties for criminal behavior indicative of trafficking conduct, training for service providers to institute effective practices of treatment, and awareness and training through a national campaign to unveil the reality of trafficking in the diverse communities throughout the United States, where traffickers prey on the young and vulnerable regardless of their background. I have witnessed first-hand the negative impact that trafficking has on the life of a young person—according to the Federal Bureau of Investigation, the average life expectancy of a trafficking victim is only seven



(7) years after the exploitation begins. However, I have also witnessed first-hand the restoration of a person and their basic human rights and dignity through proper response, treatment, and justice through meaningful prosecutions. I have witnessed first-hand that there is hope.

Ms. SHALALA. Thank you, Mr. Woolf. And thanks for bringing your posse with you.

Mr. Rodgers.

**STATEMENT OF BOB RODGERS, PRESIDENT AND CEO, STREET GRACE**

Mr. RODGERS. Yes. Madam Chair, honorable members of the committee, good morning. Thank you for the opportunity to be with you today, addressing the issue of sex trafficking. I know we can all agree it is a shame that organizations like these and Street Grace have to exist and that these conversations are even necessary.

However, for Street Grace and many of the organizations in the fight, there is good news. We have never been more encouraged. Together, we are making meaningful, and we are making measurable progress. I am grateful for the committee's willingness to deal with this issue directly and at the highest levels to keep it in the forefront. This is how real progress is made.

I have never met anyone in favor of sex trafficking, but I meet people every day who aren't aware of what it is and they are not aware that it is occurring in their neighborhoods and in their communities. My exposure came as a graduate university president, but today I have the distinct honor of serving as the President and CEO of Street Grace. We were launched in 2008 as a result of the faith community coming together with a collaborative response for the growing issue of sex trafficking, child sex trafficking in Atlanta and throughout the State of Georgia.

Today, we have offices in four States, and over the last 2 years have partnered with more than 10 attorneys general around the country. We are led and informed by a survivor advisory board that puts their hands, their eyes, and their life experience on everything that we do.

Since context matters, I thought it would be important for you to know the lens that we see the issue through. One, we are Christ-centered; two, we are child-focused; and, three, we are demand-centric. Additionally, all of our initiatives rest on at least one of three pillars.

Prevention and protection of children: Every year, especially the last 3 years, we have had the opportunity to speak and present and educate 50,000 to 75,000 kids a year between the ages of 12 and 18. It is a remarkably powerful thing when you are sitting with a middle school or a high school student and you give language to this part of life and these things that can happen and you see a light bulb and a connection come on. We follow the old adage that the eyes can't see what the brain doesn't know.

Second is policy. Street Grace is a leader in local and national policy recommendations that create a better framework for law enforcement to make arrests and for those that can be successfully prosecuted, also focusing on and continuing to create access to care for those who have been victimized by this crime while ensuring that the perpetrators, both the traffickers and the buyers of sex, who are also traffickers, face appropriate convictions and sentencing.

And, third, pursuit: Including the use of artificial intelligence and learning chatbots, we sit here this morning, we have technology that is deployed in 15 cities and 8 States identifying bad actors who are attempting to purchase sex with children and disrupting those transactions.

And let's be really clear. I don't mean to be offensive or disrespectful in any way, but I think it is very important that we call it what it is. Child sex trafficking is the exchange of something of value or money to rape a child. It must be stopped, and no child deserves this.

I also mentioned, though, that this was an encouraging time to be in the fight against sex trafficking. I would like to briefly highlight a couple of those reasons. I am happy to comment further during the Q&A, if necessary. On this issue, around the country, we have moved from competition to a greater level of collaboration, where we are working together in support of a shared goal and cooperation. It is occurring between government, local, State, and Federal, NGOs, law enforcement, corporations, the Academy, faith communities, community groups, and more. Many States are benefiting from this now more than ever before. We just saw a very practical example of that earlier this year in Atlanta, when we came together to create a web of protection around our city as we hosted the Super Bowl. While we weren't perfect, it worked.

Second, we continue to acknowledge that restorative care for those who have been victimized by this is critical. They need, as you have heard, and deserve the best and highest standards of medical care, mental healthcare, skills training, life support, education, and every other resource that we can possibly make available. Progress cannot be made without gold standard of care. There is no substitution. There is no second best. We have to lead in this area.

We are doing a better job acknowledging that we will never end this issue by following it around and trying to put the broken pieces back together from those who have been impacted by it. While it is critical, it is not the solution. They deserve more, as do others, and we must look at this as the illegal business that it is and strategically work to dismantle it.

We will never end sex trafficking one arrest, one rescue, one prosecution at a time. We have to scale up. The use of artificial intelligence, chatbots, and other technology allows us to keep pace with the traffickers and the tools that they use.

Finally, there is a growing acceptance towards removing the cloak of anonymity towards the buyers of illegal sex. Laws are being passed around the country that allows for the arrest and exposure of those who are caught. This has to be included.

For these meaningful reasons and more, we have cause for encouragement, and yet, as is always the case, there is more to do as we continue to make measurable progress and accelerate the rate of that progress. We must allocate additional funding for prevention and evidence-based demand reduction strategies.

Historically and overwhelmingly and appropriately, funding has gone primarily towards restorative care. Because this is such a hidden crime, it requires proactive investigations. We need to do more

to prioritize trafficking investigations among Federal law enforcement agencies, like the FBI and Homeland Security and others.

We must include the rampant transnational and organized crime rings in the illicit massage industry. It is the second highest category of reported cases of sex trafficking in the United States of America. It is the safest place in the United States of America to purchase illegal sex. No one is better positioned than the Federal Government to address these large criminal enterprises.

We also must look at the systemic approaches that can be used to cripple segments of the industry. The House took the lead on H.R. 2513, known as the Corporate Transparency Act. And while it is in the Senate now and they are considering similar legislation under the name the Illicit Cash Act, this could quite possibly help us with the stroke of a pen do more to dismantle the illicit massage industry in the United States of America overnight than all of the NGOs' combined efforts could do over the next 10 years. We need your leadership and your support.

We need to continue to create and pass legislation that allows those who have been victimized by this horrible crime to have civil recourse against all parties who knowingly and financially benefited by this activity or passively allowed it to occur. We must continue to expand the statute of limitations that allows someone who has been victimized to pursue criminal charges and damages. And we need to continue to create expungement and vacatur laws, providing access and legal help for those who have been victimized by this. As you are probably aware, in recent months grant funding to survivors to provide legal support to help clear their criminal records so that they can move forward and establish careers and move on with life has been eliminated or dramatically reduced by this administration.

We must continue to focus on restorative care solutions as well as evidence-based demand reduction strategies. We are capable of doing both. Simply put, much good is occurring, and there is much left to do, but the pace of progress is accelerating, and it seems like a tipping point could be in sight. Thank you.

[The statement of Mr. Rodgers follows:]

**Testimony of Bob Rodgers  
President | CEO of Street Grace  
before  
Subcommittee on Legislative and Budget Process  
of the  
House Committee on Rules**

December 11, 2019

Chairman Hastings and Honorable Members of the House Rules Committee, good morning.

Thank you for the opportunity to be with you today to address the issue of sex trafficking. I know we can all agree it is a shame we have to have organizations like Street Grace and that conversations like this are even necessary. However, for Street Grace and many others in the fight, we have never been more encouraged. Together, we are making meaningful and measurable progress.

I am grateful for the committee's willingness to deal with this issue directly and at the highest levels to keep it in the forefront. This is how real progress is made. I have never met anyone in favor of sex trafficking yet, every day, I meet folks who do not know what it is and that it is happening in their state and in their communities.

I have the distinct honor of serving as the president & CEO of Street Grace. Launched in 2008, Street Grace was formed as a collaborative response to the growing issue of Child Sex Trafficking in Atlanta and throughout the state of Georgia. Today we have offices in 4 states and additionally have partnered with more than 10 state Attorney General offices around the country.

Since context matters, it is important that you know the lens that we see this issue through. We are:

- 1) Christ centered
- 2) Child focused
- 3) Demand centric

All of our initiatives rest on one of 3 pillars:

- 1) **Prevention | protection of children** - we are presenting our information to more than 50,000 kids between the ages of 12-18 each year.
- 2) **Policy** – Street Grace is a leader in local and national policy recommendation that provides a better framework for law enforcement to make more arrests that can be successfully prosecuted. Also, creating access to care for those who have been

victimized by this crime while ensuring the perpetrators – the traffickers and the buyers of sex (who are also traffickers) face appropriate convictions and sentencing.

- 3) **Pursuit** – through the use of learning Artificial Intelligence and Chatbots even as we sit here in this hearing today we have technology deployed in @15 cites in 8 states identifying bad actors who are attempting to purchase sex with children. Let's be clear, I don't mean in any way to be offensive or disrespectful but I think it is important that we call it out for what it is. It is the exchange of something of value to rape a child, repeatedly. It must be stopped; no child deserves this.

I mentioned this was an encouraging time to be in the fight against sex trafficking. I would briefly like to highlight a couple of those reasons and I am happy to comment further, if needed, in the Q&A or after the hearing:

- 1) On this issue, there is a greater level of collaboration and cooperation occurring between government, NGO's, law enforcement, corporations, the Academy, faith communities, community groups and more. Many states are benefitting from this more now, than at any point in the past. We just saw a very practical example of this earlier this year in Atlanta as we came together to create a web of protection around our city as we hosted the Super Bowl. While it was not perfect, it worked.
- 2) We are acknowledging that restorative care for those who have been victimized by this is critical. They need, and deserve, the best gold standard of medical care, mental health and skills support, and other resources. BUT,
- 3) We will never end the issue by following it around and helping those impacted work to put the pieces back together. They deserve more and we can do better. We must look at this as the illegal business that it is and we strategically work to dismantle it.
- 4) We will never end sex trafficking one arrest, one rescue and one prosecution at a time - we must scale up. The use of AI, Chatbot and other technology allows us to keep pace with the traffickers and the tools they use
- 5) There is a growing acceptance towards removing the cloak of anonymity for the buyers of illegal sex – laws are being passed that allows for the arrest and exposure of those who are caught.

These are meaningful reasons we have cause for encouragement. And, there is more to do to continue to make measurable progress.

- 1) Allocate additional funding for prevention and evidenced based demand reduction strategies. Historically, overwhelmingly, the funding has gone towards restorative care.

- 2) Because this is such a hidden crime that requires proactive investigations, prioritize trafficking investigations among the federal law enforcement agencies like the FBI, HSI, and others. We must include the rampant transnational / organized crime rings in the illicit massage industry). No one is better positioned than the fed govt to address these large transnational and organized criminal enterprises.
- 3) Look at systemic approaches that can be used to cripple segments of the industry. The Illicit Cash Act that is being considered now could, quite possibly, help us dismantle the Illicit Massage Industry in the US in the next 24 months. You have the power to do, with the stroke of a pen, what could take a decade to do without your support and leadership.
- 4) Continuing to create and pass legislation that allows those who have been victimized by this to have civil recourse, including expungement and vacatur laws, and recourse against all who knowingly benefitted from this by actively or passively allowing this to occur.
- 5) Continue to focus on restorative care solutions as well as evidence-based demand reduction strategies – we can do both.

Simply put, much good is occurring while much is left to do. But the pace of progress is accelerating and it seems like a tipping point could be in sight.

Ms. SHALALA. Thank you, Mr. Rodgers.

I would like to insert three documents into the record. The first is written testimony from HEAL Trafficking. HEAL is a network of 35 countries, over 3,100 trafficking survivors, and multidiscipline professionals that focus on education and training, protocol development, research, and providing direct services to victims of human trafficking.

The second is a statement from the American Hotel and Lodging Association on their No Room for Trafficking Campaign, which unites the industry around a comprehensive approach to fight human trafficking in the hotel sector.

And the last statement for the record is a letter from the National Football League on their effort to utilize Super Bowl as a platform to promote awareness about human trafficking.

Without objection.

[The information follows:]





Health Education, Advocacy, Linkage  
Because Human Trafficking is a Public Health Issue  
HEALTrafficking.org

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**Statement to the Subcommittee on Legislative and Budget Process  
House Committee on Rules  
“Solving an Epidemic: Addressing Human Trafficking Around Major Sporting Events  
Like the Super Bowl and the Need for Cross-Jurisdictional Solutions”  
December 11, 2019**

**Written Testimony  
Hanni Stoklosa, MD, MPH  
Executive Director, co-founder, HEAL (Health, Education, Advocacy, and Linkages)  
Trafficking  
Emergency Physician, Brigham and Women’s Hospital  
Harvard Medical School**

The following testimony comes from a combination of my experiences on the frontlines of health care, the emergency department, as well as my national vantage point as executive director of HEAL Trafficking

*A laborer worked 19 hours a day to repay an insurmountable debt to his employer. When he fell off a 10-foot platform on a construction job, he broke his back. Emergency physicians treated him with painkillers but overlooked the fact that he was chronically malnourished with signs and symptoms of tuberculosis.*

*A 17-year-old went to an emergency department (ED) with a gunshot wound to the leg. Her male companion told the provider it was the result of a drive-by shooting. No further questions were asked about the cause.*

These are real-life stories of patients in this country who were treated but not identified by health professionals as victims of human trafficking. (<https://www.aamc.org/news-insights/physicians-can-play-crucial-role-identifying-human-trafficking-victims>)

**The majority of trafficked persons in the United States access healthcare while being exploited.**

What this means is that **health care must be equipped to respond when a victim comes through its doors.** For health care to be properly equipped to respond to trafficked persons requires 1) Education and Training 2) Protocol Development 3) Access to Integrated, Comprehensive, Multidisciplinary services 4) Prevention tools 5) Research

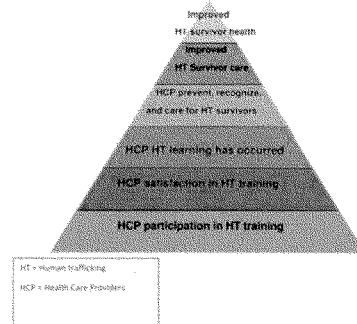
HEAL Trafficking is a network in 35 countries of over 3100 trafficking survivors and multidisciplinary professionals building the capacity of health care to respond to trafficking, from a public health lens. We tackle issues at the crux of health and trafficking, including Education and Training, Protocols, Research, Direct Services, Prevention, Advocacy, Media and Technology. HEAL Trafficking brings together physicians, advanced practice clinicians, nurses, dentists, emergency medical services (EMS) personnel, psychologists, counselors, public health workers, health educators, researchers, clinical social workers, administrators, and other health professionals who work with and advocate for the health of survivors of human trafficking. Our mission is to mobilize a shift in the anti-trafficking paradigm toward approaches rooted in public health principles and trauma-informed care by expanding the evidence base; enhancing collaboration among multidisciplinary stakeholders; educating the broader anti-trafficking, public health, and health care communities; and advocating for policies and funding streams that enhance the public health response to trafficking and support survivors. HEAL Trafficking engages in work that combats all forms of human trafficking; supports trafficked people of all genders, ages, races/ethnicities, religions, origins, cultures, and sexual orientations; believes all trafficked persons deserve access to a full range of health care including medical, mental/behavioral health, reproductive health, dental, and substance use disorder treatment services; approaches human trafficking from a public health perspective that incorporates a socio-ecological framework and prevention strategies; and promotes a survivor-centered, trauma-informed, evidence-based, practice-based approach to anti-trafficking efforts. Our protocol toolkit is being used in 35 countries and has been downloaded by health systems 2800 times. Our assessment tool for human trafficking curricula for health professionals is being integrated across the country to set standards for health professional trainings on trafficking; for example the state of Texas is currently adopting it to implement a recent educational mandate for all health professionals.

#### Recommendations

##### **1. Education and Training**

Clinical responses to human trafficking are complex and nuanced. Therefore, it is not enough for all health professionals to be simply aware of trafficking, but rather they must be empowered with skills to assess for trafficking and to care for trafficked persons. Educating clinicians about trafficking is about training them to translate knowledge into practice with the ultimate goal of improving the health and well-being of trafficked persons.

Figure 1. Assessing impact of human trafficking medical education, a hierarchical, patient-centered model.



Powell C, Dickins K, Stoklosa H. Training US health care professionals on human trafficking: where do we go from here? *Med Educ Online*. 2017; 22(2):1267980.

### Standards for health professional training

There is the potential for harm if health professionals are given incorrect information about human trafficking. For example, because many trafficked persons are forced to commit crimes as part of their exploitation, calling law enforcement may put a potential victim at further risk, resulting in arrest or deportation ([https://www.thelancet.com/journals/lancet/article/PIIS0140-6736\(17\)32453-4/fulltext](https://www.thelancet.com/journals/lancet/article/PIIS0140-6736(17)32453-4/fulltext)). Moreover, trainings that focus exclusively on sex trafficking, neglecting other forms of trafficking, may result in a workforce that builds an entire response to one form of exploitation to the exclusion of other forms of exploitation. It is important that content of training is standardized, comprehensive, trauma-informed and survivor-informed.

HEAL Trafficking has created an **assessment tool** that allows those developing curriculums to determine gaps in their training (<https://healtrafficking.org/2018/12/assessment-tool-for-health-care-provider-human-trafficking-training/>). This tool is currently being utilized by the state of Texas in implementing their mandated education and training law for health professionals. The United States Department of Health and Human services is currently in the process of creating core competencies for health provider education on trafficking. They also have created a suite of free, accredited trainings for health professionals (SOAR) which can be integrated into health system learning management systems (<https://www.acf.hhs.gov/otip/training/soar-to-health-and-wellness-training>). And the International Organization for Migration (IOM) manual “Caring for Trafficked Persons: Guidance for Health Providers” covers topics including ethics, physical exam, data storage, interactions with law enforcement and self-care ([https://publications.iom.int/system/files/pdf/et\\_handbook.pdf](https://publications.iom.int/system/files/pdf/et_handbook.pdf)).

### Trainings should directly address barriers to disclosure

Trafficking victims report that they do not disclose their exploitation because of bias and judgement experienced in the health care setting as well as fear of deportation. Based on their own life experiences, health professionals have unconscious and conscious bias around the race, gender, type of exploitation, and behaviors of trafficked persons.

(<https://polarisproject.org/sites/default/files/A%20Roadmap%20for%20Systems%20and%20Industries%20to%20Prevent%20and%20Disrupt%20Human%20Trafficking%20-%20Health%20Care.pdf> and <https://static1.squarespace.com/static/59d51bdb6f4ca3f65e5a8d07/t/5c705af74e17b658d074c7fe/1550867206256/Healthcare+Access+Restore+2019.pdf>).

Health professional trainings must use de-biasing strategies to directly address these barriers to caring for trafficking victims.

One instructional methodology, simulation, incorporates adult learning principles and is being used to teach clinician trainees to identify, treat and refer victims of human trafficking in the United States and Canada. Simulation is the “artificial representation of a complex real-world process with sufficient fidelity with the aim to facilitate learning through immersion, reflection, feedback, and practice minus the risks inherent in a similar real-life experience.” Essentially, simulation gives learners an opportunity to put skills into practice and cement learning, while also making mistakes without any risks to their patients (<https://www.ncbi.nlm.nih.gov/pubmed/29228882> ).

## 2. Protocol Development

At the moment a trafficked person is identified, the health professional needs to know the next steps to take. The development of health provider trainings must be done in parallel with creation of policies, procedures and protocols that link health systems to community partners. One such resource to assess health systems in building these protocols is the **HEAL Protocol toolkit** (<https://healtrafficking.org/2017/06/new-heal-trafficking-and-hope-for-justices-protocol-toolkit-for-developing-a-response-to-victims-of-human-trafficking-in-health-care-settings/> ).

### Beyond Screening

Research from the domestic violence literature demonstrates it is effective to provide universal education, and create emotionally and physically safe spaces for disclosure, rather than directly asking a checklist of screening questions. The goal in a health care encounter with a potential victim is not disclosure, but creating an open door for the individual to return for care.

In response to this evidence, and with input from survivors of trafficking, Dignity Health, HEAL Trafficking, and Pacific Survivor Center created the **PEAR Tool** (<https://www.dignityhealth.org/hello-humankindness/human-trafficking/victim-centered-and-trauma-informed/using-the-pearr-tool> ) to assess for forms of violence, including human trafficking.

## 3. Access to Integrated, Comprehensive, Multidisciplinary services

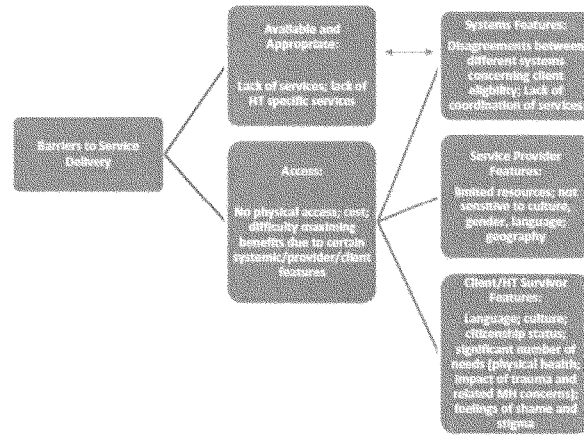


Figure 1. Barriers to general human trafficking service delivery. A conceptual framework.

Powell C, Ashall M, Louas E, Shoklosa H. Identifying Gaps in Human Trafficking Mental Health Service Provision. *Journal of Human Trafficking* 2018, 4(3): 256-269

Trafficking survivors have a myriad of acute and longterm physical, dental, and mental health needs. Many survivors also experience substance use disorders, including opioid addiction. Unfortunately, when these health care needs are not met in an integrated, multidisciplinary, patient-centered, trauma-informed, evidence-based fashion, a survivor of trafficking may become re trafficked, or suffer retraumatization (<https://www.ncbi.nlm.nih.gov/pubmed/28107153>). The conceptual framework above outlines the macro and micro-level barriers to serving trafficking victims that must be proactively addressed for health systems to comprehensively care for trafficking survivors. Addressing health needs must go hand and hand with addressing victims' social determinants of health. If the social determinants of health, including food insecurity, homelessness, legal needs, are not met, trafficking victims may be re trafficked.

#### 4. Prevention and early intervention

HEAL Trafficking believes that we cannot arrest or prosecute our way out of trafficking—that we need upstream, preventative approaches to stop trafficking from happening in the first place (<https://www.springer.com/us/book/9783319478234>). Health care can and must be a place for prevention and early intervention. Community health centers provide a model that integrates care in vulnerable communities, and provide comprehensive, integrated health services to victims (<https://www.ncbi.nlm.nih.gov/pubmed/30597227> and <https://polarisproject.org/sites/default/files/A%20Roadmap%20for%20Systems%20and%20Industries%20to%20Prevent%20and%20Disrupt%20Human%20Trafficking%20-%20Health%20Care.pdf>).

## 5. Research

To better inform responses to trafficking in the health care setting, we need a stronger evidence base. HEAL Trafficking published a public health research agenda in the American Journal of Public Health which outlines a comprehensive approach to this research:  
<https://ajph.aphapublications.org/doi/full/10.2105/AJPH.2017.303858>

In particular, health professionals are ill-informed about how labor trafficking victims present to the health care setting. This is a critical data gap that must be filled.

Much of the research on the health needs of trafficking victims in the United States has focused on sex trafficking victims. It is past time for us to have a comprehensive understanding of the unique health concerns of the thousands of individuals trapped in forced labor in the United States.

Additional research and data can inform health care professionals to develop data driven treatments and response protocols for all survivors of human trafficking.

Such a study should:

- Address a full scope of the physical, psychological, and environmental health concerns and symptoms of labor trafficking victims both during and after their trafficking experience.
- Include labor trafficking survivors representing all types of labor trafficking business models or industries.
- Include diverse genders, ethnicities, ages, sexual orientations, education backgrounds, and not be limited in scope to one state or region of the United States.
- Collect data on health care access during exploitation such as types of health care facilities used, presenting health issues, health care coverage, workers compensation access, and experiences with health care professionals.
- Provide survivor-informed recommendations for health care professionals when assessing and treating labor trafficking survivors.

(<https://polarisproject.org/sites/default/files/A%20Roadmap%20for%20Systems%20and%20Industries%20to%20Prevent%20and%20Disrupt%20Human%20Trafficking%20-%20Health%20Care.pdf>)

*The opinions and conclusions expressed in this testimony are the author's alone and should not be interpreted as representing those of Brigham and Women's Hospital or Harvard Medical School.*



**Statement for the Record**  
**Submitted by the American Hotel & Lodging Association**  
**Before the**  
**House Rules Committee, Subcommittee on Legislative and Budget**  
**December 10, 2019**



December 10, 2019

The Honorable Jim McGovern  
Chairman, House Rules Committee  
United States House of Representatives  
408 Cannon House Office Building  
Washington, DC 20515

The Honorable Tom Cole  
Ranking Member, House Rules Committee  
United States House of Representatives  
2207 Rayburn House Office Building  
Washington, DC 20515

The Honorable Alcee Hastings  
Legislative and Budget Process Subcommittee Chair  
United States House of Representatives  
2353 Rayburn House Office Building  
Washington, DC 20515

The Honorable Rob Woodall  
Legislative and Budget Process Subcommittee Ranking  
Member  
United States House of Representatives  
1724 Longworth House Office Building  
Washington, DC 20515

Dear Chairman McGovern, Ranking Member Cole, Subcommittee Chairman Hastings and Subcommittee Ranking Member Woodall,

Trafficking networks often rely on legitimate businesses—many in the tourism supply chain—to sustain their illicit and illegal operations and hoteliers are uniquely positioned to identify and disrupt this terrible practice. The hotel industry has long recognized the critical role it plays in ending the scourge of human trafficking and has been committed to combatting the issue through innovative techniques, employee training, and on-going partnerships. Building off the industry's long-standing commitment, The American Hotel & Lodging Association (AHLA) launched our No Room for Trafficking (NRFT) campaign earlier this year to unite the industry around a single, comprehensive approach to fight human trafficking. With this campaign, AHLA convenes the entire industry around goal of ensuring every single employee is trained to identify, report and stop instances of human trafficking.

With the help of leading national anti-trafficking organizations such as ECPAT-USA, Polaris and many of our partners, AHLA launched NRFT in June, which include the following new resources and materials for members:

- **Action Plan** for hoteliers to implement that includes training staff on what to look for and how to respond; displaying human trafficking indicator signage; establishing a companywide policy; ongoing coordination with law enforcement; and sharing success stories and best practices.
- **Companywide anti-trafficking policy template** for members who may not already have a policy in place that incorporates key elements and recommendations from AHLA partners End Child Prostitution and Trafficking (ECPAT-USA) and Polaris.
- **Strategic partnerships with leading national prevention partners** including ECPAT-USA, Polaris, Businesses Ending Slavery and Trafficking (BEST), SafeHouse Project, the D.C. Rape Crisis Center, the National Center for Missing and Exploited Children and many others.
- **Member Resource Guide** that provides information on ways to implement the AHLA action plan, including where to access employee training and partner resources, downloadable signage, strategies to connect with law enforcement, ways to report instances of trafficking and how hotels can support survivors.





Shortly thereafter, AHLA held an industry Day of Action on **UN World Day Against Trafficking in Persons** where members united in a nationwide effort to host training sessions for employees, raise awareness and pledge their commitment to the Action Plan. The No Room landing page was among the "Top 10" URLs shared during #WorldDayAgainstTrafficking. A public service announcement was released in conjunction to highlight the industry's unwavering commitment and has been strategically amplified in a variety of markets nationally.

AHLA has held a series of regional events to raise public awareness and facilitate collaboration with policymakers, law enforcement and hoteliers across the country. The completed events, held in Des Moines, Iowa, Atlanta, Georgia and Austin, Texas, featured speakers from all levels of government, industry executives, and law enforcement as well as training sessions led by AHLA's national partner organizations. This is in addition to on-going coordination with, U.S. Department of Homeland Security's Blue Campaign, the Federal Bureau of Investigation and the Department of Justice. AHLA participated in a strategic roundtable with the White House, to develop solutions on how the federal government can play a larger role in partnering with the private sector, and was featured on a panel at the US Chamber of Commerce with other travel and tourism partners.

As the No Room for Trafficking Campaign continues to grow and expand in 2020, we are looking forward to our biggest event to date, which will be held in Miami, Florida on January 9<sup>th</sup> during Human Trafficking Awareness month ahead of Super Bowl LIV. At the event, we will also host the launch of **It's A Penalty's** newest human trafficking prevention campaign in partnership with the Miami Super Bowl Host Committee and with support from the hotel industry, A21, The Women's Fund Miami-Dade, the Office of Miami-Dade State Attorney, Katherine Fernandez Rundle and the Miami Dolphins. The campaign is also in partnership with local, state and federal agencies including the U.S Attorney for the Southern District of Florida, HSI, FBI, federal and local trafficking task forces, and over 300 local community partner organizations. Throughout the year, AHLA will be highlighting the industry's on-going efforts with targeted events across the country including Massachusetts, Arizona, Nevada, Delaware, California, Illinois, Rhode Island, Maryland and West Virginia. We will also be working with key states to advance legislation at the state level and continuing to provide our members and industry with on-going support and resources.

We know that through collaboration with policymakers, law enforcement and prevention partners, the hotel industry can make a difference in combatting human trafficking. We thank the committee for holding this hearing and we look forward to working together to eradicate this horrendous crime.

A handwritten signature in dark ink, reading "Kalyn C. Stephens". The signature is fluid and cursive, with the first name "Kalyn" being more prominent than the last name "Stephens".

Kalyn Stephens  
Vice President of Government Affairs  
American Hotel & Lodging Association

CC: Members of the House Rules Committee



December 9, 2019

The Honorable Donna Shalala  
 United States House of Representatives  
 1320 Longworth House Office Building  
 Washington, D.C., 20515

Congresswoman Shalala,

I appreciate the opportunity to write to you about the National Football League's (NFL's) efforts to combat human trafficking. As America's most popular sports league, we understand our responsibility in being a force for positive change, and along with many stakeholders across the country, we remain committed to doing our part to rid the world of this horrific crime. In recent years, the NFL has supported local and national anti-human trafficking organizations and has utilized our largest annual event, the Super Bowl, as a platform to promote awareness around human trafficking.

In 2014, at Super Bowl XLIX in Glendale, Arizona, the league worked closely with our partner, United Way Worldwide, to implement programming to fight human trafficking. In Glendale, more than 100,000 wallet cards containing tips on recognizing signs of sex trafficking victims were distributed to visiting Super Bowl fans. Additionally, the league provided awareness of human sex trafficking by running clips highlighting the issue on the billboard at Super Bowl Central and throughout the stadium on gameday.

The next year, during Super Bowl 50 in Santa Clara, California, the NFL partnered with the South Bay Coalition to End Human Trafficking. As part of this partnership, the website [www.NoTrafficAhead.org](http://www.NoTrafficAhead.org) was created ahead of the Super Bowl to inform, promote, and continue to support the work being done to fight human sex trafficking. In addition, a public service announcement campaign was made to bring awareness on ways to spot and report human trafficking issues and was promoted via both traditional and social media.

During the 2016 Super Bowl in Houston, the NFL worked with the Houston Mayor's Office on Human Trafficking. As a result of this partnership, over 300 supervisors at worksites were provided with training on how to appropriately treat human trafficking victims, and a multimedia effort to spread awareness surrounding sex trafficking resulted in 37 million impressions across various forms of media.

At Super Bowl LII in Minneapolis, the NFL worked closely with the Women's Foundation of Minnesota to further combat human trafficking. The "It's A Penalty" campaign, which has continued to this day, was created as a result of this collaboration and brought awareness to sporting fans and tourists visiting the event. The campaign resulted in a collaboration with air service providers and hotel companies reaching over 1 million people and human trafficking hotlines in the area saw a 300 percent increase in calls to report trafficking. Furthermore, nearly 15,000 Super Bowl volunteers, including transportation and hospitality staff, law enforcement, and service providers were trained to recognize and respond to suspected sex trafficking.

Last year in Atlanta, the league partnered with the International Human Trafficking Institute's Center for Civil and Human Rights to establish an initiative to train over 50,000 people on identifying signs of sex trafficking and reporting. The NFL also worked with local Atlanta advocacy groups to distribute over 10,000 copies of missing children booklets to targeted demographics.

Looking ahead, the league has already made plans to continue its assistance in the fight against human trafficking. This year, we have partnered with The Women's Fund of Miami-Dade County and have been working to ensure that the Super Bowl is again a platform to combat human trafficking. Earlier this year, the Super Bowl Host Committee and Women's Fund announced the "Stop Sex Trafficking Campaign" that is working to convene partners to develop enhanced capabilities to combat trafficking and create paths to recovery and opportunity for all victims. These include the development of breakthrough public awareness campaigns, training toolkits, victim recovery and support systems, enhanced reporting and case management systems, and more.

The campaign also includes a rapid response local text or call trafficking hotline, 305-FIX-STOP, that will complement national and other sex trafficking hotlines. This means victims or community members who report trafficking crimes to the local hotline will be connected directly with local "305" Miami rapid response resources. In the months leading up to the Super Bowl, we will continue engaging with our partners to ensure we are doing our part to combat human trafficking.

Thank you again for the opportunity to write concerning some of the programs the NFL has developed and supported to combat human trafficking. The league takes very seriously its role in combatting human trafficking and plans to continue working with its partners and law enforcement to promote awareness and combat trafficking. If you have any questions or would like to discuss any of our initiatives to combat human trafficking further, please don't hesitate to reach out to me at [Brendon.Plack@nfl.com](mailto:Brendon.Plack@nfl.com) or via phone at (202) 971-9005.

Sincerely,



Brendon Plack  
Senior Vice President, Government Affairs and Public Policy  
National Football League

Ms. SHALALA. Mr. Woodall, would you like to start the questioning?

Mr. WOODALL. I thank you very much, Madam Chair.

Ms. SHALALA. Excuse me. Let me acknowledge the presence of our colleague from Pennsylvania, Representative Scanlon.

Mr. WOODALL. Thank you, Madam Chair. For us in Atlanta, it was 11 days of the Super Bowl, and Street Grace was a part of a Federal, State, local and NGO collaborative team. We called it the Metro Atlanta Exploitation and Human Trafficking Task Force. And it resulted in those 11 days in about 169 arrests.

Mr. RODGERS. That is right.

Mr. WOODALL. Including 26 traffickers and 34 individuals trying to purchase sex with minors. It also led to the rescue of nine adults and nine minors, I believe the youngest of which was 14.

Mr. RODGERS. Right.

Mr. WOODALL. That is a record of enforcement that I hope Miami does not match, because I hope the problem is not escalating. I hope the tipping point that Mr. Rodgers talked about is, in fact, among us.

But I want to talk about what the four corners of the debate are. Mr. Rodgers, you mentioned civil recourse. And certainly getting the lawyers involved is—money talks. But I heard Mr. Woolf's testimony. I believe 22 times a victim went to the local school system seeking help, did not find help.

When you talk about something as deliberately heavy-handed as civil recourse against folks who passively allow abuse to occur, do you have something as serious as allowing a lawsuit against that local school system in order to promote that, lawsuits against doctors who passively allow that to occur? Is that the level of necessity that we have come to?

Mr. RODGERS. No, I can't speak specifically to that, but in our impression of what we are looking at, that is not the case. We are looking for people who—the key word for us is “knowingly” and “benefited from.”

So what we are talking about is an example over and over again that you can run across where the front desk clerk or the manager at a local motel has been allowing this to occur on property while they have either been receiving cash, you know, under the table or they have just passively allowed it to occur and not wanting to get involved. So it is primarily targeting those who, A, knowingly and have financially benefited from.

Mr. WOODALL. And I know you were talking about massage parlors or some of the research and the reports that are coming out locally. Are those large criminal enterprises? Are we going to find 15 or 20 of those massage parlors connected? Are those individual smaller sex trafficking shops, in your experience?

Mr. RODGERS. The recent research that was done by Polaris I believe earlier this year/late last year indicated that there were about 9,000-plus illicit massage businesses around the United States of America, accounting for about \$2.5 billion to \$3 billion in annual revenue. Those are overwhelmingly owned by more—the individual owner, whoever that might be, owns more than one. And they also have likely two of—at least one of three businesses: A dry cleaners, a laundromat, a restaurant or a nail salon, and that is where they

funnel and traffic the illegal money that comes from—the majority of them are run by organized crime in some way, shape or form, from our experience.

Mr. WOODALL. Doctor, I wanted to ask on Dr. Burgess' behalf, you heard him express his concerns about giving that minor time to be alone with a provider to make that report. Do you have, so we can get that on the record, a response to his very serious concern?

Ms. POTTER. Absolutely. When Representative Burgess was speaking, I was thinking about his story as a missed opportunity. It was a missed opportunity in healthcare. And I am happy to say that most healthcare professionals, a lot of service industries have licensed professionals. And State legislatures are working hard to mandate continuing education on human trafficking. Education and awareness is the key. I have been doing this for 6 years, and it is amazing to me how many people do not understand what human trafficking is and what to do if it is in front of them.

Doctors are not equipped to care for the survivors that we are seeing today. We don't know best practices. We don't know best approaches. I have sent a patient to the emergency room at 2 in the morning and called the ER to speak to the attending physician about my case that was in the ER. And the attending physician says: Could you stay on the phone, because I want to talk to you about a case that I had a couple days ago that I thought could have been a trafficking victim, and I am not sure what to say because if I bring it up, they will run. I am not sure what to do and who to refer to.

HEAL Trafficking, the memo that was put into, she has an on-line website where they do massive education. There are protocols online that can be downloaded about what ERs can do to increase the awareness.

We talked a little bit about trauma-informed care. Trauma-informed care, survivor-informed care, what I call human trafficking-informed care. In Massachusetts, for example, they are working at Brigham and Women's to make the entire hospital trauma-informed. Because human trafficking is hidden in plain sight, it is not like you know who the victims are. So it is the words that you use and the language that you use as a provider to let the patient feel safe.

We are all trained to isolate the patient. There are tricks that you can use. If the chaperone won't leave them, you send the patient for an x-ray that is not really ordered and get them away from the trafficker, and then you put a note in the bathroom and ask them for a sample in the bathroom. So we are learning all of these tricks about how to educate healthcare professionals, but educate the world.

Everyone in this room today, all of the stories that you have heard, we are counting on you to go back to your dinner parties, to go back to your families and tell the stories that you have heard today so that we increase awareness and education and everybody starts to think about the victims and if they see something they call the human trafficking hotline.

Mr. WOODALL. We do spend a lot of time talking about response. During the Super Bowl, every billboard in Atlanta was "see some-

thing, say something,” not in a terrorist context but in a human trafficking context. It is easier to get dollars out of Congress for a response, because if you see a problem everybody wants to solve that problem.

What I am hoping you can tell me, to your point, Mr. Rodgers, to so many of your points, response is critical and must happen, but prevention would have been better. What is the best dollar that we spend so that you don’t have a prosecution in your courtroom, so that Fairfax County isn’t involved in making arrests, so that we don’t get the negative policy feedback loop. It may be different for each of you, but if we know, what is the best dollar we spend on prevention?

Ms. FERNANDEZ RUNDLE. Thank you. That is such a complicated question with a very broad answer, but I think that what you are hearing today is that it is not just one area. Prevention is critical, but prevention happens at different intersections, right?

So it can be at the home level. It can be at the neighborhood level. It can be in your doctor’s office. It could be your first arrest. It could be the arrest of somebody else. There are so many intersections that we need to prevent what is happening at each intersection. So it is really all of the above.

And one of the things that is so challenging about this area is that it is so complex. And, for instance, neuroscience today is teaching me and I think a lot of us that what we are dealing with is something that is so neurologically different from what we ever learned about as professionals or had witnessed as professionals. And so now we are all trying to build some trauma-informed responses at all those different intersections so that we can be very preventive, that we can be also very punitive with the traffickers.

So what Mr. Rodgers, for instance, was describing about massage parlors, you know, that is about money also. But, you know, what he was talking about is we now know that trauma is so deep and hard for these victims to tell their stories, or like I think one of them said, they are not lying. We now know, because of the new neuroscience that is only, what, like 20 years new that we are learning about the brain, we now understand they are not lying. So we don’t have to rely on them, because they are going to be cross-examined and they are going to be called a liar, and Mom’s not going to believe them and all those horrible things. But what we now can do is we can look at money laundering, for instance.

So what Mr. Rodgers was talking about is pertinent I think to this discussion, because we know that we have to take care of that victim, but at the same time we can go after the traffickers in the massage parlors and the dry cleaners if, in fact, that is where they are laundering their money from those illegal acts. That was a long answer, but—

Mr. WOODALL. So often when folks say it is a complex question, what that leads me to conclude is that, yes, Miami-Dade is going to have to try something, Gwinnett County is going to try something different, Fairfax is going to try something different; but I am going to be stuck, as a Federal legislator, responding with that block grant that lets you use it as you see fit.

Have you seen, Jean, a place that we have underfunded that you can point to?

Ms. BRUGGEMAN. Well, I think there are many—as you stated, I think there are many levels to what would be effective prevention. I think that there is actually, sort of taking a step back even further, going further upstream is where the real work hasn't started. And that involves comprehensive immigration reform. That involves looking at guest worker visas and including visa portability for workers.

What we see is that a majority of labor trafficking victims enter on a legal visa that was given to them by the U.S. Government that tied them to an employer, who then abused them and used the U.S. legal system to entrap them.

So when we change the system that the traffickers are using to exploit the workers, then we protect the workers. When we make housing affordable across the country, what we see is that a lot of people who are entrapped in sex trafficking engaged first in sex work in order to pay their rent and pay their medical bills. If they could just pay their rent because housing was affordable, then they wouldn't be put in a desperate situation where they were willing to take employment that was dangerous and difficult.

So I think it is actually the fundamentals of keeping our community safe. And when we keep our community safe from all sorts of violence and exploitation, that is when we truly protect them from human trafficking as well. It is not as pinpointed, so it is much more difficult to get through Congress, and it is the real work that needs to be done, because I think that is the work that would address the problems that all of us are seeing where people are being put at risk by systems.

Mr. Woolf also mentioned the foster care system and the challenges. What we see is that time and time again our youth are running away from the foster care system and would prefer to trade sex on the street than to go back to the foster care system. Until we fix that, the kids keep running away from it and into the arms of anyone who will take them. So that is on us to fix that system I think, as Mr. Woolf pointed out.

Ms. FERNANDEZ RUNDLE. If I may, can I piggyback on that issue, the foster care system? About 45 percent of our victims, our experience in Miami, come from the foster care system.

So, when you are talking about prevention, one of the areas that we can have some well-developed preventative strategies would be when they are really, really young in the home, and we start to see that there are dynamics that aren't working, and they are ending up in our foster care system, whether it is temporarily or a couple weekends, or then it goes to a couple weeks and then a couple months. And they tend to be runaways, like you say, and throwaways. A lot of them tend to be kids that nobody wants except these traffickers want them.

So, you know, that is another area I just wanted to piggyback on on her talking about the foster care system.

Mr. WOODALL. Doctor.

Ms. POTTER. I just want to also add, that is about half of the population, but many of my patients are coming from regular suburbia, middle class homes, and they are being lured because they want things. And the traffickers entice them. They will trade sex for phones, things like that.

And the internet, the internet is a big problem. We were speaking in Palm Beach, and after we presented some work, a judge raised his hand, and he said: That was my granddaughter, right?

So they were lured on the internet. So prevention, educating the youth, you know, mandating education about how to stay safe in schools is critical.

Mr. WOODALL. Mr. Woolf.

Mr. WOOLF. Mr. Woodall, yes, sir. If I can just respond and add onto what Dr. Potter pointed out. And I think that if you are asking how do we best use our dollars the right way, I think absolutely, it is educating our young people.

Even though we know that all ages are targeted by traffickers, if we look at it in the sense of inoculating against a particular threat, right, where we can give them that education early on. I have worked with so many victims that came and said, I just didn't know. I didn't know what I was getting myself into, or I didn't know how to describe what was happening to me. I didn't know who to turn to for help.

And we have got to put those skills and resources and give those tools to our young people so that they are empowered to be able to stand up and protect themselves and their peers. Education is cheap. I commend Florida for the steps that they have taken to mandate it in their classrooms.

But this is something that is called on by the Department of Education, Health and Human Services has asked for this, and yet we are not seeing it get the traction. And many communities around the country say: Well, we haven't had that many cases, so do we really need to make this a priority?

And I think the answer is yes, and that needs to come from your leadership.

Mr. RODGERS. Just one quick comment. I agree with everything that my colleagues have said. And so this is not an agreement. If it was my dollar, I would figure out how to divide it amongst education and demand reduction, evidence-based demand reduction. When a buyer of sex has to pause because there is a 50/50 chance that they are going to get caught, it stops. But when there is a 1 percent chance, "that is never going to be me."

Mr. WOODALL. Thank you all. Thank you, Madam Chair.

Ms. SHALALA. Thank you.

Representative Scanlon.

Ms. SCANLON. Thank you, Chairwoman Shalala, for convening this subcommittee hearing today, and special thanks to all of you for coming.

This is actually something that I had an interest in before coming here for a couple reasons. First off, my district in southeastern Pennsylvania contains all five of Philadelphia's professional sports teams as well as a major international airport, an East Coast port, Amtrak, regional rail, a large stretch of I-95. So a lot of infrastructure that can be used to facilitate human trafficking.

And the other reason I was interested is because before coming to Congress, I was head of a pro bono program for a large law firm where we provided legal services to a lot of underserved populations, and human victims or survivors of human trafficking were certainly a large part of that.



We represented victims from around the world who have been lured to the U.S. with promises of employment. We represented an order of Catholic nuns who repurposed their convent to become a halfway house or a place of refuge for victims. And we represented foster care youth and other people who our social safety net had failed. So, certainly, I am aware of the connections and look forward to your helping us figure out what we can do about it.

And I am also grateful to Mr. Woodall, because I was aware that Atlanta had really stepped up its game. I had seen a lot of the materials in the airport there.

But with regards to the airport, we have heard—airports, we have heard stories from time to time passengers or people in the air industry being able to disrupt trafficking. And I know that there is some Federal legislation or regulation that requires some training and posting of signs.

But, you know, we have seen what happens when there is mandatory training or posting of signs. What can we do to step it up? And I think, Ms. Fernandez Rundle, you might have something on that.

Ms. FERNANDEZ RUNDLE. Yes, thank you very much for asking that question. I think that anything that we can do in education and awareness is always going to get us much further than any reaction, right?

So I think that all the mandatory training that we have now passed in Florida, that you have mandated at the Federal level, is all having an impact. I mean, just, you know, somebody pointed out to me 10 years ago when the Super Bowl was in Miami, 10 years ago, the NFL wasn't talking about human trafficking. They are talking about human trafficking. And I am not saying we don't have a long way to go, we do. But just even talking about the issue. And everything the Federal Government has done, that you have done, and the State government has done to constantly every year pass legislation and some funding and appropriations, this says: This matters, and we want you, hotel industry, we want you, the education system, and we want you to be talking about training, have curriculums built, medical system.

All of the medical professionals in Miami are incredible. They all want to know what are the protocols? What are the standards of care? How do we get involved? What are we going to do when they all come to our emergency rooms and urgent care centers?

So I think that kind of conversation constantly, and even though there are a lot of different professionals working at it, if we are all really focused on it together as an infrastructure, I think we have to say to ourselves, we are making a difference and we can make a difference. And we need to be super supportive of each other, because if we all stay in our own silos, we are not going to get it done. We have to get into each other's lanes, and we have to really work with each other and around each other and include each other and embrace each other.

So I hope that answers your question.

Ms. SCANLON. Jean.

Ms. BRUGGEMAN. Yeah, I would just like to add I think it is also important what we have seen is some really amazing work done by community-based organizations across the country. For example, in

my written testimony, I talked about Damayan, a Filipino-based worker collective that works to educate Filipino domestic workers throughout New York.

What we see, especially in immigrant communities that are very vulnerable to different forms of human trafficking, is that general public information campaigns aren't successful at reaching those workers, especially domestic workers who are isolated in their homes. And so having community-based organizations educate using peer education methods.

In Florida, the Coalition of Immokalee Workers has an amazing program that educates agricultural workers in the fields in Florida using a peer education model with an opportunity to report violations that has virtually eliminated labor trafficking in the tomato fields in Florida.

So I think it is also, you know—as Mr. Woolf was talking about the importance of peer education and school-based education and the peer educators that he uses in his own program, in the same way with other communities that are at high risk, really working within those communities to provide culturally relevant, linguistically appropriate direct contact and information. Building that trust, as we have heard about this morning, is critically important.

Ms. SCANLON. I am a little curious about how the impact of the administration's hardline enforcement or seeking out of immigrants for deportation, et cetera, how that has impacted human trafficking, because certainly what I have seen in the past when people have been lured to the U.S. with promises of employment or if they are here with any question about their legal status, then that becomes an instrument of control that people are profiting off of, that they are basically held in servitude because they are afraid that they are going to be arrested.

So what can we do to disrupt our government becoming the enabler of these people who are putting others in slavery?

Ms. BRUGGEMAN. Yeah, that is a current challenge right now. What we are seeing is that immigrant victims are more hesitant to come forward. Those who come forward to local service providers, the legal service providers in our network report that the immigrant victims who will come and tell them about their situation will not report to law enforcement. They even fear right now filing for immigration relief, the T visa that Congress created.

Now the new policies of the administration have made the T visa harder to get, and they have extended a memo which then threatens with deportation anyone who applies for a T visa and whose application is found lacking in any way or they are unable to respond to any questions for whatever reason. They will be subject to immediate deportation if their application is denied, in a complete reversal of policy.

So this is terrifying the immigrant community. Our members have reported that victims have come forward to them and said: I will go back to the trafficker. It is not safe for me to come away right now.

What can we do to disrupt that? I think we have to change these policies. We have to reach out to our immigrant communities and tell them that we know that they are hardworking, honest people who are trying very hard to support their families and loved ones,

just like everyone else. And we have to protect them from these really painful and abusive practices.

Ms. SCANLON. Even before the recent administration policy, there was an issue with the T visas and the U visas that do provide a path to legal entry, that they were capped. I mean, we helped many people apply for these visas, and the wait time was now moving into years, and 7 years, 8 years, 9 years. So even people who were trying to comply with our laws were unable to, and so, therefore, they remained in this limbo and subject to deportation.

Is that your experience as well?

Ms. BRUGGEMAN. Yes. That continues to be a problem. I think most Americans think that there is a legal path to citizenship for anyone who works hard and tries and complies with the law, and that is simply untrue. The U visa cap has been reached every year, and the wait list now to even be considered for approval is over 10 years.

So that is something Congress could certainly look into, raising that cap to allow more U visas each year. U visas are for victims of a wide variety of crimes and requires certification from law enforcement.

So a U visa is only eligible, is only available to someone who has come forward and been helpful to a law enforcement investigation or prosecution and the law enforcement agency, on their own accord with no requirement, has certified that that is true. We have law enforcement agencies across the U.S. who choose not to certify even when victims of violence have assisted in an investigation or prosecution. So it is a very high standard. It is an incredibly high bar, and we are limited by numbers.

The T visa has a lower ceiling, but it has never been reached. So the problem with the T visa is not that we are running out of T visas. It is that the adjudication process, which used to be completed within 6 to 9 months, if you look at the historical averages that USCIS has published online, is now over 2 years. For that application, we are talking about less than a thousand applications a year. They simply made changes to their adjudication process to slow down adjudications of visas, including the T visa, which leaves then victims of trafficking who have come forward, who have put their lives at risk, who have complied with every request of our government in limbo for over 2 years and then with the threat of deportation hanging over their head.

So those things together are leading to a place where people are unwilling to come forward at this time.

So those are all policy changes. A legislative change it is not needed there. Perhaps some oversight into why the Department of Homeland Security has chosen to make these policy changes specifically against this population might be helpful.

Ms. SCANLON. Thank you. One more thing for Mr. Rodgers.

You mentioned the fact—that this is more of a domestic enforcement issue—that funding has been withdrawn to help survivors of human trafficking expunge their record so that they can move on from their lives. Can you talk a little bit about that?

Mr. RODGERS. There were some grants that were available that would allow folks who have come out of the life and been rescued to it to be able to apply for legal support for funding that would

allow them legal support to expunge their records, to erase criminal, you know, charges that were against them while this was occurring and they were being victimized, so that they could more swiftly move forward and earn a career, get a job, and transition into a way of supporting and caring for themselves.

That is probably, at least in our experience, outside of the mental health issue of it that is an ongoing basis, probably the single greatest challenge that survivors of trafficking face when they are trying to stand on their own two feet and move forward, you know, is the financial ability to take care and provide.

Ms. SHALALA. Let me ask, Ms. Fernandez Rundle, how you handle that kind of thing?

Ms. FERNANDEZ RUNDLE. Actually, Florida has the ability in State law to move to vacate, a vacatur, in other words, to go in and take that record and eliminate it for that person. So we do that as an office. If we feel it is appropriate and the victim was coerced or a lot of the crimes occurred—robbery is a big one. They will steal from the person that is buying them, and they might get charged with robbery or theft. And then, as we understand that case better, we then have the ability to go with that victim into court and change the record, really eliminate it from the record.

Ms. SCANLON. Am I correct that some of the funding for that is in the VAWA Act, which hasn't been reauthorized. Is that correct?

Mr. RODGERS. That is my understanding, yes.

Ms. SCANLON. That is Violence Against Women Act that the House passed months ago. Okay.

Ms. SHALALA. Absolutely.

Ms. SCANLON. I yield back.

Ms. SHALALA. Kathy Fernandez Rundle, let me ask you, because you are the prosecutor here, how you build a case, because everybody has talked about the trust of the victim in terms of providing services, but you provide some services as part of your efforts to build a case. And you mentioned that sometimes you have to build the case without the victim.

Ms. FERNANDEZ RUNDLE. That is correct. Thank you for asking that question, because it is really the key component to successfully rescuing a victim and having a successful prosecution.

So what we have done, our experience has been working is that the person that builds that initial trust—and I think you have met them, because you have been out to our center—are these incredible angels. I don't know where they get the depth of passion to do it. But they are the ones who go out 3 o'clock in the morning, and they build a bond with that victim right then and there, and brings them into our center, where—we are not a shelter. We are an advocacy center.

And they can just relax for a few minutes and think about their experience, think about their rescue. And the bond is then with that care coordinator. And that is not a cold police station. It is not somebody in uniform necessarily, right? We might send an investigator out there.

And then, with that, once we get them into all the services that we have talked about here, we are then able, not always, but many times we are able to convince that victim to move forward with the

prosecution. Oftentimes, they run. You could start a prosecution and they change on you.

So that is why in this packet you will see, I think it is like page 15 of our PowerPoint that we submitted, we look at everything. We go to digital evidence, so that we don't have to retraumatize that victim again, because you have heard us all say this. We now know neurologically that when you are relying on that victim, lots of things are going to happen. They could run on you. They could lie to you. They could be ashamed. They could be all of the above. And so they are not going to come forward.

So what we have to do, as prosecutors and lawyers, and other people in the system like you were talking about, how do you ask these questions of them? We look to digital evidence. We look at phone records, text messages, hotel records, massage parlors, their financial records. We even now have strip clubs and gentlemen's clubs that are coming to us, as a prosecutors' office, saying: How can we help you do some undercover operations within our organization?

So I don't know if that answers your question, but it is a very—we found a pathway that is working for us. And one of the things I think I heard Mr. Woodall talking about is, what is the takeaway here? One of the things that I think we would all like is some research, right, that would tell us are our strategies working? What are the best evidence-based strategies for prevention, for treatment, for medical services, for trauma treatment, for prosecution, for immigration? What does that look like? What do we need the takeaways?

And I think the Federal Government can be very helpful to us in looking at some of the different pockets. I mean, you know them better than I do, but, HHS and Office Against Violence Against Women. And there are a whole host of different places that you could help us also understand better what are the strategies that are working, what strategies should we be implementing that can work. And so that would be a wonderful place that you could really be a contributing major player in changing this landscape.

Ms. SHALALA. Mr. McGovern.

Mr. MCGOVERN. First of all, thank you. I apologize. I had to leave briefly to testify before another committee.

But, as I mentioned before, I co-chair the Tom Lantos Human Rights Commission. We did a hearing on trafficking a few years ago. And, you know, many of the same challenges that were highlighted a few years ago still exist today. You know, this is a complicated issue. It is more than about a block grant, right? It is more than about education and awareness. It is more than about better training doctors. It is more than about, you know, a lot of these things that we have all talked about. More than a study even, right? I mean, although those are all very, very important.

But there are systemic challenges that persist that make it very, very difficult. We talked about immigration. I mean, I hear over and over. If you are being illegally trafficked, you know, sex trafficked or you are being exploited for labor and you are an undocumented immigrant, I mean, you don't come forward because you will be revictimized again, you know. You will be deported. And we do not have a system right now, no matter how we want to talk

about it, that is at all compassionate when it comes to people who find themselves in that situation.

The same with people who are trafficked in sex. You know, not just undocumented immigrants but, I mean, you know, a very few years ago people were saying that, you know, that the people who were being arrested and prosecuted, you know, were the ones who were being caught in the act and not the person who was exploiting them. And yeah, you can—and I think there are cases where you can vacate convictions, but those are tough, right? And so, you know, if you don't have access to affordable housing and you have a kid or two kids you are trying to support, and you get arrested and then you have a record, who is going to hire you, right? I mean, and it is the—and these are—I know that they are difficult challenges to try to overcome, but there are systemic problems that need to be overcome. You talked about the affordability of housing and decent work that pays a livable wage.

So we also have to be mindful of that, that, you know, passing an additional block grant in and of itself is not going to solve this problem. It may help. It may provide some relief. And even the education and awareness program, I mean, you know, will be helpful, but, you know, we need to change our system's approach to this. Otherwise, it is going to continue to happen, because victims don't want to be revictimized, and they shouldn't be, I mean.

And so I appreciate all of your testimony here, and I think there are some concrete suggestions that you have passed on to us that I think we can pursue legislatively. But we have to open our eyes a little wider up here too and not be satisfied that, if we do one component here, that somehow we have solved the problem.

We have been talking about this issue for a long time, and it is still a challenge. But I appreciate very much you coming to the Rules Committee, and I learned a lot here today.

So thank you. I yield back.

Ms. SHALALA. Thank you. I am going to yield to Mr. Hastings. I have to go to the floor to—

Ms. FERNANDEZ RUNDLE. Good place to go.

Mr. HASTINGS [presiding]. One of the things that happens when we schedule things, you don't know what is going to overtake it.

Mr. Woolf, I apologize to you for having been out of the room during your testimony, but after I watched the Heat beat the Atlanta Hawks last night, I did read—in overtime I might add. I did read most of your testimony, and one thing that jumped out at me that has not been said here this morning, and that is that the life expectancy of a person that is trafficked is 7 years. That should ring a bell throughout the community that is trying to do something about this.

In addition, the implication of homelessness. I have been a proud \$25 contributor to Covenant House for well on 40 years, and the same for Women in Distress. That is another area that needs to be developed, for those of you that are in the nonprofit sector, is getting smaller donors who may very well be continuously interested in the problem.

The other thing that we haven't talked about, probably won't have the time to, is the implication of drugs writ large, not just opioids, which is the fashion of the day, but prescription drugs. I

learned when I was a juvenile judge from a young man that all he had to do—he was handsome as all get-out. He could go in somebody's house and use the bathroom and come out with drugs that he could sell on Fort Lauderdale Beach. It was kind of interesting.

And toward that end, I want to make two other statements, and then if you all would wrap up with any comment that you may offer to us and also anything that you did bring in writing. We are making a record, and we will provide that to you as well as to our colleagues here.

I don't mean this to be offensive, but when I was in the sixth grade in Altamonte Springs, Florida, at a Rosenwald Elementary School, which was four schools. The boys and girls were separated when we went to use outdoor facilities, but in Mayday activities and physical education, we were so few, and so the principals and teachers would bring us together.

I say this as a proponent of early education. And what I mean early, I mean early education. We ignore what our children see and hear a lot, and sex becomes a taboo subject. Most of us men in this room learned about sex not so much from our daddies but in the streets. But in that area, two words that I have never forgotten came up one day in the boys and girls physical education class with Mr. μHamilton. One was pediculosis and the other was dysmenorrhea. That is from sixth grade. And you wouldn't think that far back in the forties that teachers were mindful of illuminating children about crabs and painful menstruation of women.

The other thing is a direct dig at men, who need the greatest amount of education, particularly young men. And by young, I am talking about sixth grade, the same as myself, and even below. The great majority of the trafficking that you all see and that we see, the pimps, the gangbangers usually are men and some women associated as decoys and involved with them for a year. And when the family thing enters, as Dr. Burgess talks about, that becomes an added tragedy.

But I am a full proponent of Florida's program and an advocate nationwide. Ms. Scanlon and I on another jag unrelated to trafficking, we believe that we need to restore teaching of civics in our schools. And it is just regrettable what we have left on the table. I might add I think television in a larger way could do more to help us in this arena.

But you all have been illuminating, and it is deeply appreciated, but I would appreciate it if either or all of you would address the implication of drugs and how that impacts this awesome thing that we are confronted with called human trafficking.

Ms. FERNANDEZ RUNDLE. Yes. Thank you for asking that question, because drugs is a key component of enabling the trafficking to occur.

A second way that it is, is that oftentimes we find the traffickers are using the victims to sell drugs during the day, and then they are forcing them at night to sell their bodies. So they are so integrally intertwined that one of the things we try to do in law enforcement from that level, because that is what we are trying to do is be proactive, is actually find means and ways to follow the drugs, is one of the options for us to get to the victims.

So I am glad you brought that up to make that clear. And, also, sometimes the law enforcement funding dollars will follow drugs where they might not follow human trafficking per se.

So, when we combine those two and we make our case clear that they are intertwined and interwoven with each other and the crime, it also assists law enforcement in those kind of sting operations or undercover operations, and it takes them to broader ways to investigate.

Mr. HASTINGS. Mr. Woodall, do you have anything additional?

Mr. WOODALL. We talked about early intervention. I did want to enter into the record, Mr. Chairman, the State Department, as part of its Office to Monitor and Combat Trafficking in Persons, has given the University of Georgia a grant to continue some work that it is doing in the Sierra Leone at the very front end of the trafficking chain. I just want to make that part of the record.

Mr. HASTINGS. Without objection. It has been mentioned that all over the place in any field that data drives policy. And, regrettably, there was mention here of some jurisdictions that don't even want to keep statistics.

Believe it or not, what I found on the international level, particularly in the 57 countries of the Helsinki Commission, that a lot of them don't want to keep data in this arena. And I won't mention their names. Russia. It is amazing how reluctant they are.

I also would like to compliment one of my colleagues that has been a longtime leader in this arena, and that is Chris Smith from New Jersey. All of you may have come across his name in a variety of activities, but he has been substantially involved in this arena, perhaps more than any of us.

Final statement, Ms. Bruggeman.

Ms. BRUGGEMAN. Thank you. I think it is important to keep in mind, as you just pointed out, the importance of data and the collection of data. And I think it is also important to keep it into a helpful context. Crimes like human trafficking, just like child abuse, sexual abuse, domestic violence, are going to be undercounted and underreported, regardless of our best efforts.

And so I think we have to be very creative in the way that we look at the data and not rely on only our law enforcement data or prosecution data. Also look at data from service providers regarding the number of survivors that they are seeing and interacting with. Some research studies that can show us examples of, you know, deep prevalence studies in one location that can be used to extrapolate and estimate the prevalence and the types and needs of the survivors.

And, also, following on a comment that was made previously about the need for evidence-based practice, one of the comments I included in my written testimony is that, in the domestic violence and sexual violence fields, we have nationwide research centers and we have statewide coalitions that are funded primarily through HHS and CDC that guide us with best practices, with policies and procedures, and with advocating on behalf of survivors.

And that is something that remains missing in the human trafficking field. We don't have a similar dedicated space in which we can invest in those best practices and then promulgate them forward to help States and localities. And I think they struggle when



finding which are the right partners that we should be working with? What are the best practices in service provision? How do we know who is the right partner for us to work with? What are our investigatory practices? How can we rely collaboratively?

So I would say looking really strategically at how to invest in building that analysis of evidence-based practices across the human trafficking field is a critical step forward. Thank you.

Mr. HASTINGS. Ms. Fernandez Rundle.

Ms. FERNANDEZ RUNDLE. Yes, thank you. And to underscore that point, because I think we did make that point earlier. That is such a key component, moving forward, to really develop evidence-based—research on evidence-based strategies, what works, what doesn't work.

And then you need the therapy piece. Now that we have neurological new science, right, neuroscience that can guide us, what kinds of therapies are we implementing and employing for a lot of these victims? And for those of us that are professionals, how do you ask a question? You know, how do you get them to tell you what happened to them without traumatizing them? So there is a lot of work to be done in that field.

I also want to say that, you know, from where we sit in Miami, in any event—and I know your DA in Fulton County, I spoke with him as well—it needs collaboration. So wherever you take the Federal Government, you want to take it to a community that is collaborative, where people aren't in their own lanes, but instead they are working with each other. They are collaborating. They are sharing information.

I can tell you I could not do my job in protecting my community if I didn't have THRIVE Clinic and Project Phoenix for my homeless victims. There are just so many not-for-profits, and law enforcement has 35 police departments. So, if we are not all working together and helping each other, then we are not going to be able to combat this huge complex problem.

The other thing I would say about that is it is big and it is complex and we have all talked about that, but if we can save one child at a time, that is okay. That is okay to reach for that.

And then, in conclusion, what I would ask in furtherance is, you know, you talked about data, Chairman Hastings. And I always listen to you, because you are always so wise. One of the things we don't have in local law enforcement, okay, is we don't have a database of sharing intelligence information.

So one of the things we find is Miami is a destination city. Orlando is. You know, Las Vegas is. And so they do this circuit. And we may not know what is going on in Las Vegas, our local law enforcement, and they don't know what is going on with us. Why aren't we tracking those bad guys? Why don't we have that intel about who they are and what their patterns and what kinds of victims are they preying on and so on and so forth. That could be something that you could help us develop.

And last but not least, I would say that in so many communities the prosecutor can be galvanizing and help, especially if it is one that has a lot of different police departments and local and Federal law enforcement. If we can empower and give resources to local

prosecutors' offices, I think that would go a long way to helping the whole community, because sometimes that is what they need.

They need that courtroom piece, that law enforcement piece, that connected care coordinator piece that will get them to great places like THRIVE. And so I think that would be an important thing that you could sort of be a leader on in getting a message out to all of the communities that have prosecutors, both Federal and State, that you want them to have these kinds of units.

And, again, I thank you so much for hosting this today, and I hope that if you want to call on us individually at any time, I hope that you will. Thank you.

Mr. HASTINGS. Dr. Potter, I did read late some of your stuff too. And two things jumped out at me, and that was the broken bone and the fact that many of these people, for obvious reasons, are not taken to the dentist. And I can't imagine anything worse than having a toothache and not being able to be treated. There was so much more, but just those things jumped out at me.

Dr. Potter.

Ms. POTTER. So just imagine when you are trying to reengineer your life and get your life back on track. All of us have been sick. When you are sick and you don't feel good, you can't do much more, right?

Mr. HASTINGS. Right.

Ms. POTTER. So thank you for the opportunity to summarize what we have heard today. And I spent a lot of time traveling around the country, educating other health professionals and, honestly, anyone that will listen.

And I would like to say that what we heard today about prevention and identifying victims is what I call part one, and what I call part two is the aftercare. And I came today specifically to speak to you about the aftercare.

I hope that you have a sense of what a great partnership we have with law enforcement, Homeland Security, our State and Federal prosecutors and the major tertiary care center and the health systems that we have in south Florida. We work hand in hand on this issue, and I hope that was clear to all of you today. Almost all of our referrals and the reason why I am here today is because of law enforcement. They came to me with survivors and said: We need your help.

And as Ms. Rundle pointed out, they come with nothing, just the clothes on their back. They have no friends. They have no family. They have no one. And in terms of what they need, we know that there is a lot of work to do, a lot of evidence-based medicine that needs to be done to develop a standard of care, primarily for the behavioral healthcare needs that they have.

The physical stuff is pretty straightforward. We just need access to multispecialties. They have head injuries. I have a patient right now with amnesia, because she was beat with the gun. And so neurology and all of that technology we have, and we can help them if we have models of care in place.

The needs of the survivors are very complex, in terms of healthcare and behavioral health. And most of them have been getting their episodic healthcare in emergency rooms, and it is not effective, and it is at great financial cost. We have just done research

on our emergency room, looking at the victims and how often they access the ER before and after THRIVE, and we have reduced the emergency room visits by 50 percent. And it is a huge cost saving to the health system by just establishing a primary care clinic.

When you talk about “if you had a dollar, how would you break it up,” I say 50 cents for part one and 50 cents for part two. We believe that demonstration projects can help establish standards of care for survivors. And they can be replicated in every city in this country, at least the principles that I presented here, so that all practitioners who come into contact with a victim or a potential victim know what to say and know what to do to help them achieve wellness. Thank you so much.

Mr. HASTINGS. Mr. Woolf.

Mr. WOOLF. Thank you, Mr. Hastings. I just want to just echo all the comments that you made relative to education and the younger the better. I couldn’t have said it any better myself, and I appreciate your comments very much.

I think that as we look at this issue, I think we really can look at the words of Benjamin Franklin: An ounce of prevention is worth a pound of cure. And I think that that is really the answer to this issue, starting as young as we possibly can and really being able to empower our communities, our society, our young people, to have the voice that they need.

I oftentimes reflect back on a conversation I had with my eldest son several years ago. He was 9 years old at the time. We were in the car. I had just gotten off of a work phone call. And he looks at me and he says: Dad, what is human trafficking?

And I said: Man, how do I explain to a 9-year-old what human trafficking is, right?

He hears me talking about it all the time on the phone. And so I start stumbling through this conversation with him. And he stops me—and I will never forget this. He stops me, and he says: Dad, I think what you are trying to say is you give a voice to those that can’t speak.

And I said: Son, I couldn’t have explained it any better myself.

And those wise words of my 9-year-old son echo in my head every day that I go to work. And I challenge you all to take that as well, to give a voice to those that are voiceless, to give them the tools, the skills, and the resources, to invest in education, because it really is the way that we are going to make a change.

I echo the sentiments of my other colleagues up here who say: Listen, we have got to establish standards. There is lots of training out there, but is it quality training? And we hear a lot about awareness training. And I would encourage all of us to add the word “awareness and response training.”

We make people aware, but we don’t give them the ability to respond and to help those that may be in trouble, whether they are in the process of being manipulated into a situation or whether they are actually being exploited. We have got to give a voice to the voiceless. So thank you.

Mr. HASTINGS. Mr. Rodgers.

Mr. RODGERS. We all know this is a very complex issue. We have said it repeatedly. And there is no silver bullet. So I think it is im-

portant for us to remind ourselves not to be reluctant to do the next right thing, because it doesn't solve the entire problem.

And so I want to challenge us to keep doing that. Comprehensive solutions very rarely come out of the gate all at the same time in a synchronized swimming kind of way. So let's keep doing one more right thing together.

I was very encouraged by what Chairman McGovern just said a minute ago, even if that wasn't his intention, in the fact that we have said and had some of these conversations for 10 years. And I think he is exactly right. I mean, even longer. But I think the time has come for us to put on a new lens and a new paradigm around this issue and pull chairs up around the table and have a comprehensive solution and discussion about what we can do and how we can do it and start, because the statistics are our kids.

Mr. HASTINGS. Right. In the Helsinki Commission, I am very fond of at some point turning to the audience, but time won't permit today, but I do thank you all for your patience. I am sure that a lot of questions arise in your minds, and it is deeply appreciated.

And, Mr. Woolf, your 9-year-old has moved on up but I have a 9-year-old and an 8-year-old granddaughter, and proof of what I was talking about about early intervention, both of them are taking artificial intelligence in the third grade. I couldn't spell artificial intelligence in the third grade.

Mr. RODGERS. That is right.

Mr. HASTINGS. We are adjourned. Thank you.

[Whereupon, at 12:27 p.m., the subcommittee was adjourned.]

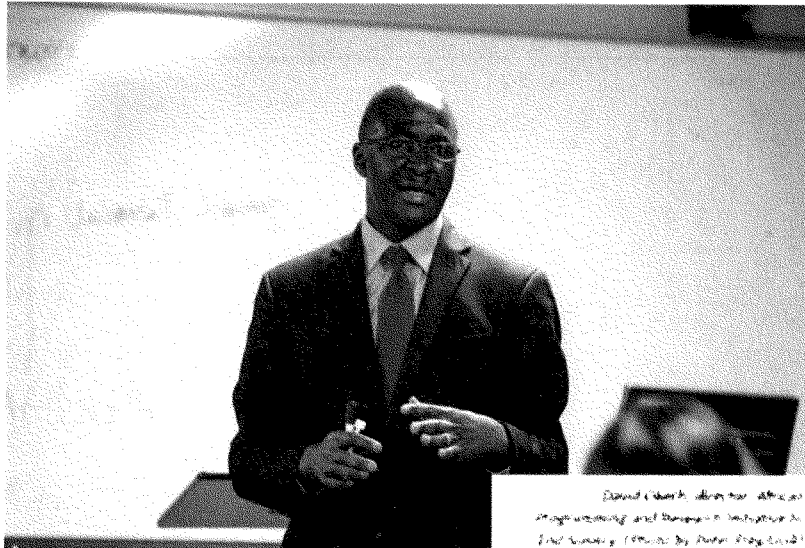
1/14/2020

UGA receives \$15.75M to combat human trafficking

Campus News · Georgia Impact · Society &amp; Culture

# UGA receives \$15.75M to combat human trafficking

November 19, 2019 · by Laurie Anderson



It will expand current efforts in Africa and create a forum of scholars

**The University of Georgia has been selected to receive \$15.75 million** from the U.S. Department of State to expand

1/14/2020

UGA receives \$15.75M to combat human trafficking

programming and research to measurably reduce human trafficking.

The new award, funded by the State Department's Office to Monitor and Combat Trafficking in Persons (TIP Office), will scale up the UGA-based African Programming and Research Initiative to End Slavery (APRIES) current anti-human trafficking work in Sierra Leone and Guinea, as well as expand efforts to Senegal. As part of the funded project, ARIES will also launch the Prevalence Reduction Innovation Forum. The forum – the first of its kind – will enlist scholars from universities around the world to test and develop the best ways to estimate the prevalence of human trafficking.

The award contributes to ARIES' growing budget, which received a \$4 million award in 2018 from the TIP Office under the Program to End Modern Slavery.

“In addition to strengthening current anti-trafficking efforts, the goal of ARIES is to build a global community of researchers and learners in the science of estimating human trafficking prevalence,” said David Okech, an associate professor of social work at UGA who is principal investigator of the project and director of ARIES.

A severe lack of data hampers attempts to curtail human trafficking worldwide. In 2018, ARIES and ResilientAfrica Network, a USAID-funded partnership of African universities based at Makerere University, Uganda, began exploring a systematic way to establish baseline data on child trafficking in selected hotspots in Sierra Leone and Guinea. The project utilizes an innovative, collective impact approach that encourages participation from a wide variety of stakeholders. The data collected will inform government

1/14/2020

UGA receives \$15.75M to combat human trafficking

policy and provide evidence for better programs for trafficking survivors.

The Prevalence Reduction Innovation Forum will kick off with a conference in spring 2020, at which research teams will debate different methodologies to conduct robust human trafficking prevalence studies. Following the conference, the teams will field-test various research methods to estimate the prevalence of trafficking in selected lower- and middle-income countries.

To ensure the data is robust, the research teams will use two to three different data collection methods. The teams will assess how each method performs in specific situations and document their process of conducting research. The teams will present their findings at a final conference in spring 2022.

“Given the methodology for prevalence estimation that we have been developing for Sierra Leone and Guinea, this additional funding is a great opportunity to scale our research and programming,” said Jody Clay-Warner, co-investigator and Josiah Meigs Distinguished Teaching Professor of Sociology in the Franklin College of Arts and Sciences.

Other investigators on the project are Tamora Callands, assistant professor of health promotion and behavior, UGA College of Public Health, and Alex Balch, professor of politics, University of Liverpool. Lydia Aletraris, Ph.D., will serve as project coordinator for the Prevalence Reduction Innovation Forum. Claire Bolton, Ph.D., will serve as program manager of APRIES.

For more information about APRIES, visit [apries.uga.edu](https://apries.uga.edu).

[https://news.uga.edu/david-okech-human-trafficking-research-award/?utm\\_source=UGA%20Today&utm\\_campaign=b283c84054-eUGAToday%11-20-19&...](https://news.uga.edu/david-okech-human-trafficking-research-award/?utm_source=UGA%20Today&utm_campaign=b283c84054-eUGAToday%11-20-19&...) 4/7



## Freedom Network USA

### **FY18 and FY19 TVPA Human Trafficking Funding Restriction**

The Department of Justice (DOJ) Office for Victims of Crime (OVC) <https://www.ovc.gov/> has added new language to the FY18 and FY19 grant solicitations that bars the use of grant funds for vacatur and expungement representation. This restriction flies in the face of decades of work to expand access to services, and the achievements of the Survivor Representation Project, funded by OVC to train providers to represent clients in these very cases. The Department of Justice Bureau of Justice Assistance (BJA) has also included this language in at least one FY19 grant solicitation. Both OVC and BJA are within the Office of Justice Programs<sup>1</sup> (OJP) <https://ojp.gov/>, the primary grant-making arm of DOJ.

#### Request

OJP should immediately remove any restriction on the use of grant funds for the provision of representation in post-conviction relief cases, including vacatur and expungement. The restrictions should also be removed from any previously granted funds, and should not be included in any future funding, absent notice and comment rulemaking or a change in statute.

#### History

OVC administers funds primarily from the Crime Victims Fund (fees and penalties paid by people convicted of federal offenses, more at <https://www.ovc.gov/about/victimfund.html>) and the Trafficking Victims Protection Act (TVPA) (appropriated funds for services and assistance for human trafficking survivors). The Victims of Crime Act (VOCA) created the Crime Victims Fund which mostly provides states formula funds (essentially block grants, allocated according to a formula) for Crime Victim Compensation Programs (Compensation) and Crime Victim Assistance Funds (Assistance); VOCA also includes some 'discretionary' funds used by OVC to support grant awards. Decisions about which organizations receive Assistance funds are made by state administrators. OVC's discretionary grants are made by DOJ OVC.

In 2014, OVC released Human Trafficking Program Guidance, which was not published in the Federal Register, nor developed through an advice and comment process. Grantee guidance is developed by OVC staff and leadership and provided directly to grantees, in this case recipients of TVPA grant funds. In the Range of Services section, OVC specifically states that while "OVC funding cannot be used to fund criminal defense representation, it may be used to pursue efforts to vacate a victim's criminal conviction and/or expunge a victim's criminal record, where the law allows vacatur/expungement based on being a human trafficking victim." (October 6, 2014 OVC Human Trafficking Program Grantee Guidance)

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<sup>1</sup> The Office of Justice Programs is led by the Office of the Assistant Attorney General (since September 2018 led by Principal Deputy Assistant Attorney General Matt Dummermuth <https://ojp.gov/about/offices/oaag.htm>, previously Alan Hanson who led OJP when the vacatur bar language began to appear in OVC solicitations), and is under the oversight of the Associate Attorney General <https://www.justice.gov/agencies/chart> (since 5/4/19 led by Principal Deputy Associate Attorney General Claire McCusker Murray, <https://www.justice.gov/asg/staff-profile/meet-principal-deputy-associate-attorney-general>).



In 2016 OVC published the Final Rule for the Victims of Crime Act Victim Assistance Program (published at 81 Fed. Reg. 44515, codified at 28 CFR 94.1019(d)). The Final Rule expressly states that criminal defense and tort lawsuits are not allowable, but that, “some jurisdictions allow victims to file a motion to vacate and /or expunge certain convictions based on their status as being victims. OVC has clarified that such services are allowable with VOCA funds.” (81 Fed. Reg. 44523-4, codified at 28 CFR 94.119(f)) This means that state Assistance administrators can use VOCA formula funds for direct legal representation for vacatur/expungement for human trafficking victims.

Without warning, OVC included new language in the **FY18 TVPA grant solicitations barring use of TVPA funds for direct representation in vacatur and expungement cases**. FNUSA coordinated letters asking OVC to remove this language to protect survivors. OVC’s response was to add language to clarify that OVC funds can be used to advise survivors about expungement, but not to represent them. The following solicitations included the language: FY18 Improving Outcomes for Child and Youth Victims of Human Trafficking,<sup>2</sup> FY18 Field-Generated Innovations in Assistance to Victims of Human Trafficking<sup>3</sup>, FY18 Enhanced Collaborative Model Task Force to Combat Human Trafficking,<sup>4</sup> FY18 Specialized Services for Victims of Human Trafficking,<sup>5</sup> FY18 Comprehensive Services for Victims of All Forms of Human Trafficking.<sup>6</sup>

The language read:

Please note, direct representation on vacatur or expungement matters, through court filings or through other litigation services, is not an allowable cost under this solicitation. However, grantees may counsel clients about the expungement or vacatur of any conviction for a nonviolent crime that is a direct result of being a trafficking victim.

FNUSA has been working with DOJ staff to review this policy and remove the language. Our understanding is that the issue was literally on Deputy Attorney General Rosenstein’s desk, with him gathering information about the reason for and impact of this language, when he resigned. Because no changes were ordered, the FY19 grants were released with the language included. TVPA funded solicitations with this language include: FY19 Direct Services to Support Victims of Human Trafficking<sup>7</sup> (applications due 7/19/19), FY19 Specialized Human Trafficking Training and Technical Assistance and Resource Development<sup>8</sup> (applications due 7/11/19), FY19 Improving Outcomes for Child and Youth Victims of Human Trafficking<sup>9</sup> (applications

<sup>2</sup> Available at <https://ovc.gov/grants/pdftxt/FY18-Improving-Outcomes-for-Child-and-Youth-Victims-of-HT-508.pdf>.

<sup>3</sup> Available at <https://www.ovc.gov/grants/pdftxt/FY18-Field-Generated-Innovations-in-Assistance-to-Victims-of-Human-Trafficking-508.pdf>.

<sup>4</sup> Available at <https://ovc.gov/grants/pdftxt/FY18-Enhanced-Collaborative-Model-Task-Force-To-Combat-HT-508.pdf>.

<sup>5</sup> Available at <https://www.ovc.gov/grants/pdftxt/FY-2018-Specialized-Services-for-Victims-of-Human-Trafficking-Solicitation-508.pdf>.

<sup>6</sup> Available at <https://www.ovc.gov/grants/pdftxt/FY-2018-Comprehensive-Services-for-Victims-of-All-Forms-of-Human-Trafficking-Solicitation-508.pdf>.

<sup>7</sup> Available at <https://www.ovc.gov/grants/pdftxt/FY19-Direct-Services-Human-Trafficking-Solicitation.pdf>.

<sup>8</sup> Available at <https://www.ovc.gov/grants/pdftxt/FY19-Human-Trafficking-Specialized-TTA.pdf>.

<sup>9</sup> Available at <https://www.ovc.gov/grants/pdftxt/FY19-Improving-Outcomes-for-HT-Youth.pdf>.

due 7/1/19). Interestingly, TVPA-funded FY19 Field-Generated Innovations in Assistance to Victims of Human Trafficking<sup>10</sup> (applications due 6/27/19) and Integrated Services for Minor Victims of Human Trafficking FY18 Competitive Grant Solicitation<sup>11</sup> (applications due 4/4/19) do NOT include this restriction.

Additionally, language regarding a vacatur ban was included in the DOJ OVC discretionary grant, VOCA-funded solicitation for Project Beacon: Increasing Services for Urban American Indian and Alaska Native Victims of Sex Trafficking.<sup>12</sup>

**Note:** OVC funding may not be used for criminal defense services. Direct representation on vacatur or expungement matters through court filings, or through other litigation services, is **NOT** an allowable cost under any award made under this program solicitation.<sup>13</sup>

We are especially concerned that the prohibition language now appears in grants authorized under *two* separate statutes administered by OVC, as well as one grant administered by BJA. The Comprehensive Corrections Training and Technical Assistance<sup>14</sup> solicitation also contains this language, even though the grant does not even fund direct legal services.

It is worth noting that the VOCA Assistance formula funds administered by the states, and the only relevant rulemaking on the vacatur question, still allow for states to use these VOCA-authorized funds on legal representation for vacatur. This highlights the senselessness of the prohibition in DOJ OVC administered grants and the conflicting legal and policy implications.

#### Importance of Vacatur

The TVPA explicitly provides that victims “should not be inappropriately incarcerated, fined, or otherwise penalized solely for unlawful acts committed as a direct result of being trafficked.” 22 U.S.C. § 7101(19). In fact, the Department of State released a Fact Sheet along with the 2018 Trafficking in Person’s Report titled, “Protecting Victims From Wrongful Prosecution and Further Victimization”<sup>15</sup> which describes the injustice faced by survivors in detail and highlights the success of state vacatur laws in the US.

Trafficking survivors often have criminal histories that resulted from their victimization, which become a barrier to federal financial assistance for higher education, employment with government agencies, housing programs. Additionally, private employers and landlords often conduct background checks. Survivors are forced to re-live their trauma, experience shame, and fear public embarrassment each time they have to address these records. **Vacatur and expungement allow justice systems to correct the record, and to recognize these individuals as survivors, not perpetrators, of a crime.** Vacatur is also a good investment, it allows survivors to become financially independent more quickly.

<sup>10</sup> Available at <https://www.ovc.gov/grants/pdf/txt/OVC-FY19-FGI-solicitation-508.pdf>.

<sup>11</sup> Available at <https://www.ovc.gov/grants/pdf/txt/FY-2018-Integrated-Services-for-Minor-Victims-of-Human-Trafficking508.pdf>.

<sup>12</sup> Available at <https://www.ovc.gov/grants/pdf/txt/FY-2019-Project-Beacon-Solicitation-508.pdf>.

<sup>13</sup> Id. at 8.

<sup>14</sup> Available at <https://www.bja.gov/funding/CORRECTIONSTTA19.pdf>.

<sup>15</sup> Available at <https://www.state.gov/protecting-victims-from-wrongful-prosecution-and-further-victimization/>.

Legal representation from trained attorneys is critical, as survivors often have multiple charges from multiple jurisdictions. It is difficult for survivors to collect the necessary documentation of the criminal records, the context of the arrest, and evidence of their victimization. **With representation, motions are clearly presented and, therefore, much easier for prosecutors to review and respond to. They take fewer judicial resources, and are more likely to end in a just result.**

Bio of Jean Bruggeman, Esq.

Jean Bruggeman is the Executive Director of Freedom Network USA (FNUSA), the nation's largest alliance of advocates and survivors addressing all forms of human trafficking in the US. FNUSA uses a human rights-based approach to ensure that trafficked persons have access to justice, safety, and opportunity through coalition-building, training and technical assistance, and policy advocacy. Jean served as a Human Trafficking Fellow with the Office for Victims of Crime within the US Department of Justice from 2012-2015. She provided leadership in the development of the Federal Strategic Action Plan for Services to Victims of Human Trafficking in the United States, the first OVC Human Trafficking Survivor Forum, and the OVC video series, "The Faces of Human Trafficking." Jean has over 20 years of victim services experience and expertise in nonprofit management, language access, immigration, human trafficking and domestic violence. She has developed comprehensive legal and social services programs for survivors, provided direct legal representation to survivors, authored training resources, and developed an interpreter service to ensure access to legal services in the District of Columbia. She is a graduate of the Georgetown University Law Center and Bryn Mawr College, and is a member of the DC and Maryland (inactive) bar associations.

### Truth in Testimony Disclosure Form

In accordance with Rule XI, clause 2(g)(5)\*, of the *Rules of the House of Representatives*, witnesses are asked to disclose the following information. Please complete this form electronically by filling in the provided blanks.

<b>Committee:</b> <u>Rules</u>
<b>Subcommittee:</b> <u>Subcommittee on Legislative and Budget Process</u>
<b>Hearing Date:</b> <u>December 11, 2019</u>
<b>Hearing Title :</b>
Solving an Epidemic: Addressing human trafficking around major events like the Super Bowl and the need for cross-jurisdictional solutions

<b>Witness Name:</b> <u>Jean Bruggeman</u>
<b>Position/Title:</b> <u>Executive Director</u>
<b>Witness Type:</b> <input type="radio"/> Governmental <input type="radio"/> Non-governmental
<b>Are you representing yourself or an organization?</b> <input type="radio"/> Self <input type="radio"/> Organization
<b>If you are representing an organization, please list what entity or entities you are representing:</b>
Freedom Network USA

**If you are a non-governmental witness, please list any federal grants or contracts (including subgrants or subcontracts) related to the hearing's subject matter that you or the organization(s) you represent at this hearing received in the current calendar year and previous two calendar years. Include the source and amount of each grant or contract. If necessary, attach additional sheet(s) to provide more information.**

1. FNUSA Freedom Network Training Institute Housing Training and Technical Assistance Project, Grant #2017-VT-BX-K018, awarded by the Office for Victims of Crime, Office of Justice Programs, U.S. Department of Justice, 10/1/2017 - 9/30/2020.
2. MayaTech Corporation consultancy providing subject matter expertise for the Title X Family Planning Program for the Office of Population Affairs (OPA) project, contract number HHSP2332015000361 Task Order HHSP23337007T, with the U.S. Department of Health & Human Services, from 9/5/2019 to 9/29/2019

**If you are a non-governmental witness, please list any contracts or payments originating with a foreign government and related to the hearing's subject matter that you or the organization(s) you represent at this hearing received in the current year and previous two calendar years. Include the amount and country of origin of each contract or payment. If necessary, attach additional sheet(s) to provide more information.**

None.

**Katherine Fernandez Rundle**  
**State Attorney for the Eleventh Judicial Circuit of Florida**

Katherine Fernandez Rundle was appointed State Attorney for Miami-Dade County in 1993. She has subsequently been re-elected seven times to serve as State Attorney. The State Attorney began her successful legal career as an undergraduate student at the University of Miami. She concluded her studies at the University of Cambridge in England wherein she received both a post graduate degree and law degree.

State Attorney Fernandez Rundle prides herself in being a career crime fighter. She has dedicated herself to every cause imaginable in her relentless commitment to keep our streets safe. She is recognized as a pioneer in the creation of numerous programs dealing with issues that affect our community daily such as domestic violence, gun violence, child support, human trafficking, and victim's rights. Ms. Fernandez Rundle is often considered a prosecutorial innovator involved in the development of many ground-breaking accomplishments including Florida's first Domestic Violence Unit, Dade's nationally recognized "Drug Court" program and Veteran's Treatment Court, Juvenile Civil Citation Program, Gun Violence Reduction Initiative, protecting the rights of children with her strict Child Support Program, bringing to the community services such as her 'Second Chance' Program to seal criminal records and crime prevention assistance via her Community Outreach Division, and her efforts to pioneer the fight against the sex trafficking of our children.

Her Human Trafficking Task Force is a cooperative multi-agency law enforcement effort focusing on the arrest and prosecution of those individuals who prey on our children while creating and finding ways to save and rehabilitate the victimized and traumatized victims. The Task Force has been operational since 2012 and as of November 2018, is housed in a new stand-alone building dedicated to human trafficking investigations and services. The building was specifically designed by State Attorney Fernandez Rundle for human trafficking efforts with the goal to create a single doorway focusing on community coordination of resources located in one site. In 2014, then Florida Attorney General Pam Bondi appointed State Attorney Fernandez Rundle to serve on the Statewide Human Trafficking Council. State Attorney Fernandez Rundle has actively collaborated and partnered with various organizations to help create programs which will give survivors of human trafficking access to health care, mental health services, and housing (such as Project Phoenix and The Thrive Clinic).

State Attorney Fernandez Rundle believes in sharing her time, influence, and resources with her community that she is passionate about. She is a founding member and Vice-President of Women of Tomorrow and is also very active in benevolent organizations such as Amigos for Kids, 5000 Role Models, Mothers Against Drunk Driving (MADD), The Children's Trust and numerous others. She is also a charter member of Prosecutors Against Gun Violence, a national group formed to address the issue of gun violence in the United States.

### Truth in Testimony Disclosure Form

In accordance with Rule XI, clause 2(g)(5)\*, of the *Rules of the House of Representatives*, witnesses are asked to disclose the following information. Please complete this form electronically by filling in the provided blanks.

Committee: Rules

Subcommittee: Subcommittee on Legislative and Budget Process

Hearing Date: December 11, 2019

Hearing Title :

Solving an Epidemic: Addressing human trafficking around major events like the Super Bowl and the need for cross-jurisdictional solutions

Witness Name: Katherine Fernandez Rundle

Position/Title: State Attorney, 11th Judicial Circuit

Witness Type: ☒ Governmental ☐ Non-governmental

Are you representing yourself or an organization? ☐ Self ☒ Organization

If you are representing an organization, please list what entity or entities you are representing:

Office of the State Attorney, 11th Judicial Circuit

If you are a **non-governmental witness**, please list any federal grants or contracts (including subgrants or subcontracts) related to the hearing's subject matter that you or the organization(s) you represent at this hearing received in the current calendar year and previous two calendar years. Include the source and amount of each grant or contract. *If necessary, attach additional sheet(s) to provide more information.*

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Dr. JoNell E. Potter is a Clinical Professor of Obstetrics, Gynecology and Reproductive Sciences at the University of Miami, Miller School of Medicine with joint appointments in the Department of Pediatrics and School of Nursing and Health Studies. Presently, she serves as Vice Chair for Research, Chief of the Women's HIV Service and Director/Principal Investigator for the THRIVE Clinic. Research has been an integral part of her academic career, and she has contributed to several influential studies over the past three decades that have transformed therapeutic and health practices for women. She has over 30 years of clinical and research expertise and has designed and directed innovative programs to serve the unique medical and psychosocial needs of low income, minority women, to improve care and treatment over their lifespan. As a mentor for the Health Law Pathway for medical and law students, Dr. Potter first became aware of the growing issues related to human trafficking in South Florida. Working closely with Homeland Security Investigations, the Florida State Attorney's Office and local law enforcement, Dr. Potter used her expertise in building models of care and expansive multidisciplinary network of key stakeholders in the community to design a trauma-informed, survivor-centered model of health care for human trafficking survivors. As a result, THRIVE Clinic provides ongoing medical and mental health services for human trafficking survivors and is becoming a nationally recognized model around the country.



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Hearing Title :

Solving an Epidemic: Addressing human trafficking around major events like the Super Bowl and the need for cross-jurisdictional solutions

Witness Name: JoNell Efanlis Potter, PhD, APRN, FAAN

Position/Title: Professor of Clinical Obstetrics, Gynecology & Reproductive Sciences; Director of THRIVE Clinic; Chief of Women's HIV Service

Witness Type: ☐ Governmental ☒ Non-governmental

Are you representing yourself or an organization? ☐ Self ☒ Organization

If you are representing an organization, please list what entity or entities you are representing:

University of Miami Miller School of Medicine

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U.S. Department of Justice, Office of Justice Programs, Office for Victims of Crime  
Grant No: 2016-VT-BX-K031  
Project Period: October 1, 2016 - December 31, 2019  
Total Amount of Award: \$536,502

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None.



#### **BILL WOOLF, EXECUTIVE DIRECTOR**

Bill Woolf has dedicated his personal and professional life to combatting human trafficking – most recently being recognized by receiving the Presidential Medal for Extraordinary Efforts to Combat Trafficking in Persons. He started his professional career as a police officer where he was promoted to the position of detective and was assigned to work on the Gang Investigations Unit. While doing this work, he quickly became aware of an emerging problem in his region, human trafficking. Mr. Woolf learned that gangs were transitioning from other profitable crime, such as narcotics trafficking, to human trafficking as a source of income for their illicit activities.

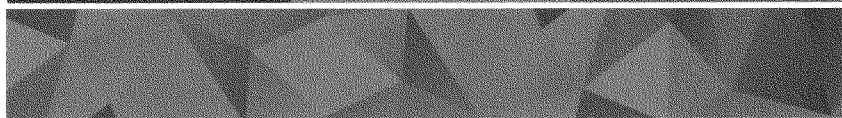
Mr. Woolf, having no formal law enforcement training regarding human trafficking, sought out to better understand the problem. In doing so, he learned how prevalent the issue really was domestically in the United States, as well as internationally. From that point forward he became dedicated to combatting the issue serving as a federal task force officer investigating and prosecuting cases locally and federally.

He was instrumental in applying for, and ultimately receiving, funding to start a human trafficking task force in northern Virginia. Mr. Woolf was placed in charge of the task force and was assigned to coordinate enforcement and interdiction efforts with other regional, state and federal law enforcement. He was also tasked with forging partnerships with non-governmental agencies that could provide necessary services to those victimized by human trafficking. In the first two years, under Mr. Woolf's leadership, the task force was able to identify 217 victims of sex and labor trafficking and recover over 126 of them. The task force also identified and initiated investigations into more than 100 traffickers that had conducted illegal activities in the northern Virginia area.

Mr. Woolf saw, through his work, that many of the young victims were being tricked by the traffickers because they were not equipped nor educated to identify what was happening. Mr. Woolf founded the Just Ask Prevention Project to help in better protecting our communities. He led the effort to develop a systematic approach of education, prevention and intervention which brings effective strategies in addressing the threat of human trafficking to communities. The program has garnered national attention and is now being implemented in areas throughout the United States, Mexico, Netherlands, and Nigeria.

After over 15 years of law enforcement service, Mr. Woolf has taken on the prevention and intervention work full time as the Executive Director of the Just Ask Prevention Project and Director of the National Human Trafficking Intelligence Center. He leads a team that is focused on developing tangible tools and resources and leveraging new technologies assisting professionals in the field to better identify situations of human trafficking or exploitation and respond appropriately to those situations. That National Human Trafficking Intelligence Center supports law enforcement in both proactive and reactive investigations by providing actionable intelligence relative to human trafficking.

He also seeks to influence the next generation by serving as an adjunct professor at George Mason University in the Criminology department, partnering with other academics and educating students on effective policy development and strategies to combat human trafficking. He continues to partner with organizations such as the National Center for Missing and Exploited Children to enhance the fight against human trafficking and exploitation.



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Hearing Date: December 11, 2019

Hearing Title :

Solving an Epidemic: Addressing human trafficking around major events like the Super Bowl and the need for cross-jurisdictional solutions

Witness Name: Bill Woolf

Position/Title: Executive Director / Just Ask Trafficking Prevention Foundation

Witness Type: ☐ Governmental ☒ Non-governmental

Are you representing yourself or an organization? ☐ Self ☒ Organization

If you are representing an organization, please list what entity or entities you are representing:

Just Ask Trafficking Prevention Foundation

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None

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None



#### President and CEO, Street Grace:

Bob Rodgers serves as Street Grace president and CEO, bringing more than 30 years of corporate and nonprofit leadership and team development experience to this role. Under Rodgers' leadership, Street Grace has experienced remarkable growth and has a significant national presence, including offices in Georgia, Texas, California and Tennessee.

Previously, Rodgers served as the fourth president of Richmond Graduate University, which offers fully accredited graduate programs in Counseling, Ministry and Spiritual Formation. As president, Rodgers led Richmond into an era of institutional and financial growth. Championing the addition of a new accredited master's degree program, spearheading the efforts for a new, debt free, multi-million-dollar Atlanta campus and launching two university-sponsored mental health trauma centers.

In his former position as vice president of one of the largest restaurant chains in the Southeast, Rodgers provided oversight and support for more than 22,000 employees in 21 states. In addition, through his firm Quantum Search, he has conducted more than 24,000 interviews and led searches for key leadership positions at Chick-fil-A, Georgia Pacific, Baptist Healthcare, Curtis 1000 and other major corporate, healthcare and nonprofit organizations worldwide.

Rodgers is a sought-after speaker and panelist. He has written for a variety of publications including business journals and has been quoted by *The Wall Street Journal* and *The Atlanta Business Chronicle*. His work has been featured in hundreds of media outlets including *The Washington Post* and *The New York Times*.

Rodgers has hosted "Thinking Out Loud," a weekly radio broadcast, and is the co-author of the devotional "God Is With Us". Additionally, he serves on numerous boards, is on the Business Advisory Council for Lee University, a graduate of Leadership Gwinnett and the founder of the Freedom Coalition, a collaborative initiative addressing global human trafficking.

#### About Street Grace:

Street Grace is a faith-based organization mobilizing faith, business and community leaders to **Demand an End** to the commercial sexual exploitation of children (CSEC) through **prevention/protection, policy and pursuit**.

CSEC is sexual activity in which there is a promise of the exchange of something of value to a child or another person(s) for sex with that child.

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Subcommittee: Legislative and Budget Process

Hearing Date: December 11, 2019

Hearing Title :

Solving an Epidemic: Addressing human trafficking around major events like the Super Bowl and the need for cross-jurisdictional solutions

Witness Name: Robert "Bob" G Rodgers

Position/Title: CEO

Witness Type: ☐ Governmental ☐ Non-governmental

Are you representing yourself or an organization? ☐ Self ☐ Organization

If you are representing an organization, please list what entity or entities you are representing:

Street Grace, Inc

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n/a

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n/a