



Functional Bureau Strategy

Office to Monitor and Combat Trafficking in Persons

FOR PUBLIC RELEASE

Updated: February 20, 2020
Approved: September 12, 2018

FOR PUBLIC RELEASE

Table of Contents

1. Executive Statement 3

2. Bureau Strategic Framework 5

3. Goals and Objectives..... 7

4. Management Goal. 12

Appendix. Definitions and Acronyms..... 14

1. Executive Statement

Trafficking in persons represents a threat to public safety and national security and, as such, is a policy priority for the U.S. Government (USG), both at home and internationally. This criminal activity—also known as “human trafficking” or “modern slavery”—involves the exploitation of someone for the purposes of compelled labor or a commercial sex act through the use of force, fraud, or coercion, or the use of a child for the purpose of a commercial sex act. Victims can be women, men, and transgender individuals, adults and children, citizens and noncitizens, and people of any faith or from any region of the world. Human trafficking is an affront to basic human rights, the American ideal of freedom, and the principles of the Universal Declaration of Human Rights.

The vision of the Office to Monitor and Combat Trafficking in Persons (the TIP Office) is to **catalyze global efforts to end modern slavery**, consistent with the Trafficking Victims Protection Act (TVPA), enacted in 2000, and its Functional Bureau Strategy (FBS) addresses the priorities and challenges in fighting this crime. The TVPA mandated the creation of the Office and outlines mandates for the Department and other Executive Branch agencies to combat human trafficking. If the Department does not actively work to combat human trafficking, there is a risk that the crime will continue to flourish, threatening public safety and national security, undermining the rule of law, and spurring other transnational criminal activity, adversely affecting source, transit, and destination countries around the world, including the United States.

Mission Statement: The Office leads the Department’s global efforts to combat modern slavery through the prosecution of traffickers, the protection of victims, and the prevention of human trafficking by: objectively analyzing government efforts and identifying global trends, engaging in and supporting strategic bilateral and multilateral diplomacy, targeting foreign assistance to build sustainable capacity of governments and civil society, advancing the coordination of federal anti-trafficking policies across agencies, managing and leveraging operational resources to achieve strategic priorities, and engaging and partnering with civil society, the private sector, and the public to advance the fight against human trafficking.

The TIP Office’s 2018-2022 strategic goals, are to: strengthen and inform foreign government and civil society effectiveness and response in the prosecution of traffickers; strengthen and inform foreign government and civil society effectiveness and response in the protection and identification of human trafficking victims; strengthen and inform foreign government and civil society effectiveness and response in the prevention of human trafficking; and strengthen and institutionalize comprehensive anti-trafficking policies and strategies through partnerships to advance the fight against human trafficking. These goals align with a comprehensive approach with strong emphasis on both labor and sex trafficking. This strategy approaches labor trafficking by focusing on the unique challenges it presents, to include supply chains, domestic servitude, responsible recruitment, and government procurement. This strategy also

approaches sex trafficking by focusing on the unique challenges it presents, to include foreign laws that require coercion or fraud in cases of child sex trafficking and sex tourism.

2. Bureau Strategic Framework

Strategy Outline

Goal 1: Strengthen and inform government and civil society effectiveness and response in the prosecution of traffickers.

Objective 1.1: Support the enactment of laws prohibiting trafficking in persons to meet the minimum standards as defined by the TVPA.

Objective 1.2: Build capacity of foreign criminal justice and security sectors to hold accountable human traffickers and officials complicit in trafficking using a victim-centered approach.

Goal 2: Strengthen and inform government and civil society effectiveness and response in the protection of human trafficking victims.

Objective 2.1: Prioritize the protection of trafficking victims, including through systematic victim identification and referral to service providers.

Objective 2.2: Provide civil society and government support to increase access to comprehensive and higher quality services for trafficking victims.

Goal 3: Strengthen and inform government and civil society effectiveness and response in the prevention of human trafficking.

Objective 3.1: Improve legal and policy frameworks to prevent the crime of human trafficking by targeting vulnerabilities, risk factors, systems and procedures, meeting the minimum standards as defined by the TVPA.

Objective 3.2: Educate relevant stakeholders and raise public awareness about risks of all forms of human trafficking, including how to prevent forced labor and sex trafficking.

Goal 4: Strengthen and institutionalize comprehensive anti-trafficking policies and strategies through partnerships to advance the fight against human trafficking.

Objective 4.1: Develop initiatives and approaches to combat trafficking, including through multilateral engagements and public-private partnerships.

Objective 4.2: Coordinate anti-trafficking efforts within the Department and across the USG to achieve TVPA priorities.

Objective 4.3: Increase and enhance engagement with the private sector and civil society, including survivors, to strengthen federal and global anti-trafficking efforts.

Goal 5: Manage office resources and personnel to advance prosecution, protection, prevention, and partnership efforts.

Objective 5.1: Establish a human capital strategy that aligns with the Office vision and mission.

Objective 5.2: Create a culture of program management that strategically aligns to Office objectives and goals in order to prioritize and direct diplomatic engagement and foreign assistance.

3. Goals, Objectives, and Performance Indicators

Bureau Goal 1: Strengthen and inform government and civil society effectiveness and response in the prosecution of traffickers.

a. Description and Linkages

This goal responds to the “3P” paradigm by focusing diplomatic and programmatic efforts toward meeting the minimum standards of the TVPA and supporting and building the capacity of criminal justice systems (with a victim-centered approach) and strengthening the rule of law (with emphasis on laws and implementation), resulting in the prosecution of traffickers and justice for victims, aligning directly with JSP SG 1.3.

Bureau Objective 1.1: Support the enactment of laws prohibiting trafficking in persons, meeting the minimum standards as defined by the TVPA.

a. Justification

Establishment of a comprehensive legal framework is the foundation of a government’s response to human trafficking. Without a comprehensive legal framework, it is difficult, if not impossible, to hold traffickers accountable and provide services to victims, thereby allowing the crime to flourish and seriously impeding the provision of comprehensive services to victims. Data related to the enactment of trafficking laws and other government-led protocols and prosecution efforts are collected for the annual TIP Report and are key elements in measuring foreign governments' efforts to address human trafficking in the area of prosecution.

Bureau Objective 1.2: Build capacity of foreign criminal justice and security sectors to hold accountable human traffickers and officials complicit in trafficking using a victim-centered approach.

a. Justification

The enforcement of anti-trafficking laws is the first step in enabling a government to have an effective response to human trafficking. Ensuring the criminal justice and security sectors know how to implement and can sustain the legal framework, and eventually bring traffickers to justice is equally important. Without effective justice mechanisms, traffickers are not held accountable and there is no deterrent for potential traffickers. Performance indicator data

related to training and funding trafficking laws and law enforcement organizations are collected and are key elements in measuring foreign government efforts to address human trafficking.

Bureau Goal 2: Strengthen and inform government and civil society effectiveness and response in the protection of human trafficking victims.

a. Description and Linkages

This goal responds to the mission of the Office, to focus diplomatic and programmatic efforts toward meeting the minimum standards of the TVPA and supporting and capacity building of victim service providers (emphasis on vulnerable populations, trauma-informed care and legal rights) resulting in the protection of victims. Victim protection systems increase the likelihood that survivors will receive the comprehensive services they need; if these systems cannot function or are not adequately resourced, it likely means that victims of trafficking may continue to be exploited, further destabilizing the rule of law and adversely affecting Strategic Goal 1.3. Victim protection systems also support a victim-centered approach and access to justice systems, allowing victims to help hold their traffickers accountable.

Bureau Objective 2.1: Prioritize the protection of trafficking victims, including through systematic victim identification and referral to service providers.

a. Justification

Protection is a critical component in the “3P” paradigm for fighting human trafficking. Victim protection is key to the victim-centered approach that the United States and the international community take in their efforts to combat human trafficking. Effective victim protection entails identifying victims, providing referrals for a comprehensive array of services, providing those services, and supporting survivors as they rebuild their lives. A lack of victim protection systems risks victims being exploited again and reduces their chances for successful reintegration. Data related to the identification of victims and victim protection efforts are collected for the annual Trafficking in Persons Report and are key elements in measuring foreign governments' efforts to address human trafficking

Bureau Objective 2.2: Provide civil society and government support to increase access to comprehensive and higher quality services for trafficking victims.

a. Justification

Protection is a critical component in the “3P” paradigm for fighting human trafficking. Victim protection is only successful when victims have access to the services they need, whether provided by service providers or foreign governments. Access to comprehensive and high quality care must be sustainable and maintained in order for victim services to be effective and for reintegration to be possible. Data related to victim access to protection services and capacity building efforts are collected for the TIP Report and are key elements in measuring foreign government efforts to address human trafficking.

Bureau Goal 3: Strengthen and inform government and civil society effectiveness and response in the prevention of human trafficking.

a. Description and Linkages

This goal responds to the mission of the Office, to focus diplomatic and programmatic efforts toward meeting the minimum standards of the TVPA and educating stakeholders and the public on human trafficking, resulting in the prevention of the crime. Prevention efforts, such as training and awareness raising toward targeted and validated efforts or reducing demand for forced labor or commercial sex, increase security in society, consistent with Strategic Goal 1.3.

Bureau Objective 3.1: Improve legal and policy frameworks to prevent the crime of human trafficking by targeting vulnerabilities, risk factors, systems and procedures, meeting the minimum standards as defined by the TVPA.

a. Justification

Legal and policy frameworks must include prevention measures and activities in order to combat human trafficking. Foreign governments are key in leading, coordinating, and cooperating with civil society and the private sector to implement anti-trafficking policies by facilitating coordination efforts and oversight to implement these policies. When stakeholders work in isolation, they risk not sharing information, taking measures, or implementing policies that more effectively reduce the risks of and vulnerabilities to human trafficking. Data related to prevention efforts are collected for the annual TIP Report and are key elements in measuring foreign governments' efforts to address human trafficking.

Bureau Objective 3.2: Educate relevant stakeholders and raise public awareness about risks of all forms of human trafficking, including how to prevent forced labor and sex trafficking.

a. Justification

Prevention is a critical component in the “3P” paradigm for fighting human trafficking. Capacity building and training in prevention activities and methods, including stakeholder education and public awareness of human trafficking, are fundamental to preventing the crime from occurring. Data related to prevention efforts are collected for the annual TIP Report and are key elements in measuring foreign governments' and the TIP Office's efforts to address human trafficking.

Bureau Goal 4: Strengthen and institutionalize comprehensive anti-trafficking policies and strategies through partnerships to advance the fight against human trafficking.

a. Description and Linkages

This goal responds to the mission of the Office by focusing on creating innovative approaches to combating human trafficking, and strengthening USG and global efforts through effective partnerships. Supporting anti-trafficking organizations, including implementers, and leveraging stakeholder engagement to achieve the Office's strategic priorities will contribute to accomplishing Strategic Goal 1.3 of “counter[ing] instability, transnational crime, and violence that threatens U.S. interests” and will be more possible to achieve using innovative methods that are developed as a result of partnerships.

Bureau Objective 4.1: Develop initiatives and approaches to combat trafficking, including through multilateral engagement and public-private partnerships.

a. Justification

Innovative initiatives and strategic partnerships with multilateral, public, and private organizations are necessary to promote and advance the fight against human trafficking. These efforts are accomplished through various diplomatic initiatives, engagements with IOs, and collaboration with a range of stakeholders. Human trafficking is a global problem; the TIP Office risks not being able to accomplish its performance goals if it operates in isolation. Results from these efforts are reported using performance indicator data, IO reports, and the annual TIP Report.

Bureau Objective 4.2: Coordinate anti-trafficking efforts within the Department and across the USG to achieve TVPA priorities.

a. Justification

By working with other Department offices and bureaus, we are able to amplify our efforts across a variety of areas, including rule of law, victim protection, and prevention efforts, and thereby leverage our limited resources. The TIP Office will continue working to institutionalize the fight against human trafficking through integration of the issue in the strategies, policies, and programs across the Department and in interagency efforts to meet the minimum standards of the TVPA. Results from these efforts are tracked and reported by the PITF, U.S. Advisory Council on Human Trafficking, and the annual TIP Report.

Bureau Objective 4.3: Increase and enhance engagement with the private sector and civil society, including survivors, to strengthen federal and global anti-trafficking efforts.

a. Justification

Engagement with the public, civil society, and the private sector is crucial to the sustainability and reach of anti-trafficking efforts in the United States and around the globe. Incorporating the voice of survivors is critical to the development of anti-trafficking messaging and an effective USG policy response. These efforts are measured through various civil society and private sector initiatives and USG-led policies. Civil society and private sector partners are key to sustaining anti-trafficking efforts; they should be systematically involved from the outset.

4. Management Goal

Bureau Goal 5: Manage office resources and personnel to advance prosecution, protection, prevention, and partnership efforts.

a. Description and Linkages

This goal responds to the mission of the Office by supporting goals one through four. Through recruiting, training, and retaining talented individuals, properly managing funds to support critical diplomatic engagement, judicious review and selection of implementing partners, strong internal management controls, and external evaluations, the office and its personnel are better positioned to combat human trafficking. Strong human capital and fiscal management support TIP Office staff in accomplishing Strategic Goal 1.3, “counter[ing] instability, transnational crime, and violence that threatens U.S. interests.”

Management Objective 5.1: Establish a human capital strategy that aligns with the Office vision and mission.

a. Justification

The effectiveness of the TIP Office depends on its ability to address talent management issues including knowledge management, change management, and capacity building. An appropriate level of human resources is necessary for proper oversight of foreign assistance, domestic operations, and other office priorities, such as travel for diplomatic engagement, the production of the annual TIP Report, and the direction of the interagency coordination function. The Office requires a data-driven strategy that outlines the human resources and skills required in order for it to meet its stated goals and objectives. This will be developed through research and analysis of office staffing needs, gaps, and development needs combined with research on diverse recruitment and retention strategies, training, development, and workforce planning.

Management Objective 5.2: Create a culture of program management that strategically aligns to Office objectives and goals in order to prioritize and direct diplomatic engagement and foreign assistance.

a. Justification

Responsible program management is critical for ensuring the office is achieving its foreign assistance and operational goals. Diplomatic engagement, foreign assistance and other

programming decisions will be based on strategic priority, programmatic and financial credibility related to the performance of grantees, continued need for assistance, results of monitoring and evaluation, and best practices. If program decisions are made without consideration of M&E results, analysis or best practices, there is a high risk that the TIP Office will not achieve its performance goals and will not efficiently use U.S. taxpayer dollars. These efforts will be captured in programming and funding decision as well as annual reviews of the FBS.

Appendix. Definitions and Acronyms

- F Office of the Director of Foreign Assistance
- INCLE International Narcotics Control and Law Enforcement
- The TIP Office Office to Monitor and Combat Trafficking in Persons
- L Office of the Legal Adviser
- M&E Monitoring and Evaluation
- NGO Nongovernmental Organization
- PITF President's Interagency Task Force
- SG Strategic Goal
- SPOG Senior Policy Operating Group
- T&TA Training and Technical Assistance
- TIP Trafficking in Persons
- TIP Report *Trafficking in Persons Report*
- TVPA Trafficking Victims Protection Act
- UNODC United Nations Office on Drugs and Crime
- USAID United States Agency for International Development
- USG United States Government