



***The Hidden Problem of
Human Trafficking:
Addressing Modern Day
Slavery in New Hampshire***

***“It is imperative that New
Hampshire take a stance in
preventing human
trafficking from taking
place, prosecuting those
who commit such acts and
protecting victims from
further exploitation
and harm.”
~ Page 24***

NOVEMBER 2008

**A Report to the New Hampshire Legislature:
Prepared by the Statewide Interagency Commission
on Human Trafficking
(SB 194, Chapter 122:1, Laws of 2007)**

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EXECUTIVE SUMMARY

The problem of human trafficking has existed for decades. While the terminology *human trafficking* or *trafficking in persons* is quite new, the act itself is not. According to the 2005 *Trafficking in Persons Report* produced by the U.S. Department of State, between 600,000 and 800,000 men, women and children are trafficked across international borders each year. Of that number, it is estimated that 80% of the victims are female and up to 50% are children. A majority of these victims were trafficked into commercial sexual exploitation.

Human Trafficking in New Hampshire

Since the passage of the Trafficking Victims Protection Act in 2000 by the federal government, *United States of America v. Timothy Bradley and Kathleen O'Dell* (2003) was the second case of its kind in the nation. Falling under the federal definition of labor trafficking, Bradley and O'Dell of Litchfield, New Hampshire were convicted of human trafficking in 2003 for withholding promised wages and living conditions and refusing to release passport and legal travel documents.

In August 2007, Marianne, a former victim advocate for a domestic violence crisis center located on the Seacoast, received a call from the National Human Trafficking Hotline in New York City. They called to report that a victim of human trafficking in her local area had contacted them asking for assistance. The victim was a 17-year-old woman who had been kidnapped from her native country 5 years before at the age of 12. She had been working for those 5 years as a sex slave in a house in New Hampshire with 5 other young women of similar age. Unfortunately, this young woman eluded her would-be protectors and her status is unknown.

This modern-day form of slavery flourishes largely because our knowledge and responses are inadequate. In an effort to avoid becoming a safe haven for trafficking activities, the Statewide Interagency Commission on Human Trafficking (SB 194, Chapter 122:1, Laws of 2007) recommends that New Hampshire take a proactive approach to addressing this growing problem. In order to ensure just and effective punishment of traffickers, and to protect the rights of trafficked persons, the Commission recommends that New Hampshire:

1. *Criminalize human trafficking in New Hampshire by establishing state law that adequately addresses trafficking in persons.*
2. *Increase public awareness of human trafficking and outreach by training law enforcement, social service providers, healthcare providers, and other first responders.*
3. *Coordinate existing services and systems to better address victims' needs and improve service delivery.*
4. *Work with prosecutors and law enforcement officials to develop methodologies for data collection and organization.*

BACKGROUND

This report is the result of the Statewide Interagency Commission on Human Trafficking that was established with the passage of Senate Bill 194 during the 2007 NH Legislative Session. Lead by Representative Suzanne Harvey (D-Nashua) the Commission's work was conducted from September 2007 to November 2008. The Commission would like to thank the following individuals for providing informative presentations throughout this project:

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PURPOSE OF THE STUDY

SB 194 (Chapter 122:1 of 2007), Established a statewide interagency commission on human trafficking. The charge of the commission was to study the trafficking of persons across borders for sexual and labor exploitation.

The commission was required to specifically review the following (but not limited to):

I. Analyze existing state criminal statutes for their adequacy in addressing trafficking and, if such analysis determines that those statutes are inadequate, recommend revisions to those statutes or the enactment of new statutes that specifically define and address trafficking, as well as legislation designed to regulate “bride trafficking” and “international matchmaking organizations.”

II. Recommend proposed statutory language that criminalizes the trafficking of women, men, and children into the state from other countries. The proposed language must: protect from prosecution the women, men, and children who have been trafficked into this state; prohibit the trafficker’s assertion of the victim’s alleged consent as a defense; and hold responsible a landowner or employer who knew or should have known that trafficking was occurring on the premises over which the landowner or employer exerted control.

III. Work with prosecutors and law enforcement officials to develop methodologies for data collection and organization concerning:

(a) Numbers of investigations, arrests, prosecutions, and successful convictions of traffickers and those committing trafficking related crimes.

(b) Statistics on the number of victims, including nationality, age, method of recruitment, and country, state, or city of origin.

(c) Trafficking routes and patterns including states or country of origin, transit states, or countries.

(d) Measurement and evaluation of the progress of the state in preventing trafficking, protecting, and providing assistance to victims of trafficking, and prosecuting persons engaged in trafficking-related offenses.

IV. Consult with governmental and non-governmental organizations in developing recommendations to strengthen state and local efforts to prevent trafficking, protect and assist victims of trafficking, and prosecute traffickers.

V. Identify strategies and available federal, state, and local programs and collaborative models that provide services and reduce barriers for victims of trafficking that include, but are not limited to, health care, mental health, human and social services, housing, education, legal assistance, job training or preparation, interpreting services, English as a second language classes, repatriation assistance, victim compensation, witness protection, economic assistance, and to recommend the creation of any new services or eligibility for services required, and make recommendations on methods to provide a coordinated system of support and assistance to human trafficking victims.

VI. Evaluate approaches to increase public awareness of trafficking, and the implementation of such approaches.

INTRODUCTION

What is Human Trafficking?

Human trafficking, often referred to as *modern day slavery*, is considered to be one of the most lucrative industries in the world. It encompasses a sophisticated network of individuals who prey on vulnerable men, women, and children for use as commodities in conditions of sexual servitude (in the sex industry) or labor servitude (in operations such as sweatshops, farm labor, or domestic service). According to Kangaspunta (2003)¹, approximately 80% of trafficking involves sexual exploitation, and 19% involves labor exploitation.

As defined by the Trafficking Victims Protection Act of 2000 (22 U.S.C. § 7102 (8), (9)) “severe forms of trafficking” include the recruitment, harboring, transportation, provision, or obtaining of a person for one of the three following purposes:²

- Labor or services, through the use of force, fraud, or coercion; or
- A commercial sex act, through the use of force, fraud, or coercion; or
- If the person is under 18 years of age, any commercial sex act, regardless of whether any form of coercion is involved.

Examples of Means (Force, Fraud, and Coercion)

Source: Polaris Project, “Human Trafficking and Modern Day Slavery in Ohio” Kathleen YS Davis, February 2006.³

Force: Physical assault (beating, burning, slapping, hitting, assault with a weapon, etc), sexual assault, gang rape, and physical confinement and isolation

Fraud: False employment offers, lying about work conditions (example: not telling someone that commercial sex will be required), false promises, withholding wages

Coercion: Any threats to life, safety, to family members or other similar parties. This also includes threats involving immigration status or arrest. A system of debt bondage is used to control the victims. Traffickers also withhold legal documents (e.g. passports and visas) and instill a climate of fear by using both physical and psychological abuse

Trafficked persons are most often used in unregulated industries and as low-wage labor. As a result, they are afforded little government protection and are heavily exploited by traffickers to provide goods and services to consumers.³ Common sectors where trafficked persons have been identified include:

- Commercial sexual exploitation/prostitution
- Exotic dancing/stripping/pornography

- Domestic work and child care (“domestic servitude”)
- Hotel housekeeping
- Agricultural work
- Landscape work
- Construction labor
- Day labor
- Factory work/sweat shops
- Restaurants
- Servile marriages/international marriage brokers (IMBs)
- False adoptions

Source: Polaris Project, “Human Trafficking and Modern Day Slavery in Ohio.” Kathleen YS Davis, February 2006.³

Traffickers often use tactics similar to those used by batterers where they seek to overpower and control every aspect of their victims’ lives. For instance, traffickers use a wide range of weapons, including violence, intimidation and deception, blackmail, and immigration abuse. Using force, fraud or coercion to recruit their victims is extremely important, but maintaining this control is necessary in order to deter their victims from leaving or seeking help. Victims of trafficking are often promised a “better life” with educational opportunities and the ability to make money and help their poor families that they leave behind in their native countries. In this respect, victims often blame themselves for their situations, while being unaware of their own victimization.

According to the 2005 *Trafficking in Persons Report* produced by the U.S. Department of State, between 600,000 and 800,000 men, women and children are trafficked across international borders each year.² Of that number, it is estimated that 80% of the victims are female and up to 50% are children.² A majority of these victims were trafficked into commercial sexual exploitation.

While we are beginning to address this issue, our understanding and working knowledge of human trafficking is still very limited. Consequently, many different misconceptions of this complex crime exist. These misconceptions often contribute to our lack of adequate and meaningful response to protecting victims and holding traffickers responsible for their crimes.

Myths include, but are not limited to:

Myth	Reality
1. Trafficked persons must be foreign nationals/only are immigrants.	1. Trafficked persons can be <i>US citizens</i> or foreign nationals. Both are equally protected under the federal trafficking statutes. Many trafficked persons in the US are legal residents.
2. Trafficking requires transportation across state or national borders.	2. Although the word connotes movement, the legal definition of trafficking <i>does not require transportation</i> . Unlike the Mann Act, no interstate transportation is required.
3. If the trafficked person consented before the abuse or was paid, then it is not trafficking.	3. Consent prior to an act of force, fraud, or coercion (or if the victim is a minor with sex trafficking) is not relevant nor is payment.
4. There must be elements of physical restraint or bondage for it to be trafficking.	4. The legal definition of trafficking <i>does not require physical restraint</i> . Psychological means of control (e.g. Stockholm syndrome) are sufficient elements of the crime.

Source: Polaris Project, "Human Trafficking and Modern Day Slavery in Ohio" Kathleen YS Davis, February 2006.²

It is also important to note the difference between trafficking and smuggling. In the *United Nations Office on Drugs and Crime* report Iselin and Adams (2003)⁴ state, "people smuggling and trafficking in human beings are now distinct, internationally agreed criminal offenses and have been defined by the international community through the UN as part of the effort to combat them."

Differences between smuggling and human trafficking include:

	Smuggling	Trafficking
Type of crime	Crime against State – no victim by the crime of smuggling. The crime of smuggling by definition does not require violations of the rights of the smuggled migrants.	Crime against person – victim; violation of person's human rights; victim of coercion and exploitation that give rise to duties by the State to treat the individual as a victim of a crime and human rights violation.
Why do we fight it?	To protect sovereignty of the state.	To protect a person against human rights violations; obligation of the State to provide adequate protection to its citizens.
Nature of crime and duration of customer relationship	Commercial; relationship between smuggler and migrant ends after illegal border crossing achieved and fee paid.	Exploitative; relationship between trafficker and victim continues in order to maximize economic and/or other gains from exploitation.

Rationale	Organized movement of persons for profit.	Organized recruitment/movement (continuous) and exploitation of the victim for profit.
Border crossing	Illegal border crossing is a defining element.	Purpose of exploitation is the defining element, border crossing is not an element of the crime.
Consent	Migrants consent to illegal border crossing.	Either no consent, or initial consent made irrelevant because of use of force, fraud, or coercion at any stage of the process.

Source: International Centre for Migration Policy Development, “Difference Between Smuggling and Trafficking.”⁵

Federal Response to Trafficking in Persons

The United States has criminalized “involuntary servitude” for more than 100 years. In the wake of the American Civil War, the United States passed and enacted the 13th Amendment, making it illegal to hold another person in a condition of involuntary servitude through force, threats of force, or threats of legal coercion equivalent to imprisonment. Since 1865, federal criminal cases have been brought under this statute in situations involving prostitution, migrant labor, domestic service, garment factory sweatshops, and begging rings.²

In 2000 Congress passed the Victims of Trafficking and Violence Protection Act (TVPA), which was later reauthorized in 2003 and again in 2005. The TVPA of 2000 defined and criminalized trafficking in persons, while recognizing key elements associated with trafficking in order to establish a more comprehensive understanding and approach in combating it.³ This law is designed to prevent trafficking, punish traffickers, and protect and assist trafficked persons.

As a recent court opinion interpreting the Trafficking Victims Protection Act noted, the TVPA was intended to define and expand the anti-slavery laws that would apply in trafficking situations, in order to reflect modern understanding of victimization.² By more broadly encompassing the subtle means of coercion that traffickers use to bind their victims, these new criminal statutes make good on the promise made in the 13th Amendment to the Constitution: that no person shall suffer slavery or involuntary servitude on American soil.²

The TVPA (2000)⁶ defines “severe forms of trafficking” as:

A. Sex Trafficking

Sex trafficking is a commercial sex act that is induced by force, fraud, or coercion, or in which the person induced to perform such an act has not attained 18 years of age.

B. Labor Trafficking

Labor trafficking is 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.

These definitions *do not* require that a trafficking victim be physically transported from one location to another.

Definitions Used in the Term “Severe Forms of Trafficking in Persons”⁶

Sex trafficking means the recruitment, harboring, transportation, provision, or obtaining of a person for the purpose of a commercial sex act.

Commercial sex act means any sex act on account of which anything of value is given to or received by any person.

Involuntary servitude includes a condition of servitude induced by means of (a) any scheme, plan, or pattern intended to cause a person to believe that, if the person did not enter into or continue in such condition, that person or another person would suffer serious harm or physical restraint; or (b) the abuse or threatened abuse of the legal process.

Debt bondage means the status or condition of a debtor arising from a pledge by the debtor of his or her personal services or of those of a person under his or her control as a security for debt, if the value of those services as reasonably assessed is not applied toward the liquidation of the debt or the length and nature of those services are not respectively limited and defined.

Coercion means (a) threats of serious harm to or physical restraint against any person; (b) any scheme, plan or pattern intended to cause a person to believe that failure to perform an act would result in serious harm to or physical restraint against any person; or, (c) the abuse or threatened abuse of the legal process.

FINDINGS

The Worldwide Scope of Trafficking

Human trafficking is the third most profitable criminal activity, following only drug and arms trafficking. An estimated 9.5 billion is generated in annual revenue from all trafficking activities, with at least \$4 billion attributed to the worldwide brothel industry.⁷

The United States Government estimates that as many as 600,000 to 800,000 people are trafficked across international borders annually, with up to 17,500 victims trafficked into the United States each year⁷ and the trade is growing.

The largest number of people trafficked into the United States come from East Asia and the Pacific (5,000 to 7,000 victims).⁸ The next highest numbers come from Latin America and from Europe and Eurasia, with between 3,500 and 5,500 victims from each.⁸

The National Scope of Trafficking

No country is immune from human trafficking. Furthermore, trafficking can occur within national or across international borders and is not limited to foreign nationals. The United States is a country of destination for many trafficked persons, but has also experienced the trafficking of its own citizens within its borders – this is especially true of the labor and sexual exploitation of children. One study estimated that each year between 100,000 and 300,000 children in the United States are at high risk of commercial sexual exploitation.⁹ The National Runaway Switchboard further states that there are between 1,300,000 and 2,800,000 runaway and/or homeless youth living on the streets every day,² making many extremely vulnerable to instances of trafficking. Forty-eight of the fifty states have seen elements of trafficking,¹⁰ many of which were never treated as such by law enforcement or other legal entities because of the lack of awareness.¹¹

Since the initial passage of TVPA in 2000, human trafficking cases have been opened in nearly every state and in all United States territories. From 2001 to 2005, the Civil Rights Division and United States Attorney's Offices filed 91 trafficking cases, a 405% increase over the number of trafficking cases filed from 1996 to 2000. In these cases, Department attorneys charged 248 trafficking defendants, a 210% increase over the previous five years. In addition, prosecutors convicted 140 defendants of trafficking-related crimes, a 109% increase over the previous five years.²

The federal government continues to address human trafficking by training federal and international law enforcement, creating social service organizations to better address victims' needs, increasing public awareness, and promoting both national and state criminalization and prosecution. The federal government has made this major public health concern an

administrative priority. However, the Department of Justice has stated that they believe once they really get a handle on the issue of human trafficking, they would not be able to adequately address all the cases and victims who come forward. Therefore, they have prompted individual states to initiate advocacy, training, and criminalization at the state level.

The Statewide Scope of Trafficking

It is extremely difficult to quantify the number of victims trafficked globally and into the United States each year.² As previously stated, it has been estimated that approximately 17,500 men, women, and children are trafficked within the United States. Vulnerable populations often include teen runaways, neglected children, people living in poverty, and undocumented individuals living in the United States.

Due to the “hidden” nature of trafficking activities, gathering statistics on the magnitude of the problem is a complex and difficult task. However, within the last few years state legislatures have created statewide task forces or commissions to study the problem, while also urging stakeholders to identify gaps in existing services. To date, there are 26 statewide research commissions and task forces assigned to study human trafficking. Furthermore, there are 39 states with anti-trafficking criminal provisions that attempt to adequately address and combat human trafficking in their communities. There are also eight states with laws that mandate law enforcement training, and 18 states with trafficking victim protection provisions (see Appendix A).

Many often wonder why states are establishing their own laws if trafficking laws already exist at the federal level. However, according to the Freedom Network,²³ the federal government alone cannot uncover and prosecute all of the large and small trafficking rings operating within the United States. Consequently, the federal government, grassroots organizations, and victims’ rights groups have created model legislation for states to adopt to better address this problem. These serve as just one resource that lawmakers can use to craft state policy. According to Bradley Myles (2006), Deputy Director of the Polaris Project, establishing state anti-trafficking legislation:²²

- gives local and federal prosecutors additional tools to use either state or federal codes, respectively.
- supplements existing state statutes for related crimes with the victim-centered trafficking paradigm.

- gives incentive to local law enforcement to investigate these types of cases as first responders and provides local jurisdiction.
- catalyzes increased awareness and training, which often leads to increased victim identification, investigations, and prosecutions.

Human Trafficking in New Hampshire

A Decades Old Problem

The problem of human trafficking has existed for decades. While the terminology *human trafficking* or *trafficking in persons* is quite new, the act itself is not. The following is an excerpt from an online resource committed to documenting the history of New Hampshire's seacoast and South Coast Maine region.¹²

Kidnapped to a Portsmouth Brothel: Red Light on Water Street

For decades Portsmouth's secret was an evolving red light district on the waterfront. Famous worldwide, locals talked about it in whispers. But in 1912 a 14-year old girl briefly told reporters about her abduction to a local brothel by an older woman.

Although Portsmouth, NH had a thriving "combat zone" at the turn of the 20th century, it remained a hush-hush topic in the local media. Brothels on Water Street (now Marcy) in what is now the city's gentrified waterfront were simply referred to in print as "houses." Female prostitutes, often underage, were called "inmates" according to one news report, or simply "women." The most explicit phrase of the era used in newspapers was "house of ill repute." Despite attempts to clean up the corrupt area in the Victorian era, local police conspired with bordello* and illegal bar owners to keep the red light district open and profitable. Police who attempted to clean up the area sometimes met a violent response.

In 1912 a series of murders drew public attention to the situation in the South End and led to the closing of most houses of ill repute. During that summer a rare interview with a 14-year old girl appeared on the front page of a Portsmouth newspaper. Ethel Duffy was kidnapped while staying with friends in Dover, apparently drugged and brought to a Portsmouth bordello.

Constance Perry, 25, her abductor, was held on \$5,000 bail for what reporters called "white slavery." Unable to place Duffy in a local bordello, Perry chose to solicit men on the Portsmouth

* Also referred to as a brothel, a bordello is a place specifically dedicated to carrying out prostitution activities.

streets who "assaulted" the girl as she stayed with Perry in a room on Deer Street. Police arrested two men who had reportedly paid Perry for access to the girl who was in "a pitiful condition" when she was brought to the police station. Ethel Duffy herself was held on a \$500 bond to keep her available as a witness against Perry.

Duffy's published account, apparently in her own words, offers a rare glimpse inside the city's flesh trade.

Excerpted from: *The Portsmouth Times*, August 17, 1912

Mrs. Perry came to the house that I was living in in Dover and wanted me to walk to the post office with her and not thinking she had anything bad in store for me, I went. When we got down town she asked me if I did want a drink of water and I answered yes. She had a small drinking cup with her, and we got a drink at a fountain. It was then that my head started to whirl around; I could hear the woman talking. It seemed away off, and that is the last I remember until I reached Portsmouth that night. The next day she took me to a house and talked with a woman there about me, but the woman kept shaking her head and saying that I was too young. After a while we left the house and the woman that I had come from Dover with kept muttering to herself. When we got on the street where the stores are she met a man and said "Hello" to him. He stopped and they talked to each other for a while, and he said "Sure," and walked off. That day we were in a restaurant and all the time the woman kept talking to me that if a man came to see us that night I should do what he asked me to. I asked her when I was going back to Dover, and she said that if I was a good girl and did what she wanted me to she would send me back Monday.

United States of America v. Timothy Bradley and Kathleen O'Dell

Since the passage of the Trafficking Victims Protection Act in 2000, Bradley v. O'Dell (2003) was the second case of its kind in the nation. Falling under the federal definition of labor trafficking, Timothy Bradley and Kathleen O'Dell of Litchfield, New Hampshire were convicted in 2003 of forcing four Jamaican men to work for their tree-cutting business.

While vacationing in Jamaica in 1999 and 2000, Bradley and O'Dell recruited two Jamaican men in 1999 and three men in 2000. Upon recruitment, they told the men that they would be paid between \$15-\$20/hour, would be given housing, and be well taken care of. Bradley and O'Dell legally brought the men to New Hampshire through a temporary work visa. Upon arriving, the men were denied medical treatment for frequent on-the-job injuries that were common due to the nature of the work. They were paid \$7/hour, worked over 40 hours/week, and their pay was docked for housing and clothing costs. They were also forced to live in unsanitary and unsafe conditions.

Eventually, one of the men was able to escape and return to Jamaica. The situation became worse for the existing workers after his escape, as Bradley took away their passports. The second group of men was forced to live in a tool shed, without adequate heating and plumbing. After an anonymous complaint, Bradley and O'Dell were arrested. They were charged with 18 counts of human trafficking under TVPA, 2000. They were sentenced to 70 months in federal prison, ordered to pay \$12,500 in fines and \$13,052 in restitution to each worker. Currently, the case has been upheld on appeal twice. The victims in this case eventually returned to their home country in Jamaica.

Federal and state prosecutors, law enforcement, community service providers and state agencies are all at a loss to quantify the problem of human trafficking in New Hampshire. All have experience working with victims of crimes who perhaps could have qualified as victims of human trafficking. We, therefore, must turn to an anecdotal story of a victim advocate's experience working with a survivor of human trafficking in New Hampshire.

A Missed Opportunity

In August 2007, Marianne, a former victim advocate for a domestic violence crisis center located on the Seacoast, received a call from the National Human Trafficking Hotline in New York City. They called to report that a victim of human trafficking in her local area had contacted them asking for assistance. The victim was a 17-year-old woman who had been kidnapped from her native country 5 years before at the age of 12. She had been working for those 5 years as a sex slave in a house in New Hampshire with 5 other young women of similar age. She was seeking refuge and fortunately, in the 45-minute time window she had to get free, she had been able to reach the Trafficking Hotline and the Hotline had been able to reach Marianne.

Marianne was told by the Hotline worker that the young woman had not eaten for 2-3 days and that she should be very cautious in feeding her -- only giving her moderate amounts of food and beverage while her system recovered from being starved. The Hotline worker also advised Marianne that the victim had been cut by her captors in the abdomen and might need emergency medical help.

In sharing her story before the Commission Marianne stated:

I was relieved that the victim trusted me enough to come with me but during the ride back to the shelter she was very, very tense. She had bitten her nails down to the quick yet she continued to gnaw on them. When I asked if she wanted to get food right away she said, “No, I want to get someplace safe first.” Her head was virtually on a swivel looking around while we were driving. Her hand nervously rubbed the top of her thigh the entire time while we were driving. She had short hair and was wearing a baseball cap in an attempt to hide her face. She was wearing baggy clothes – a tee shirt and jeans, sneakers and had a watch. If I hadn’t looked closely I might not have recognized her as a young woman.

After picking up the victim, Marianne connected with the Hotline to inform them of her success. The Hotline then contacted the American Council of Bishops in Washington, DC. There were two people on the line whom Marianne put on speaker phone in the shelter. They wanted to hear from the victim herself. Unfortunately, about two minutes into the call the speakers mentioned that the Immigration and Customs Enforcement (ICE) would be contacted in the process of getting the victim help. Once the victim heard that, she started to pace the office and told Marianne that she wanted to leave. She ended up leaving the shelter and she never saw her again. Marianne stated that she knew at that moment that the mention of the word “immigration” had probably fulfilled a threat her captors had made to her. She concluded,

The police didn’t find her. I never saw her again. I don’t know where she went or what happened to her. All I could think of was that she might have been forced to return to her captors in order to “feel safe” from what could happen to her in the “outside world.”

I will never forget her. I pray for her and for her mother...and for the rest of the young women who were kidnapped and held against their will in that house in New Hampshire.

As difficult as it is to believe that New Hampshire houses victims of human trafficking, I had evidence of such activity right before my eyes.

She pointed out that she wasn’t able to protect her or to get her help, so the Commission’s work is very important for providing strong victim advocacy and protection in the future.

The Demand for Trafficking in New Hampshire

The crime of human sex trafficking can be characterized by a supply and demand relationship. The supply side of sex trafficking involves the men, women and children who are raped, beaten, and psychologically abused, only to then be sexually exploited and “sold” to others who often repeat this same violent cycle. The demand side of sex trafficking, on the other hand, is the

people (mostly men) who buy these services. Often referred to as “johns,” these men represent the demand that fuels this worldwide sex industry.

On July 20, 2007 *The NH Union Leader* published the article, “Kingston Sex Sting nets 6.” This case involved six men who were arrested as part of a sting-operation set up by police in Kingston, New Hampshire.

It was reported that officers expected to arrest at least 35 men, who made serious inquiries to several online advertisements for prostitution. Six men showed up to what they thought was a house filled with women who they could “buy” for sexual purposes. In other words, these six men believed they were going to a *brothel*. Brothels are organized sex rings where prostitutes are often held in involuntary servitude without the option to leave. They receive little (if any) of the money paid by the “johns.” Brothels are often disguised as legitimate businesses such as massage parlors, health clubs, strip clubs, and the like.

Human beings who are forced, defrauded, or coerced to work as sex slaves in organized brothels *are* victims of human trafficking. While the New Hampshire case did not involve a “real” brothel, it still highlights the demand for the sex industry in the state. Demand for these services drives the industry – without demand, we would not have supply and without supply, there would be no victims. It is the demand that motivates traffickers to continue their lucrative businesses.

New Hampshire’s Border States: the Northeast

With the exception of Vermont, all Northeastern states have either legislatively created task forces/commissions, laws criminalizing human trafficking or both. Almost all of New Hampshire’s border states have experienced human trafficking, while highly publicized cases indicate that human trafficking exists in the Northeast region of the country (see Appendix B).

For instance, Vermont police invaded a brothel that trafficked Asian women into the state, who were forced to work as sex slaves. Experts say the Vermont case fits the pattern of a problem that is reaching into the smallest corners of the country.

In Kittery, Maine, Russell Pallas, a former lawyer and one-time chairman of the Kittery Town Council, was convicted in 2005 of operating a brothel that was disguised as a health club where he brought women in from out of state to work as prostitutes. Formally a resident of Manchester, New Hampshire, Pallas admitted to managing the Kittery Health Club, where prostitution activities involving women from Massachusetts and New Hampshire occurred. Pallas was sentenced to 10 ½ months imprisonment.

In East Boston, Brighton, and Allston, Massachusetts police made nearly 100 arrests in 2006, posing as johns and then arresting suspects allegedly operating brothels in apartments and houses tucked away on quiet residential streets.

If this problem is prevalent in our border states, then New Hampshire is certainly vulnerable to such activities. Also, while these highly publicized cases serve as examples of trafficking taking place in our area, it is important to remember that many cases of trafficking go unnoticed. Most are invisible victims because of their uncertain position of either being undocumented immigrants or seen as social degenerates who voluntarily enter the sex industry.

DISTINGUISHING BETWEEN PROSTITUTION AND SEX TRAFFICKING

**The following is from U.S Department of State, Bureau of Public Affairs. November 2004. "The Link Between Prostitution and Sex Trafficking." ¹³*

The U.S. Government adopted a strong position against legalized prostitution in a December 2002 National Security Presidential Directive based on evidence that prostitution is inherently harmful and dehumanizing, and fuels trafficking in persons, a form of modern-day slavery. Prostitution and related activities—including pimping and patronizing or maintaining brothels—fuel the growth of modern-day slavery by providing a façade behind which traffickers for sexual exploitation operate. Where prostitution is legalized or tolerated, there is a greater demand for human trafficking victims and nearly always an increase in the number of women and children trafficked into commercial sex slavery.

Women and children want to escape prostitution

The vast majority of women in prostitution don't want to be there. Few seek it out or choose it, and most are desperate to leave it. A 2003 study first published in the scientific *Journal of Trauma Practice* found that 89 percent of women in prostitution want to escape.¹⁴ And children are also trapped in prostitution—despite the fact that international covenants and protocols

impose upon state parties an obligation to criminalize the commercial sexual exploitation of children.

Prostitution is inherently harmful

Few activities are as brutal and damaging to people as prostitution. Field research in nine countries concluded that 60 to 75 percent of women in prostitution were raped, 70 to 95 percent were physically assaulted, and 68 percent met the criteria for post traumatic stress disorder in the same range as treatment-seeking combat veterans¹⁴ and victims of state-organized torture.¹⁷ Beyond this shocking abuse, the public health implications of prostitution are devastating and include a myriad of serious and fatal diseases, including HIV/AIDS.

A path-breaking, five-country academic study concluded that research on prostitution has overlooked "the burden of physical injuries and illnesses that women in the sex industry sustain from the violence inflicted on them, or from their significantly higher rates of hepatitis B, higher risks of cervical cancer, fertility complications, and psychological trauma."¹⁶

State attempts to regulate prostitution by introducing medical check-ups or licenses don't address the core problem: the routine abuse and violence that form the prostitution experience and brutally victimize those caught in its netherworld. Prostitution leaves women and children physically, mentally, emotionally, and spiritually devastated. Recovery takes years, even decades—often, the damage can never be undone.

Prostitution creates a safe haven for criminals

Legalization of prostitution expands the market for commercial sex, opening markets for criminal enterprises and creating a safe haven for criminals who traffic people into prostitution. Organized crime networks do not register with the government, do not pay taxes, and do not protect prostitutes. Legalization simply makes it easier for them to blend in with a purportedly regulated sex sector and makes it more difficult for prosecutors to identify and punish those who are trafficking people.

The Swedish Government has found that much of the vast profit generated by the global prostitution industry goes into the pockets of human traffickers. The Swedish Government said, "International trafficking in human beings could not flourish but for the existence of local prostitution markets where men are willing and able to buy and sell women and children for sexual exploitation."¹⁷

To fight human trafficking and promote equality for women, Sweden has aggressively prosecuted customers, pimps, and brothel owners since 1999. As a result, two years after the new policy, there was a 50 percent decrease in women prostituting and a 75 percent decrease in men buying sex. Trafficking for the purposes of sexual exploitation decreased as well.¹⁸ In contrast, where prostitution has been legalized or tolerated, there is an increase in the demand for sex slaves¹⁹ and the number of victimized foreign women—many likely victims of human trafficking.²⁰

Grant-making implications of the U.S. government policy

As a result of the prostitution-trafficking link, the U.S. government concluded that no U.S. grant funds should be awarded to foreign non-governmental organizations that support legal state-regulated prostitution. Prostitution is not the oldest profession, but the oldest form of oppression.

RECOMMENDATIONS

In order to ensure just and effective punishment of traffickers, and to protect the rights of trafficked persons, the Commission recommends that New Hampshire:

- | |
|--|
| <ol style="list-style-type: none">1. <i>Criminalize human trafficking in New Hampshire by establishing state law that adequately addresses trafficking in persons.</i>2. <i>Increase public awareness of human trafficking and outreach by training law enforcement, social service providers, healthcare providers, and other first responders.</i>3. <i>Coordinate existing services and systems to better address victims' needs and improve service delivery.</i>4. <i>Work with prosecutors and law enforcement officials to develop methodologies for data collection and organization.</i> |
|--|

1. Criminalize human trafficking in New Hampshire by establishing state law that adequately addresses trafficking in persons.

In order to effectively combat this problem in New Hampshire, the Commission recommends that the state establish a separate human trafficking statute that is both victim-centered and driven by meaningful penalties that may help deter traffickers from carrying out their crimes in the state.

Northeastern states are attempting to legislatively address this problem and this effort is rooted in the urgency to sever these criminal networks. While addressing the jury in federal court in Lower Manhattan, Elie Honig, an assistant United States attorney, states, “We are talking about a regional network of businesses throughout the Northeast United States and beyond involved in transporting and selling women.”

After hearing testimony and conducting research, the Commission believes that New Hampshire should be proactive in an effort to avoid becoming fertile ground for human trafficking activities to occur in the future. However, current NH laws do not adequately address trafficking in persons because they simply cover *elements* of human trafficking. These statutes could potentially apply to human trafficking situations, but they are not comprehensive in scope and do not adequately represent the complex nature of such a crime.

Listed below are various NH statutes and their deficiency in addressing human trafficking:

Current NH Law	Deficiency
RSA 633:5 Peonage	<ul style="list-style-type: none"> Contains only one element, forced labor, identified in human trafficking situations. It does not explicitly address sex trafficking.
RSA 633:1 Kidnapping	<ul style="list-style-type: none"> This statute prohibits confining another under one’s control with the purpose of doing certain things, including committing an offense against the person (see RSA 633:1, I). The phrase “confine under one’s control” is not defined and could be read to cover only physical restraint, and not restraint by intimidation, threat, coercion, blackmail, extortion, or deception as is involved in most human trafficking cases. Also, the purposes for which the confinement is undertaken would need to be expanded to include sex trafficking, prostitution, or involuntary servitude.
RSA 633:2 Criminal Restraint	<ul style="list-style-type: none"> This statute prohibits unlawfully confining someone in a manner that exposes the person to risk of serious bodily injury. Unlawful confinement includes confinement effected by force, deception or threat. While certain types of human trafficking clearly expose someone to such a risk, this statute is far too narrowly drawn to cover most circumstances of trafficking.
RSA 633:3 False Imprisonment	<ul style="list-style-type: none"> This statute makes it a misdemeanor to unlawfully confine someone’s physical movement. “Physical movement” is undefined and could be read to cover only situations in which a person is, for example, tied up or locked in a room and unable to get free. Thus, it would not cover many trafficking situations.
RSA 645:2 Prostitution and Related Offenses	<ul style="list-style-type: none"> Individuals who engage in sexual contact as defined in RSA 632-A:1, IV “in return for consideration” may be forced, defrauded, or coerced to engage in such acts. In this respect, NH needs specific statutes that define

<i>Continued...</i> RSA 645:2 Prostitution and Related Offenses	these individuals as being victims of a crime and therefore avoid prosecution under RSA 645:2. What if a woman is recruited for a legitimate job and then is forced or coerced to prostitute herself?
RSA 631:4 Criminal Threatening	<ul style="list-style-type: none"> • This statute focuses only on the making of a threat. It does not reach to the critical components of human trafficking – forcing people to submit to labor or sex so that someone else can make a profit.

It is also important to consider RSA 626:6, the current NH statute that defines “consent of the victim.”

RSA 626:6 reads:

I. The consent of the victim to conduct constituting an offense is a defense if such consent negatives an element of the offense or precludes the harm sought to be prevented by the law defining the offense.

II. When conduct constitutes an offense because it causes or threatens bodily harm, consent to the conduct is a defense if the bodily harm is not serious; or the harm is a reasonably foreseeable hazard of lawful activity.

III. Consent is no defense if it is given by a person legally incompetent to authorize the conduct or by one who, by reason of immaturity, insanity, intoxication or use of drugs is unable and known by the actor to be unable to exercise a reasonable judgment as to the harm involved.

Victims are often made to engage in trafficking activities by acting as recruiters, transporters, enforcers, or the like. To protect victims from prosecution, it is important to take this into consideration. In this respect, we must remember that there is a distinct difference between *consenting* and being *compliant*.

Furthermore, many of the offenses listed above have misdemeanor penalties. These penalties are too low to create adequate deterrence against a criminal enterprise in which the potential profits are huge, driven by the extensive demand for commercial sex or cheap labor.³ And these low-level penalties fail to address the highly abusive and harmful behavior that is specific to trafficking, or the devastating after effects for victims.³

When reviewing current NH law within the context of human trafficking, the complexity of this crime clearly stands out. This complexity should be addressed in a *separate* statute that defines human trafficking as a *separate* criminal offense. In this respect, establishing state law provides a centralized “one-stop” statute that most accurately reflects the actual criminal behavior of traffickers, which can avoid piecemeal prosecutions.²²

2. Increase public awareness of human trafficking and outreach by training law enforcement, social service providers, healthcare providers, and other first responders.

Federal and state prosecutors, law enforcement, community service providers and state agencies all are unable to quantify the problem of human trafficking in New Hampshire. Furthermore, due to the lack of awareness and education we may have missed many opportunities to address victims' special circumstances and needs. This modern-day form of slavery flourishes largely because our knowledge and responses are inadequate. Therefore, the Commission strongly believes that increasing public awareness and outreach through organized training is critical in increasing reporting, but more importantly improving services for victims of trafficking in New Hampshire. The Commission strongly recommends that NH agencies develop plans to train staff.

Training topics should include, but are not limited to:

- Recognizing the signs of human trafficking and identifying victims.
- Being sensitive to the specific needs of victims, such as safety, immigration, legal, medical, or emotional and psychological needs.
- Being aware of existing resources and services available for victims.
- Being familiar with the T-Visa and other benefits available for victims.
- Understanding both federal and state statutes, including legal definitions of human trafficking.

Prosecutors often feel that the best evidence against a trafficker *is* the testimony of a victim. But victims are often traumatized and fearful, while the process of getting help can be emotionally challenging.²¹ Therefore, in order for a victim to feel comfortable with the investigation and prosecution of a trafficker, training is an extremely important aspect to combating this problem.

3. Coordinate existing services and systems to better address victims' needs and improve service delivery

Since the lack of funding often impacts the quality of service delivery systems, the Commission recommends that NH-based organizations and agencies coordinate their existing systems to prepare and tailor services for potential victims in the future. It is the local churches, homeless shelters, domestic and sexual violence programs, and immigration service agencies that will most likely come into contact with potential victims of human trafficking. Therefore, the Commission recommends that local agencies work together to mobilize community resources and build a

safety net for victims of trafficking by initiating training (see above). The Commission also encourages agencies to maximize their resources by applying for federal assistance and grants. Increasing funding may mean improving services for victims throughout the state.

4. Work with the courts, prosecutors and law enforcement officials to develop methodologies for data collection and organization.

The Commission recommends that data collection and analysis focus on:

1. Numbers of investigations, arrests, prosecutions, and successful convictions of traffickers and those committing trafficking related crimes.
2. Statistics on the number of victims, including nationality, age, method of recruitment, and country, state, or city of origin.
3. Trafficking routes and patterns including states or country of origin, transit states, or countries; and
4. Measurement and evaluation of the progress of the state in preventing trafficking, protecting, and providing assistance to victims of trafficking, and prosecuting persons engaged in trafficking-related offenses.

CONCLUSION

Human trafficking or modern day slavery is a problem of epidemic proportions.

Many tend to assume that states do not need legislation because the federal government continues to reauthorize the Trafficking Victims Protection Act (2000). However, state and local authorities are often more likely to encounter victims of trafficking while conducting routine arrests, inspecting buildings, factories and farms, operating fire, rescue and medical emergency services and working with child abuse and neglect cases.²³ For this reason, it is necessary for state legislators and officials to learn more about human trafficking and to consider adopting laws that will allow local and state officials to investigate, prosecute and punish human traffickers and to provide appropriate and adequate services for, and to protect the rights of, trafficked persons.²³ This is why Recommendation #1, passing strong state legislation to criminalize these acts, is an extremely important step in the right direction.

While difficult to assess, the Commission believes that first responders, such as law enforcement, medical personnel, or victim advocates have worked with unidentified victims of human trafficking in the past. This is why Recommendation #2, increasing public awareness of human trafficking and education through organized training, is critical in holding traffickers accountable and protecting victims from further harm.

Existing services are often inadequate when addressing human trafficking situations. Marianne's story painfully illustrates the gaps in our current system. Recommendation #3, coordinating existing services to better address victims' needs, is a necessary step toward improving our response to this problem.

Finally, it is irresponsible to think that human trafficking operations are not happening in New Hampshire simply because we have one documented, prosecuted case (United States v. Timothy Bradley and Kathleen O'Dell). The hidden nature of this crime falsely implies that it does not exist. Recommendation #4, developing methodologies for data collection and organization, may help to better document and monitor this growing crime.

There is much work needed to be done, as we are at the forefront of a major social problem that continues to infiltrate our communities. The Commission strongly believes that if this problem is not adequately addressed, then traffickers escape detection, while New Hampshire becomes a safe haven for them to commit their crimes in the state. Whether it is a 12-year-old girl forced to work as a sex slave in a house on a quiet residential street or a 45-year-old Jamaican citizen exploited and used as cheap labor at a local tree farm, this is a matter of the continued violation of our human rights. It is imperative that New Hampshire take a stance in *preventing* human trafficking from taking place, *prosecuting* those who commit such acts and *protecting* victims from further exploitation and harm.

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APPENDIX A

U.S. POLICY ALERT

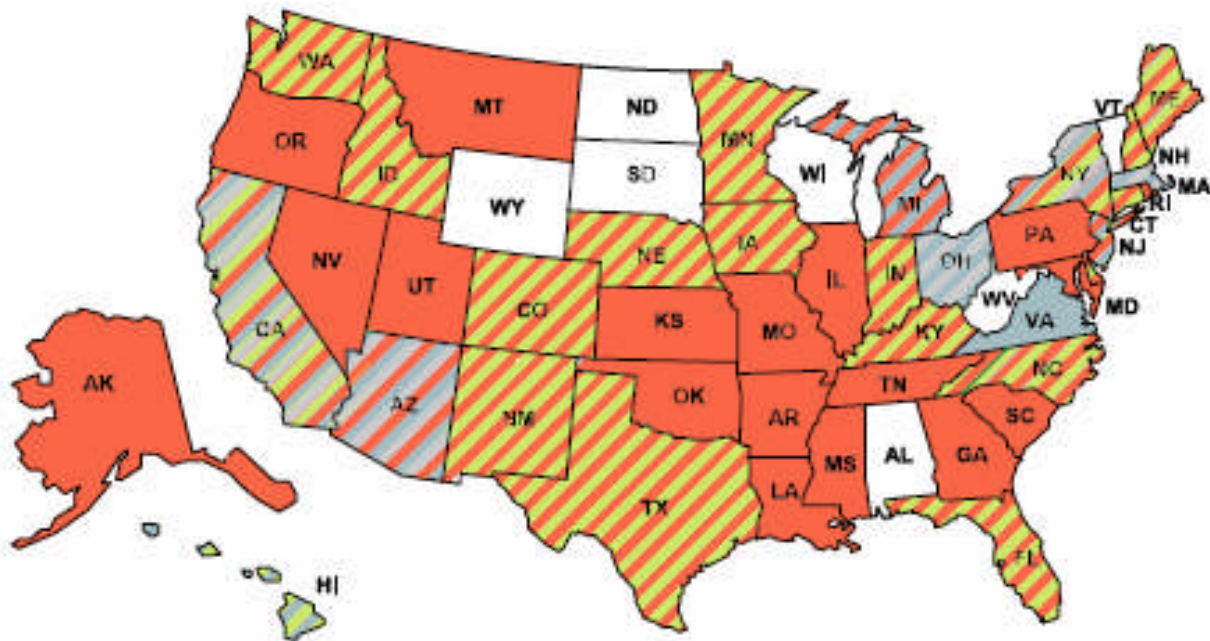
Graphical Map Snapshot - June 2008

Compiled by
Polaris Project



Information contained within U.S. Policy Alert is developed and compiled through online research as well as in partnership with local advocacy groups, local organizations and grassroots volunteers.

While we strive to keep the information in this document as accurate as possible, we cannot guarantee complete accuracy. Please send us any new updates, suggested modifications, or feedback to the Policy Alerts at PolicyAlert@PolarisProject.org. Thank you!



Total # of States: ■ 39 ■ 20 ■ 8 ■ 5

Key	USA Trafficking Map
 States with anti-trafficking criminal provisions	
 States with anti-trafficking task force / research commission / law enforcement training laws	
 States with pending anti-trafficking criminal provisions	
 States with pending anti-trafficking task force / research commission / law enforcement training bills	

APPENDIX B
Human Trafficking:
What is happening in the Northeast?
As of November 1, 2008

STATE	PROSECUTION/ CRIMINAL PROVISIONS	TASK FORCE	RESEARCH COMMISSION	LAW ENFORCEMENT TRAINING	VICTIM PROTECTION
Connecticut	X	X	X	X	X
Delaware	X		X		X
Maine	X	X	X	X	
Massachusetts	X	X	X	X	X
New Hampshire			X		
New Jersey	X				X
New York	X	X		X	X
Rhode Island	X				
Vermont					

Pending legislation from
the 2008 Legislative
Session

APPENDIX C
Available State and Federal Programs that Provide Victim Services

LINKS TO FEDERAL LEGISLATION:

The [*Trafficking Victims Protection Act of 2000*](#) (P.L. 106-386)

The [*Trafficking Victims Protection Reauthorization Act of 2003*](#) (H.R. 2620)

The [*Trafficking Victims Protection Reauthorization Act of 2005*](#) (H.R. 972)

HOTLINES

National Trafficking Information and Referral Hotline:

1-888-3737-888

*This national hotline will help you determine if you have encountered a victim and will identify local resources available in your community.

**National Trafficking in Persons and Worker
Exploitation Task Force Complaint Line:**

1-888-428-7581

*To report suspected cases of trafficking or worker exploitation call the above hotline number. This complaint line, maintained by the U.S. Department of Justice, is toll free and offers foreign language translation services.

24 Hour US Intervention/Rescue Hotline (Child Trafficking):

1-877-416-0050 (in US)

01-860-656-6194 (Outside US)

NH Statewide Sexual Assault Hotline:

1-800-277-5570

*This free, confidential service is designed to help victims of sexual assault find services and support in their local area.

NH Statewide Domestic Violence Hotline:

1-866-644-3574

*This free, confidential service is designed to help victims of domestic violence find services and support in their local area.

STATEWIDE RESOURCES

NH Department of Justice/Attorney General's Office

Office of Victim/Witness Assistance

603-271-3671

The Office of Victim/Witness Assistance is responsible for direct services to homicide victims, as all homicides in NH are prosecuted by the AG's Office. The Office also functions to coordinate victim services activities in NH, and plays a key role in numerous task forces, commissions and committees.

Victims' Assistance Commission/Victim Compensation Program

603-271-1284 or 1-800-300-4500

The New Hampshire Victims' Assistance Commission helps innocent victims of violent crime with expenses directly related to crime injuries. The costs of this program are paid by motor vehicle and criminal fine assessments and federal Victims of Crime Act (VOCA) grants.

For more information: <http://doj.nh.gov/victim/compensation.html>

Address Confidentiality Program

603-271-1240

Persons attempting to escape from domestic violence, sexual assault or stalking situations frequently establish new addresses in order to prevent their assailants from finding them. The ACP will allow victims who move to a new location the opportunity to keep that address confidential.

The purpose of the New Hampshire Address Confidentiality Program (ACP) is to enable state and local agencies to respond to requests for public records without disclosing the location of a victim of domestic violence, sexual assault or stalking. The ACP also enables interagency cooperation with the Attorney General in providing address confidentiality for domestic violence, stalking and sexual assault victims. Lastly, the ACP enables state and local agencies to accept a program participant's use of an address designated by the Attorney General as a substitute address.

US Department of Justice, United States Attorney's Office

District of NH, *Victim Witness Assistance Program*

The U.S. Attorney for the District of New Hampshire is the chief prosecutor of crimes against the laws of the United States. There is a U.S. Attorney for each federal judicial district in the country. The United States Attorney has statewide jurisdiction. The U.S. Attorney's Office makes every effort to ensure that federal crime victims and witnesses are afforded the rights established by law.

Location:

53 Pleasant St.; Concord, NH 03301

Phone: 603-225-1552

Fax: 603- 225-1470

Website: <http://www.usdoj.gov/usao/>

NH Department of Health and Human Services (DHHS):

Division for Children, Youth, and Families

The Division for Children, Youth and Families manages protective programs on behalf of New Hampshire's children, youth and their families. DCYF staff provide a wide range of family-centered services with the goal of meeting a parent's and a child's needs and strengthening the family system. Services are designed to support families and children in their own homes and communities whenever possible.

DCYF is *mandated* to intervene in matters involving child safety and welfare. DCYF should provide assistance to child victims of trafficking.

Contacting DCYF:

Main Number	603-271-4451	8-4:30 M-F
Toll Free Number	800-852-3345	8-4:30 M-F
TDD Number	800-735-2964	8-4:30 M-F
Fax Number	603-271-4729	8-4:30 M-F
Report Child Abuse	603-271-6562	8-4:30 M-F
Report Child Abuse Fax	603-271-6565	8-4:30 M-F
Report Child Abuse TDD	800-735-2964	8-4:30 M-F
Report Child Abuse Toll-Free	800-894-5533	8-4:30 M-F

NH Department of Labor

603-271-3176 or 1-800-272-4353 (Toll free number for NH only)

The Department of Labor monitors employers, workers compensation, and insurance carriers to insure that they are in compliance with NH Labor laws. These laws range from minimum wage, overtime, safety issues and workers compensation.

Location:

State Office Park, Spaulding Building
95 Pleasant Street
Concord, NH 03301
Phone: (603) 271-3176

New Hampshire Coalition Against Domestic and Sexual Violence

NH Statewide Sexual Assault Hotline: 1-800-277-5570

NH Statewide Domestic Violence Hotline: 1-800-644-3574

The NH Coalition is comprised of 14 member programs throughout the state that provide services to survivors of sexual assault, domestic violence, stalking and sexual harassment. A victim does not need to be in crisis to call. Services are free and confidential.

If a victim is unaware of which crisis center they can go to, they can call the above statewide sexual assault or domestic violence hotlines. Hotline advocates will transfer them to their local crisis center (listed below).

RESPONSE to Sexual & Domestic Violence

54 Willow Street
Berlin, NH 03570
1-866-644-3574 (DV crisis line)
1-800-277-5570 (SA crisis line)
603-752-5679 (Berlin office)
603-237-8746 (Colebrook office)
603-788-2562 (Lancaster office)

Turning Points Network

11 School Street
Claremont, NH 03743
1-800-639-3130 (crisis line)
603-543-0155 (Claremont office)
603-863-4053 (Newport office)
www.free-to-soar.org

Rape & Domestic Violence Crisis Center (RDVCC)

PO Box 1344
Concord, NH 03302-1344
1-866-644-3574 (DV crisis line)
1-800-277-5570 (SA crisis line)
603-225-7376 (main office)
603-225-5444 (walk-in office)
15 Pleasant Street,
Concord, NH 03301 (walk-in office)
www.rdvcc.org

Starting Point: Services for Victims of Domestic & Sexual Violence

PO Box 1972
Conway, NH 03818
1-800-336-3795 (crisis line)
603-356-7993 (Conway office)
603-539-5506 (Ossipee office)
www.startingpointnh.org

Sexual Harassment & Rape Prevention Program (SHARPP)

UNH/Verrette House
6 Garrison Avenue
Durham, NH 03824
1-888-271-SAFE (7233) (crisis line)
603-862-3494 (office)
www.unh.edu/sharpp

Monadnock Center for Violence Prevention

12 Court Street
Keene, NH 03431-3402
888-511-6287 (crisis line)
603-352-3782 (crisis line)
603-352-3782 (Keene office)
603-209-4015 (Peterborough office)
603-209-4015 and 603-532-6288 (Jaffrey Office)
www.mcvprevention.org

New Beginnings Women's Crisis Center

PO Box 622
Laconia, NH 03247
1-866-644-3574 (DV crisis line)
1-800-277-5570 (SA crisis line)
603-528-6511 (office)
www.newbeginningsnh.org

WISE

38 Bank Street
Lebanon, NH 03766
1-866-348-WISE (toll free crisis line)
603-448-5525 (local crisis line)
603-448-5922 (office)

The Support Center at Burch House

PO Box 965
Littleton, NH 03561
1-800-774-0544 (crisis line)
603-444-0624 (Littleton office)
www.tccap.org/support_center.htm

YWCA Crisis Service

72 Concord Street
Manchester, NH 03101
603-668-2299 (crisis line)
603-625-5785 (Manchester office)
603-432-2687 (Derry office)

Bridges: Domestic & Sexual Violence Support

PO Box 217
Nashua, NH 03061-0217
603-883-3044 (crisis line)
603-889-0858 (Nashua office)
603-672-9833 (Milford office)
www.bridgesnh.org

Voices Against Violence

PO Box 53
Plymouth, NH 03264
603-536-1659 (crisis line)
603-536-5999 (public office)
603-536-3423 (shelter office)
www.voicesagainstviolence.org

A Safe Place

6 Greenleaf Woods, Suite 101
Portsmouth, NH 03801
1-800-854-3552 (crisis line)
603-436-7924 (Portsmouth crisis line)
603-436-4619 (Portsmouth office)
603-330-0214 (Rochester crisis line)
603-890-6392 (Salem crisis line)

Sexual Assault Support Services

7 Junkins Avenue
Portsmouth, NH 03801
1-888-747-7070 (crisis line)
603-436-4107 (Portsmouth office)
603-332-0775 (Rochester office)
www.sassnh.org

New Hampshire Catholic Charities - Immigration and Refugee Services

Counseling and assistance are available to low-income individuals who have immigration questions or want to apply for immigration benefits. In partnership with Catholic Legal Immigration Network, Inc. (CLINIC), they assist with various applications and petitions, some of which include:

- Family-Based Visas
- Visas for Religious Personnel
- Consular Processing/Visas
- Political Asylum
- Adjustment to Lawful Permanent Residence
- Self Petitions for Battered Spouses/Violence Against Women Consultations and Assistance (VAWA)
- Naturalization

Location:

261 Lake Street; Nashua, NH 03060-4127

Phone: 603-889-9431

Fax: 603-880-4643

Website: <http://www.catholiccharitiesnh.org/>

International Institute of NH

Offering comprehensive resettlement services to newcomers in New Hampshire, the International Institute of New Hampshire's mission is to provide the resources, guidance, and educational opportunities that enable new Americans – single parents, children, families and individuals – to make a positive contribution to the community and to become economically self-sufficient.

Location:

315 Pine Street; Manchester, NH 03103

Phone: 603-647-1500

Fax: 603-669-5830

Website: <http://www.iiboston.org/iiNH.htm>

Lutheran Social Services of New England

LSS works in partnership with the U.S. Department of State and the UNHCR (UN High Commissioner for Refugees) to resettle refugees, people who are fleeing persecution in their countries and who have been carefully screened and approved for entrance in the United States. It provides refugees with the basic services needed to enable them to achieve economic self-sufficiency in their new homeland.

Lutheran Social Services of New England continued...

NH Location:

Interfaith Refugee Resettlement
261 Sheep Davis Road, Suite A1; Concord, NH 03301
Phone: 603-224-8111
Fax: 603-224-5473

Other Locations (Regional):

Refugee and Immigrant Services
51 Union Street; Worcester, MA 01603
Phone: 508-754-1121
Fax: 508-754-1393

Grace Lutheran Church
46 Woodland Street; Hartford, CT 06105
Phone: 860-525-5174

593 Main Street; West Springfield, MA 01089
Phone: 413-787-0725
Fax: 413-734-0859

Website: http://www.lssne.org/refugee_services.html

The Lutheran Immigration and Refugee Service (LIRS)

Trafficked Children Initiative

LIRS is assisting the federal government with the care of trafficked children who have been liberated. These children are placed in refugee foster care programs across the United States, which provide them with homes and all the specialized services and support they need to rebuild their lives. Through its Trafficked Children Initiative, LIRS also increases public awareness so more children can be identified and rescued.

NH Location:

Interfaith Refugee Resettlement
261 Sheep Davis Road, Suite A1; Concord, NH 03301
Phone: 603-224-8111
Fax: 603-224-5473

For more information on the Trafficked Children Initiative, call 410-230-2758

United States Conference of Catholic Bishops (USCCB),

Unaccompanied Refugee Minor Program

This organization works in coordination with Lutheran Immigration Relief Services (above) and the Office of Refugee Resettlement to provide services for victims of trafficking who are under the age of 18. Victims receive placement in foster care setting and other services and benefits. USCCB also administers funding to organizations to provide case management and other services to adult victims of trafficking.

Unaccompanied Refugee Minor Program continued...

Location:

U.S. Conference of Catholic Bishops,
Migration and Refugee Services Children's Services
3211 4th Street, NE; Washington, D.C. 20017-1194
Phone: 202-541-3352
E-mail: mrs@uscgb.org

Website: <http://www.nccbuscc.org/mrs/urmdesc.shtml>

REGIONAL

Massachusetts Immigrant and Refugee Advocacy Coalition

MIRA succeeds in mobilizing community groups and immigrant leaders to speak out with one voice about issues that affect them. Combining capacity building, technical assistance, community education and policy advocacy with community organizing and civic participation, we are committed to fairness for immigrants and to sound public policies. With more than 100 organizational members, MIRA is a respected state and national leader on immigrant issues, and an authoritative source of information for policymakers, the media, and immigrant communities.

Location:

105 Chauncy Street, #901; Boston, MA 02111
Phone: 617-350-5480
Fax: 617-350-5499

Website: <http://www.miracoalition.org/>

International Institute – Boston, MA

The International Institute of Boston (IIB) and its affiliates in Manchester, NH (IINH) and Lowell, MA (II Lowell), provide a continuum of services that foster the successful transition of immigrants and refugees. Fundamental to all of the Institute's programs and services is the promotion of self-sufficiency of newcomers to the United States.

Location:

One Milk Street ; Boston, MA 02109
Tel: (617)695-9990
Fax: (617)695-9191
Email: beacon@iiboston.org

Website: <http://www.iiboston.org/>

**Justice Resource Institute,
*Project Reach***

The Trauma Center operates Project Reach, a federally-funded program providing remote and onsite services to identified victims of human trafficking and their multidisciplinary service providers. Services include training and psycho education, needs assessment and referral, psychological assessment and evaluation, crisis response, brief treatment and assistance with applications for political asylum. Victims served include individuals trafficking into the United States as forced laborers, domestic workers and sex trade workers.

Location:

545 Boylston Street; Boston, MA 02116

Phone: 617-450-0500

Website: <http://www.jri.org/Programs-Trauma-Services-Project-Reach.php>

FEDERAL RESOURCES, UNITED STATES GOVERNMENT

U.S. Department of Health and Human Services (DHHS)

Under the Trafficking Victims Protection Act of 2000 (TVPA), DHHS is designated to assist victims in becoming eligible to receive benefits and services that will allow them to remain in the U.S. and rebuild their lives. DHHS runs the *Campaign to Rescue & Restore Victims of Human Trafficking* (see below). This campaign is aimed at identifying victims and training health care providers, social service providers, and law enforcement. DHHS also provides a toll-free hotline that connects victims to non-governmental organizations that can help victims locally. Public Awareness and Outreach materials are available in numerous languages at www.acf.hhs.gov/trafficking.

U.S. Department of Health and Human Services (DHHS)

The Campaign to Rescue and Restore Victims of Human Trafficking

DHHS has initiated the Rescue & Restore Victims of Human Trafficking campaign to help identify and assist victims of human trafficking in the United States.

The intent of the Rescue & Restore campaign is to increase the number of identified trafficking victims and to help those victims receive the benefits and services needed to live safely in the U.S. The first phase of the campaign focuses on outreach to those individuals who most likely encounter victims on a daily basis, but may not recognize them as victims of human trafficking. By initially educating health care providers, social service organizations and the law enforcement community about the issue of human trafficking, this campaign seeks to encourage these intermediaries to look beneath the surface by recognizing clues and asking the right questions because they may be the only outsiders with the chance to reach out and help victims.

Website: <http://www.acf.hhs.gov/trafficking/>

To contact the Resource Center, call **1-888-3737-888** or email any of the following addresses:

English:

humantraffickingenglish@covenanthouse.org

Spanish:

humantraffickingspanish@covenanthouse.org

Russian:

humantraffickingrussian@covenanthouse.org

Polish:

humantraffickingpolish@covenanthouse.org

Chinese:

humantraffickingchinese@covenanthouse.org

*Note that response time for English and Spanish emails received at the above addresses is approximately two hours. The response time for any other language could take up to two days.

The National Human Trafficking Resource Center

Project of the Campaign to Rescue and Restore Victims of Human Trafficking

HOTLINE NUMBER: 1-888-373-7888

The National Human Trafficking Resource Center (NHTRC) is a service funded by the Department of Health and Human Services to provide information and resources to victims of human trafficking, other individuals or organizations seeking information about this phenomenon, and accept tips from individuals wishing to provide information about possible victims. When appropriate, the NHTRC makes referrals to local organizations that assist victims with counseling, case management, legal advice, and other appropriate services, as well as makes referrals to law enforcement agencies in order to help trapped victims reach safety.

The Resource Center:

- Links victims in need of rescue with law enforcement officials and first responder victim service providers (usually non-governmental organizations);
- Provides information referrals via phone and e-mail,* as well as responds to inquiries generated from the ACF trafficking website;
- Passes trafficking tips to appropriate law enforcement officials; and
- Works collaboratively with agencies and entities involved with trafficking under the provisions of the Trafficking Victims Protection Act (TVPA).

The National Human Trafficking Resource Center continued...

The NHTRC consists of a toll-free hotline that operates year-round, 24/7, as well as email* service. Calls to the NHTRC are fielded by anti-trafficking specialists, and professional interpretation is available for languages other than English. The NHTRC services are promoted through [Rescue and Restore campaign materials](#) as well as state and local coalitions throughout the U.S. formed by DHHS to combat trafficking. Additionally, the materials are used by Department of Justice-funded interagency investigative and prosecutorial task forces that operate throughout the U.S. and its territories.

NHTRC staff also respond to inquiries generated from the ACF website.

To contact the Resource Center, call 1-888-373-7888 or email* nhtrc@polarisproject.org

**Please note that inquiries received in English will be responded to in one business day. All other languages may take up to two business days.*

Website: <http://www.acf.hhs.gov/trafficking/hotline/index.html>

T Visa

The T Visa is available through DHHS to all trafficking victims under the age of 18 and adult trafficking victims who meet the criteria for “severe forms of human trafficking” as defined in the TVPA. Victims must establish that they are victims of a “severe form of trafficking” through either an endorsement by a law enforcement agency or presentation of sufficient evidence. This requirement does not apply to minors who were induced to perform a commercial sex act. Victims must also comply with reasonable requests for assistance in the investigation or prosecution of acts of trafficking. Again, this requirement does not apply to minors. The T Visa allows the victim to remain in the U.S. for three years at which time they can apply for lawful permanent residence. This visa also gives them access to social services and medical care, as well as the ability to obtain employment authorization so that they may get a job and work towards becoming self-sufficient.

U Visa

The U Visa is available to victims of crimes, including trafficking victims. A law enforcement official must certify that the victim “has been helpful, will be helpful or is likely to be helpful” in the investigation of criminal activity.” Local, state or federal law enforcement authorities can provide the certification. This visa also gives victims the right to remain and work in the United States for three years after which they can apply for lawful permanent residence.

Office for Victims of Crime (OVC)

OVC is a federal program that assists victims between the time at which they are encountered by law enforcement and the time at which they are “certified” by DHHS to receive federal benefits. This is known as the “pre-certification” period. Services available include shelter, medical care, crisis counseling, legal assistance and advocacy.

Office for Victims of Crime continued...

OVC also sponsors a toll-free hotline specifically for reporting cases of suspected human trafficking.

HOTLINE:

The Trafficking in Persons and Worker Exploitation Task Force Complaint Line at **1-888-428-7581** (voice and TTY)

To report suspected cases of trafficking or worker exploitation call the above hotline number. This complaint line, maintained by the U.S. Department of Justice, is toll free and offers foreign language translation services.

U.S. Department of Justice Criminal Division

Child Exploitation and Obscenity Section (CEOS)

CEOS works to combat incidences of child exploitation and trafficking of women and children. Issues under the CEOS umbrella include child pornography, illegal interstate or international transportation of women and children, international parental abduction, computer-related exploitation of children, and child victimization on federal and Indian lands.

Website: <http://www.usdoj.gov/criminal/ceos/>

Legal Services Corporation (LSC)

The Legal Services Corporation is a private, non-profit corporation established by Congress in 1974. LSC makes grants to independent local programs across the country to provide civil legal services to Americans without considerable financial means. The TVPA granted the LSC the responsibility to extend program services to those eligible for T and U Visas.

Website: <http://www.lsc.gov/>

U.S. Department of State

The Office to Monitor and Combat Trafficking in Persons

The Center is a joint venture of participating agencies, which include the U.S. Department of State, the U.S. Department of Homeland Security, the U.S. Department of Justice, and other governmental agencies. This Office provides critical resources for the fight against trafficking by assisting in the coordination of anti-trafficking efforts around the world and in the U.S. This Office also has the responsibility for drafting the annual Trafficking in Persons Report, which discusses the actions that countries, including the U.S., have taken to combat trafficking in persons in that year.

Website: <http://www.state.gov/g/tip/>

U.S. Department of Health and Human Services

Office of Refugee Resettlement (ORR)

ORR helps refugees and other special populations (such as adult victims of severe forms of trafficking) obtain economic and social self-sufficiency in the United States. ORR is responsible for certifying adult victims of human trafficking so that they may receive federally funded benefits and services to the same extent as refugees. More information about ORR benefits and services to victims of human trafficking is located on their Web site.

United States Agency for International Development (USAID)

Office of Women in Development (WID)

USAID's WID program supports the education of girls and fosters economic and political opportunities for women. These programs help create conditions that lessen the vulnerability of women and children to traffickers. USAID also funds direct anti-trafficking programs, which are described in more detail in Trafficking in Persons: USAID's Response.

U.S. Citizenship and Immigration Services (USCIS)

The USCIS within the Department of Homeland Security (DHS) offers this Web page of federal agency links to information about the Victims of Trafficking and Violence Protection Act of 2000, implementation of the law, and victim benefits and services.

Website: <http://www.uscis.gov/portal/site/uscis>

The U.S. Department of Justice Trafficking in Persons Information Web site

This Web site provides links to the Attorney General's Annual Report to Congress on U.S. Government Activities to Combat Trafficking in Persons.

Website: http://www.usdoj.gov/whatwedo/whatwedo_ctip.html

U.S. Department of Labor

Women's Bureau

The Women's Bureau promotes profitable employment opportunities for women and advocates skills development, improvements in working conditions, and equitable employment standards, policies, and programs. Bureau publications include *Trafficking in Persons: A Guide For Non-Governmental Organizations 2002*.

Office on Violence Against Women (OVW)

OVW is a federal program that sponsors grant programs to state, tribal and local governments, as well as community organizations working to end violence against women. However, funding from this program is limited.

NATIONAL & INTERNATIONAL RESOURCES / NON-GOVERNMENTAL ORGANIZATIONS (NGOs)

Coalition Against Trafficking in Women (CATW)

**Based out of Boston, MA*

The Coalition Against Trafficking in Women-International (CATW) is a non-governmental organization that promotes women's human rights by working internationally to combat sexual exploitation in all its forms. Founded in 1988, CATW was the first international non-governmental organization to focus on human trafficking, especially sex trafficking of women and girls.

Website: <http://www.catwinternational.org/>

Human Trafficking.org (web only)

The purpose of this Web site is to bring Government and NGOs in the East Asia and Pacific together to cooperate and learn from each other's experiences in their efforts to combat human trafficking. This Web site has country-specific information such as national laws and action plans and contact information on useful governmental agencies. It also has a description of NGO activities in different countries and their contact information.

Website: www.humantrafficking.org

Polaris Project

Polaris Project's comprehensive approach to combating human trafficking includes operating local and national crisis hotlines, conducting direct outreach and victim identification, providing social services and housing to victims, advocating for stronger state and national anti-trafficking legislation, and engaging community members in local and national grassroots efforts. Through these efforts Polaris Project seeks to aid victims and increase awareness at both the grassroots and policy level.

Location/Headquarters:

P.O. Box 77892

Washington, DC 20013

Tel: 202-745-1001

Fax: 202-745-1119

Email: info@polarisproject.org

Website: <http://www.polarisproject.org>

Global Rights

Global Rights is a human rights advocacy group that partners with local activists to challenge injustice and amplify new voices within the global discourse. With offices in countries around the world, they help local activists create just societies through proven strategies for effecting change.

Location:

United States (Headquarters)
1200 18th Street NW, Suite 602; Washington, DC 20036
Phone: 202.822.4600
Fax: 202.822.4606

Website: <http://www.globalrights.org/site/PageServer?pagename=index>

Human Rights Watch

Human Rights Watch is the largest human rights organization based in the United States. Human Rights Watch researchers conduct fact-finding investigations into human rights abuses in all regions of the world. Human Rights Watch then publishes those findings in dozens of books and reports every year, generating extensive coverage in local and international media. This publicity helps to embarrass abusive governments in the eyes of their citizens and the world. Human Rights Watch then meets with government officials to urge changes in policy and practice -- at the United Nations, the European Union, in Washington and in capitals around the world.

Location:

350 Fifth Avenue, 34th floor; New York, NY 10118-3299 USA
Phone: 212-290-4700
Fax: 212-736-1300

Website: hrwnyc@hrw.org

U.S. Association for International Migration

Action to Counter Trafficking (ACT)

The ACT project provides community outreach and education and offers social service providers training, networking, and financial and technical expertise to combat trafficking in the United States.

Website: <http://www.countertrafficking.org/>

Anti-Slavery International (ASI)

ASI works to end slavery and related abuses, including trafficking in persons and forced prostitution, focusing on the rights of people who are particularly vulnerable to exploitation, notably women, children, migrant workers, and indigenous peoples.

Website: <http://www.antislavery.org/>

Free the Slaves

This nonprofit organization works to end slavery worldwide. Their website offers resources for education, taking action, and reference books and links to related organizations and legal issues.

Website: <http://www.freetheslaves.net/>

Freedom Network (USA)

The Freedom Network develops local and national networks in the U.S. and links to international networks to carry out its mission of empowering trafficked and enslaved persons. Mission objectives include raising public awareness and advocating for victims at all levels (local or international).

Website: <http://www.freedomnetworkusa.org/>

International Organization for Migration (IOM)

This international organization works with migrants and governments to provide humane responses to migration challenges. IOM's activities range from providing training to officials, aid to migrants in distress, to measures to counter trafficking in persons. IOM has received funding through the U.S. Department of State to provide assistance to victims of human trafficking who are identified within the U.S. and who wish to be repatriated back to their home countries. For more information, call 202-862-1826.

Website: <http://www.iom.int/jahia/jsp/index.jsp>

The International Rescue Committee (IRC)

The IRC provides assistance to refugees, displaced persons and others fleeing persecution and violent conflict throughout the world. Often one of the first agencies on the scene of an emergency, the IRC delivers critical medical and public health services, food, and shelter. Once a crisis stabilizes, it provides education, training, economic assistance and, if necessary, resettlement assistance.

Website: <http://www.theirc.org/>

The Protection Project

The Protection Project gathers and disseminates information about worldwide trafficking in persons, focusing on national and international laws, legal cases, and implications of trafficking in other areas of U.S. and international foreign policy. The project is a 5-year research project based at the School of Advanced International Studies, Johns Hopkins University, Washington, D.C.

Website: <http://www.protectionproject.org/>

Safe Horizon

Safe Horizon's mission is to provide support, prevent violence, and promote justice for victims of crime and abuse, their families, and communities. Safe Horizon's program to assist victims and survivors of human trafficking helps deliver intensive case management, shelter, legal services, and mental health care to survivors of trafficking.

Website: <http://www.safehorizon.org/>

Center for Women Policy Studies

US PACT (US Policy Advocacy to Combat Trafficking)

The Center's leadership enables state legislators throughout the United States to craft state anti-trafficking laws and policies.

Website: <http://www.centerwomenpolicy.org/>

Ahava Kids

Ahava Kids, an American based not-for-profit human-rights organization, exists to rescue and care for victims of child trafficking, enslavement and exploitation. They also serve as a resource network for domestic and international victim intervention and relocation.

Website: <http://www.ahavakids.org/>

For more information, email: info@ahavakids.org

Phone: 860-760-0370

Toll Free Hotline: 877-417-2504

Fax: 860-339-5065