



Department of Defense

Strategic Plan for Combating Trafficking in Persons (CTIP) 2014 – 2018

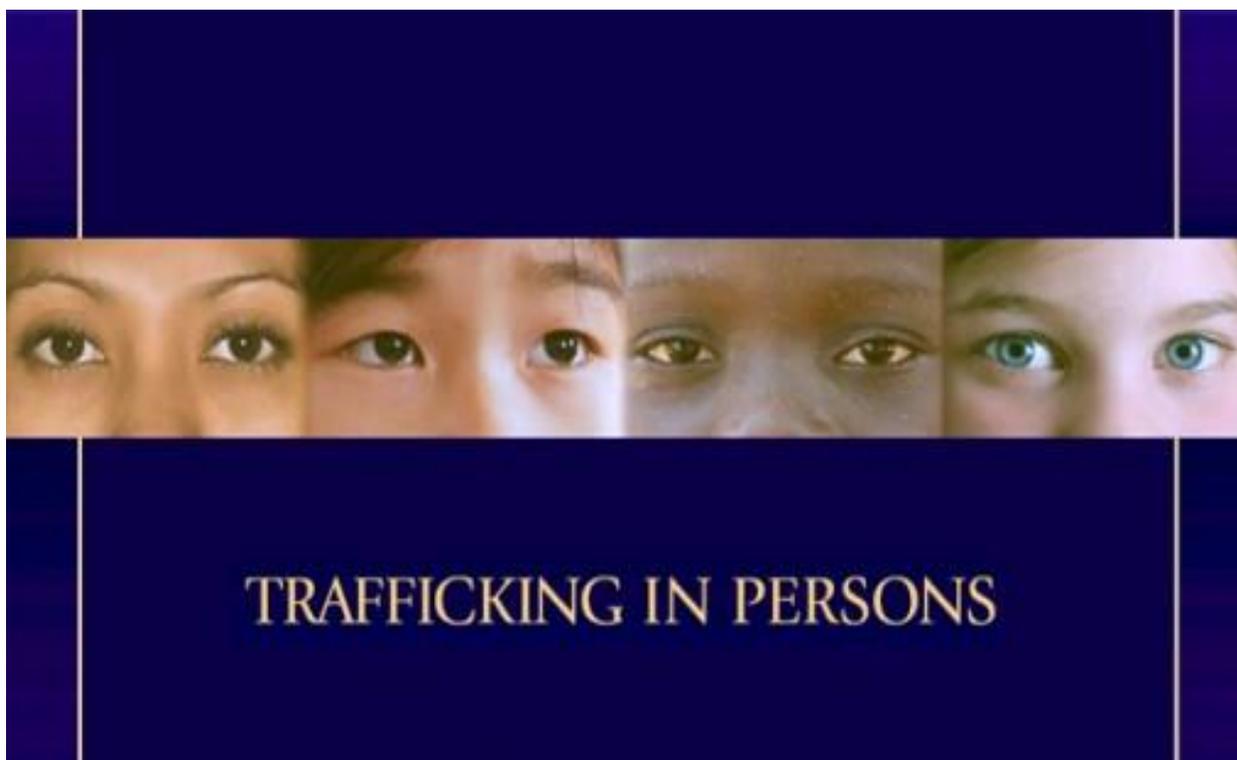


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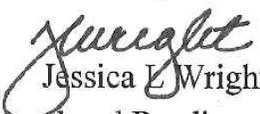
Letter from the Acting Under Secretary of Defense for Personnel and Readiness

Since the passage of the Trafficking Victims Protection Act (TVPA) of 2000, the United States has spearheaded the fight to eradicate human trafficking. This form of modern-day slavery is a global issue that requires the dedication and commitment of the United States in partnership with other countries and government agencies. The Department of Defense (DoD) plays an important role in this effort, working on both global and domestic fronts. For example, we implemented a zero-tolerance policy on human trafficking, requiring that all DoD employees, to include military members and civilian employees, receive training on the indicators of trafficking in persons, and created a basic infrastructure for DoD personnel to report possible cases of trafficking in the United States and abroad.

Although we have made significant progress, the Department still faces continuing challenges in preventing human trafficking. In response to specific challenges with contractors, on September, 25, 2012, President Obama issued Executive Order (EO) 13627, “Strengthening Protections Against Trafficking in Persons in Federal Contracts,” and Congress passed Title XVII of the National Defense Authorization Act (NDAA) for Fiscal Year 2013 entitled “Ending Trafficking In Government Contracting.” Both represent significant steps toward ending human trafficking unwittingly facilitated by the federal contracting process.

This DoD Strategic Plan for Combating Trafficking in Persons presents a comprehensive, integrated way ahead for the Department. It provides a focused and systematic strategy over the next five years to guide us in making a measurable improvement in practices that will reduce trafficking in persons in the twenty-first century. I would like to thank the members of this Department who put many hours into the creation of this transformational document. With the strategy’s implementation, we will be positioned to continue our important work here and around the world to stop trafficking in persons in the DoD domain.

We will develop an implementation plan—as a follow-on to this Strategic Plan—that will identify innovative solutions to build, enhance, and sustain these capabilities and guide DoD efforts to eliminate trafficking in persons in areas under our responsibility and influence. I look forward to working with the Department’s leaders in meeting the challenges throughout implementation.



Jessica Z. Wright

Acting Under Secretary of Defense for Personnel and Readiness

Executive Summary

More than 20 million men, women, and children throughout the world are victims of trafficking in persons. The U.S. Government (USG), which maintains a zero-tolerance policy for government employees and contractors engaging in trafficking in persons, views human trafficking as a serious human rights abuse which is modern-day slavery. DoD policy centers on deterrence of *any* activities of Service members, civilian employees, indirect hires, contractor personnel, and command-sponsored dependents that facilitate or support trafficking in persons in both domestic and overseas environments. This includes activities such as enabling prostitution or patronizing a prostitute, even though such activities may be legal within a host nation. In the



President Obama speaks about EO 13627 at the Clinton Global Initiative, *Official White House Photo*

last ten years, a number of trafficking in persons allegations occurred in conjunction with contracting and subcontracting services tied to overseas contingency operations. In response, President Obama issued EO 13627, “Strengthening Protections Against Trafficking in Persons in Federal Contracts,” which calls for stronger prohibitions on contractor engagement in human trafficking-related activities, new tailored compliance measures particularly in at-risk industries and sectors, and additional training in support of monitoring, identification, and compliance efforts.

The USG recognizes the need to further strengthen barriers and monitoring to ensure such affronts to human dignity are not committed in association with government activities. The Department is dedicated to eliminating human trafficking not only because it is a crime against humanity, but also because it disrupts the stability of U.S. national security interests at home and abroad. Left unchecked, human trafficking fuels organized crime and other illegal activity that disrupts democratic transitions and intensifies conflict.

This DoD Strategic Plan for Combating Trafficking in Persons provides a vision and mission for the Department in its collective effort to eliminate human trafficking across the defense enterprise. The Plan provides a strategic framework underpinned by four goals and nine objectives—all focused on realizing the Department’s vision to eliminate human trafficking.

“As Americans, we have long rejected such cruelty. We have recognized it as a debasement of our common humanity and an affront to the principles we cherish. And for more than a century, we have made it a national mission to bring slavery and human trafficking to an end.”

–President Obama, Proclamation – National Slavery and Human Trafficking Prevention Month, December 31, 2012

Introduction

The U.S. Department of State (DoS) estimates that 20.9 million people are victimized by human trafficking worldwide. Since the passage of the TVPA in 2000, the United States has led the fight to eradicate human trafficking. The law was the first comprehensive act to address this human rights violation and includes provisions addressing the “3Ps:” *prevention* of trafficking in persons, *protection* of trafficked victims, and *prosecution* of traffickers. The State Department more recently established a fourth “P” emphasizing the importance of *partnership* within the government and the international community. DoD Instruction (DoDI) 2200.01 states that DoD opposes prostitution, forced labor, and any related activities such as commercial sex acts/sex trafficking, debt bondage, forced labor, and involuntary servitude that may contribute to trafficking in persons, and which are inherently harmful and dehumanizing. The policy also emphasizes that trafficking in persons is a violation of U.S. law and human rights, and is incompatible with the Department’s core values.

The Department’s policy for trafficking in persons is consistent with law and executive-level direction. Sections 7102, 7103(b), 7103(f), and 7104(h) of Title 22, United States Code, define human trafficking terms and codify a number of federal mandates, including that the DoS and DoD “incorporate anti-trafficking and protection measures for vulnerable populations, particularly women and children, into their post-conflict and humanitarian emergency assistance and program activities.” Additionally, the TVPA has been reauthorized four times—in 2003, 2005, 2008, and 2013—creating new criminal statutes, allocating resources, and further defining human trafficking characteristics. The TVPA and its several reauthorizations also stress the role governments can play in eradicating trafficking in persons in all aspects, ranging from incorporating mandatory



President Obama signing the Trafficking Victims Protection Reauthorization Act (TVPRA). Official White House Photo

“zero-tolerance” anti-trafficking clauses into all government contracts, to empowering vulnerable populations by informing them of their rights under both national and local laws.

This DoD Strategic Plan for CTIP provides a vision and mission for the Department in its collective effort to eliminate human trafficking across the defense enterprise. The Plan, developed by the Defense Human Resources Activity (DHRA)-led DoD CTIP Task Force, establishes four goals as a framework for action. Together, the goals emphasize building partnerships and, in accordance with law and EOs, developing the policy, training, and procedural standards needed to reduce and ultimately eliminate trafficking in persons in the DoD operating environment. The Plan’s nine objectives provide additional details on supportive initiatives, including planned outcomes that will collectively drive the achievement of these goals. The objectives and initiatives identify implementation of additional tools and training that focus on deterring violators and protecting vulnerable individuals within the Department.

Vision



The Department of Defense sustains an effective program to combat trafficking in persons in both its domestic and international operating environments.

The vision defines the Department’s aspirational end state on human trafficking, while the mission, goals, and objectives describe how the vision will be accomplished through a collaborative and action-oriented effort. As an enterprise, the Department aims to strengthen safeguards against the practice of trafficking within the United States and worldwide where the United States employs Other Country Nationals (OCNs), either directly or indirectly, as well as understand the foreign policy pressures and implications of ensuring international compliance while not disrupting mission operations. This vision statement guides and orients the Department’s integrated activities, including enhanced interaction with both USG and international partners. It also provides guidance for combatant commanders and other joint force commanders (JFCs) by incorporating the Department’s CTIP programs into joint operations and training doctrine.

The DoD CTIP Strategic Plan is supported by four strategic goals that focus on partnerships as foundations for developing policies, training, programs, and procedures that prevent trafficking in persons. These strategic goals are:

1. Partner with internal and external stakeholder communities to coordinate prevention efforts and bring consistency to the DoD CTIP program.

2. Issue DoD-wide policy on CTIP that conforms to law and executive orders and integrates with USG stakeholder approaches.
3. Institute synchronized training, education, and outreach programs that ensure trafficking in persons awareness and support identification, prevention, protection, and prosecution activities.
4. Implement standardized CTIP monitoring and enforcement processes and procedures that enhance compliance and improve incident tracking and reporting.

While achievement of many of the goals' supporting objectives and initiatives discussed herein will be pursued in parallel, the goals reflect the need to establish and formalize leadership and structure partnerships to enhance overarching CTIP efforts. The goals emphasize the development of conforming policy and guidance, underpinned by total force training tailored to specific functional groups that culminate in the refinement and implementation of improved and standardized processes and procedures.

By accomplishing these strategic goals, DoD will take a crucial step toward reducing and ultimately eliminating trafficking in persons. These strategic goals underpin and reinforce the national priority of eradicating human trafficking. Achieving the vision in this Plan ensures that DoD is fully supporting this critical mission.

Mission



To institutionalize Department of Defense Combating Trafficking in Persons policy and programs and set conditions for effective prevention, protection, prosecution, and partnering activities in concert with, and supportive of, national efforts.

The Department recognizes the need for improvement in the oversight and monitoring of operations worldwide for human trafficking violations. This mission statement aligns with laws and priorities outlined by the Administration as well as State Department policy and international compliance measures that safeguard against human trafficking. To accomplish the broader CTIP mission, the Department must fully engage partners across government departments and agencies and other stakeholder organizations to establish stronger and collaborative relationships and ensure the prevention of trafficking in persons, protection of victims, and prosecution of traffickers.

Guiding Principles

Accompanying the vision and mission statement, a set of guiding principles reflects the DoD CTIP stakeholder community's beliefs, plans, and actions. The CTIP Strategic Plan Guiding Principles are:

- Reduce the risk and incidence of trafficking in persons within DoD's garrison and deployed military operations
- Identify victims and help alleviate suffering
- Improve monitoring and reporting
- Identify criminal activity
- Educate stakeholders and clients on DoD's stance on trafficking in persons
- Train all DoD personnel on combating trafficking in persons
- Inform contractors of DoD CTIP policies and best practices



Deputy Secretary of Defense Ashton B. Carter (left) spoke about CTIP initiatives at the Trafficking in Persons 2012 annual President's Interagency Task Force meeting. *Photo courtesy of Department of State*

Strategic Goal One

Partner with internal and external stakeholder communities to coordinate prevention efforts and bring consistency to the DoD CTIP program.

Strategic Goal One recognizes the importance of strengthened CTIP partnerships within and across DoD as a first priority. External to the Department, the goal stresses the need to enhance existing partnerships and secure new ones across the government, and with external entities including contractors and international partners. DoDI 2200.01 directs the Office of the Under Secretary of Defense for

Personnel and Readiness (OUSD (P&R)) to oversee a CTIP Coordinating Council or Task Force, which DHRA established in early 2012 to focus on strategic action planning and implementation efforts for CTIP in contracting. The Task Force provides CTIP program oversight and advocacy and a ready platform for improved partnering and support within DoD.

“Through the Senior Policy Advisory Group... [departments and agencies] shall work together as needed to develop a coordinated strategy for active diplomatic engagement, [marshaling] law enforcement resources, gathering and sharing intelligence, obtaining international cooperation, and providing specialized law enforcement training as necessary to combat trafficking in persons.”

—National Security Presidential Directive 22

Identifying key partners and stakeholders is a critical part of CTIP. The Department has made significant progress in identifying and working with USG partners through the President’s Interagency Task Force and the Senior Policy Operating Group, both high-level policy entities within the government, which were formed to combat trafficking in persons. However, significant opportunities exist to develop partnerships within the Department and with intergovernmental agencies, as well as internationally with like-minded nations and organizations.

Objectives

1.1 Improve intra-Departmental collaboration and coordination across Services and DoD Agencies.

The formalized and strengthened CTIP Task Force will promote more effective collaboration and unity of effort across the Department. This body will facilitate timely and effective communication of CTIP program information among the Components and share lessons learned and best practices throughout the DoD stakeholder community.

Leverage a formally chartered CTIP Task Force to improve unity of effort across DoD Components.

Once formally chartered, the CTIP Task Force will provide a deliberate and sustained avenue for a more coordinated and collaborative approach to CTIP within DoD. The exchange of training materials, education, and awareness efforts, policy and instruction memos, and other information will create higher levels of consensus and unity of effort that will flow into each DoD Component.

1.2 Expand government-wide and intergovernmental engagement approach in support of DoD CTIP initiatives.

Greater partnership with entities external to DoD, including other federal departments and agencies, international partners, Non-governmental Organizations (NGOs), and private corporations will contribute to a more holistic approach to CTIP. USG, private, and international partnerships offer much in terms of lessons learned, best practices, and integration of engagement in CTIP policy, programs, and initiatives. These partnerships should be pursued at strategic levels, as well as in theater-based operations led by the Combatant Commands (CCMDs) and deployed Joint Task Forces (JTFs).

Work with State and local agencies to develop mutual understandings of how their CTIP efforts and DoD efforts may best work in unison.

Leveraging connections with State and local agencies will lead to greater cooperation in prevention, protection, and prosecution approaches to CTIP. It is strategically important to coordinate with State and local agencies to improve cooperation and ensure a coordinated approach to develop trafficking in persons efforts and cases.

Increase engagement and coordination with stakeholders in the private and independent sectors.

Video teleconferences, seminars, and meetings are effective ways to leverage engagement and coordinate work with external stakeholders in both the private and public sectors. For example, the Department holds meetings that bring together DoD Components to share resources, learn about innovative new programs, and examine trends and patterns in CTIP. These exchanges are critical to encouraging engagement and coordination with stakeholders.

When conducting operations outside the United States, engage host-nation government agencies to ensure mutual understanding of processes and procedures to enable collaboration of CTIP efforts.

The Department should meet with national and local authorities, in coordination with the U.S. Chief of Mission when applicable, to learn about one another's CTIP efforts, laws, and regulations. Also where appropriate, explore these connections and attain an understanding of

local legal standards in accordance with applicable status of forces agreements. Improved mutual understanding will enable joint programs and law enforcement efforts.

Work more closely with coalition and other standing domestic and international partners.

The Department must develop relationships with local, state, coalition, and international partners, and collaborate with police, judicial, and military personnel and provide CTIP guidelines and training to assist them in anti-trafficking efforts.

Coordination on implementation of anti-trafficking-related items in the U.S. National Action Plan (NAP) on Women, Peace, and Security is also essential, and DoD should assist multilateral and international organizations in developing appropriate mechanisms for preventing sexual exploitation. The goal of the NAP is to empower half the world's population as equal partners in preventing conflict and building peace in countries threatened and affected by war, violence, and insecurity.



U.S. Marines and forces from nine other nations work together to quell a mock civil uprising in the streets of Ancon, Peru, during Partnership of the Americas/Southern Exchange. The exercise includes human rights training, including CTIP. Photo by Peruvian Marine Sgt. Apumayta

Develop standing intergovernmental/interagency CTIP working groups at the operational level (i.e., CCMDs/JTFs).

Each DoD Component can create its own working groups that will address specialized CTIP issues. For example, U.S. Forces Korea (USFK) hosts an Armed Forces Disciplinary Control Board chaired by Area Commanders which serves as the command's primary CTIP enforcement tool. The group has direct interaction with the government of the Republic of Korea and partners with the Women & Juveniles Division of Korean National Police in order to access information concerning trends in the sex trade industry. They conduct monthly meetings between the USFK Provost Marshal and the Korean National Police. Meanwhile, base commanders work with the local Bar Owner's Association and Songtan Mayor's Office to encourage their compliance and involvement with Korean law.

Strategic Goal Two

Issue DoD-wide policy on CTIP that conforms to law and executive orders and integrates with USG stakeholder approaches.

Strategic Goal Two emphasizes the need for overarching Department-level CTIP direction and policy for all Components in accordance with law and EOs such as the 2013 Trafficking Victims Protection Reauthorization Act (TVPRA), Title XVII of the NDAA FY13, and EO 13627.

These anti-trafficking provisions strengthen the efficacy of DoD's zero-tolerance policy on trafficking in persons and outline specific prohibitions for federal contractors, subcontractors, and their employees. It is critical that updated DoD policy incorporate new laws and EOs, and also integrate current USG stakeholder approaches to ensure readiness and mission success.

In addition to findings and recommendations in DoD Inspector General Reports, EO 13627, Title XVII of the NDAA FY13, and the TVPRA 2013 contain compliance language for preventing trafficking in persons in federal contracting. This information is critical to ensuring readiness and success of DoD missions, and it must be distributed to all Components with clear implementation instructions.

If the contracting officer receives information indicating that the contractor, a contractor employee, a subcontractor, or a subcontractor employee has failed to comply with the requirements of the clause at FAR 52.222-50, the contracting officer shall: Through the contracting officer's local commander or other designated representative, notify the Combatant Commander responsible for the geographical area in which the incident occurred; and provide information for any investigation and enforcement to the DoD CTIP Policy and Programs Support office [OUSD(P&R)DHRA]. Reports may also be made to the DoD Inspector General hotline, the DoD CTIP Program Manager website, or the National CTIP hotline.

--Summarized extract from PGI 222.1704, Defense Federal Acquisition Regulation Supplement, Procedures, Guidance, and Information, 2004 Edition, Revised May 16, 2013

Objectives

2.1 Develop and promulgate Department-wide direction on CTIP that ensures compliance with federal law and national-level policy, and engages all DoD functional communities.

In order to comply with federal law and national-level policy and increasing national emphasis on CTIP, an updated DoDI should be developed and issued as the Department's policy document. Associated updates to supporting DoDIs, such as DoDI 2200.01 and DoDI 3000.05, should be issued thereafter.

Promulgate a DoDI on CTIP, ensuring all key community/constituency responsibilities are addressed.

DoDI 2200.01 provides the overarching strategic direction for DoD interagency coordination and for U.S. military involvement in CTIP programs. It provides relevant OSD guidance for the combatant commanders and other JFCs in CTIP matters, and informs DoD-wide principles for CTIP planning considerations in operations (both contingency and steady-state), education, and training. The instruction also provides input to military guidance for use by the Services in preparing their associated CTIP policies.

Through the reissuance of DoDI 2200.01 and supporting manuals, the Department will ensure that key stakeholder communities playing a vital role in addressing trafficking in persons

understand legal requirements and departmental policy and are formally given pertinent CTIP responsibilities. These stakeholder communities include: requirements, contracting, law enforcement, investigative, legal, training and education, and public affairs.

Ensure contracting regulations are updated to address new requirements supporting CTIP in contracting.

EO 13627 tasked the Federal Acquisition Regulatory Council, in consultation with DoD and other USG departments and agencies, to amend the Federal Acquisition Regulation (FAR) to strengthen the zero-tolerance of trafficking in persons by federal contractors, subcontractors, and their employees. An updated Defense Federal Acquisition Regulation Supplement (DFARS) based on these new amendments will be crucial to implementing these new anti-trafficking provisions. The DFARS must be kept current to comply with federal requirements and provide supplementing DoD-specific regulatory language on CTIP.

2.2 Make CTIP law, policy, and program information widely available to all DoD and partner communities through use of a publicly accessible website.

As additional CTIP-related U.S. Code provisions are enacted and DoD and Component-level policies are developed and issued, a widely accessible and searchable central repository is needed to ensure all guidance is readily available. The existing DHRA-maintained website (<http://ctip.defense.gov>) provides a ready platform to ensure stakeholder organizations and functional communities can easily access all relevant law and interagency, DoD, and Component-specific CTIP policy documents and other program resources.



Source – <http://ctip.defense.gov/>

Strategic Goal Three

Institute synchronized training, education, and outreach programs that ensure trafficking in persons awareness and support identification, prevention, protection, and prosecution activities.

Strategic Goal Three expands upon the Department’s general trafficking in persons training efforts by ensuring certain personnel receive deliberate organizational, functional, and career level-based CTIP training across the prevention, protection, and prosecution spectrum. This training will be updated to reflect emerging CTIP-related guidance as well as incorporate feedback from the field.

DoDI 2200.01 mandates CTIP training ranging from DoD-wide basic awareness to CTIP-related training in the programs of instruction at all deploying, mobilization station, and other pre-mobilization training venues. Updated DoD policy will mandate training specific to cognizant and stakeholder community needs, emphasizing regular training content updates in response to emerging law and policy releases, as well as feedback from the field. Goal Three also stresses a social marketing and awareness program to enhance communication and understanding within the Department.

“The Heads of the DoD Components shall...conduct an annual CTIP awareness training program for all Component members employing training products internally developed and approved by the USD(P&R) or use OUSD(P&R) developed products....The Secretaries of the Military Departments...shall...include CTIP training in Service institutional leadership training curricula for both officer and enlisted Service members and DoD civilians.”

—DoDI 2200.01, “Combating Trafficking in Persons,” September 15, 2010

Design of a set of trafficking in persons training materials tailored for all Components, especially in deployed contracting and law enforcement environments, is essential. Training may be facilitated using a variety of tools and technologies such as web-based training, webinars, public service announcements, and mobile learning applications.

Objectives

3.1 Ensure existing DoD and Component-level CTIP-related policies mandate appropriate CTIP training across the Component stakeholder community.

Department-level policy should be updated and issued to ensure that the Services, defense agencies, and CCMDs develop CTIP training and supporting programs appropriate to their roles and missions. The Department-wide policy should also mandate that DoD Components periodically update and refresh CTIP training materials in response to new trafficking in persons laws, policies, programs, and processes. Additionally, each agency and Component should ensure any additional training specific to its functional domain is periodically updated.

3.2 Develop a CTIP life cycle training “pyramid,” ensuring delivery of training appropriate to functional roles and experience level.



Soldiers receive training during a human resources exercise for active Army, Army National Guard, and U.S. Army Reserve soldiers. *Photo courtesy of U.S. Army.*

It is essential that trafficking in persons training programs of instruction be tailored to both organizational and functional roles as well as career stages and experience levels. For example, individuals serving in key acquisition career fields such as Contracting Officers or Contracting Officer’s Representatives shall receive specially developed CTIP training. Similarly, personnel in criminal investigative organizations and in legal organizations receive training specific

to their respective roles in DoD investigative services and judicial proceedings. Training specific to career progression and experience should also be developed; personnel initially accessing or being hired into the DoD should receive basic trafficking in persons awareness and orientation training, while more experienced individuals and those in leadership roles receive more comprehensive training appropriate to their experience, seniority, and responsibility levels.

Include basic CTIP orientation content in all new-hire training.

All new accessions will receive basic training on the nature and characteristics of trafficking in persons.

Ensure Defense Criminal Investigative Organizations (DCIOs), other military investigators, law enforcement, and first responders receive the specialized training needed.

Other departments with law enforcement missions, such as the Department of Justice and Department of Homeland Security, have developed specialized training for law enforcement communities, special investigators, prosecutors, and adjudicatory arms. This tailored training provides skills in victim identification and assistance, methods for effective response and investigation, gathering and preserving evidence in the United States and abroad, the avenues for legal assistance under federal law, and other crucial information for law enforcement responders. The Department also developed and is currently revising training for DCIOs, other military investigators, law enforcement, and first responders.



Chairman of the Joint Chiefs of Staff Army Gen. Martin Dempsey addresses deploying U.S. Sailors and Airmen at Joint Base Pearl Harbor-Hickam, Hawaii. *Photo courtesy of U.S. Navy.*

Geographic CCMDs each issue additional trafficking in persons training guidance specific to their Areas of Responsibility.

Each CCMD should address specific human trafficking issues emerging from or related to the regional geographic environment. Elements of this guidance would include ensuring that all force personnel assigned are aware of trafficking in persons laws and policies and the consequences of participating in any related activity, and are informed about establishments engaging in or showing characteristics of trafficking in persons. CCMD guidance should also call for full accountability of military and civilian personnel at every level. It should be clear that appropriate measures should be taken when trafficking in persons is reported, such as ensuring that allegations are fully investigated and that persons are held appropriately accountable for their actions under the Uniform Code of Military Justice or other applicable law.

The Department should also assist the CCMDs in the development of specialized AOR-specific pre-deployment training tailored to each CCMD's needs and contingency plans. This pre-deployment training will be adapted for time, place, and manner of deployment and provide important additions to the CTIP toolbox.

3.3 Develop, promote, and maintain a CTIP awareness campaign throughout the Department.

While the Department has made strides in promoting trafficking in persons awareness across the DoD, a deliberate and targeted awareness campaign will expand and strengthen Department-wide understanding of the nature of trafficking in persons and the need to aggressively combat it. The campaign will focus on educating deploying forces in overseas acquisition environments and DoD's external audience to reinforce the Department's concerted effort to eliminate trafficking in persons from all operational and contracting areas.

Strategic Goal Four

Ensure implementation of standardized CTIP monitoring and enforcement processes and procedures that enhance compliance and improve incident tracking and reporting.

Given the global nature and relative unpredictability of DoD’s engagements and operations, a challenge lies in ensuring all CTIP organizations and functional communities understand their respective roles and responsibilities, as well as the prescribed processes and procedures to follow in the event of trafficking in persons allegations. This is particularly the case in complex operating environments, where the expeditionary nature of deployed DoD organizations and their operations can hamper the synchronized and coordinated approaches needed. From both the tactical aspects of trafficking in persons prevention, protection, and prosecution on the ground, to more strategic efforts to enhance intra-DoD and interagency CTIP partnering, Strategic Goal Four stresses the need for stronger and more standardized approaches in monitoring, tracking, reporting, investigating, and adjudicating trafficking in persons cases both in the U.S. and abroad.



Source – <http://ctip.defense.gov>

Accurate monitoring and enforcement processes include clear protocols at each checkpoint in the contracting and acquisitions environments. For example, each prime contract must include compliance language and that language must appear in all subcontracts. Establishing checkpoints and monitoring systems is also paramount to ensuring compliance with trafficking in persons law and policy. Finally, creating working systems for reporting and responding to reports of trafficking in persons allegations is also important. In each theater of operations, programs and procedures must be tailored to address geographic AORs and other specialized situations.

Objectives

4.1 Develop and implement standardized and effective processing and adjudication of trafficking in persons allegations in the AOR.

An integrated trafficking in

persons process flow diagram for the multi-Component and relevant functional communities to use for engaging in CTIP matters, and for effectively handling trafficking in persons allegations, is an essential procedural guide to the force. Each DoD Component should create a diagram that clearly documents interdependencies and intersections, key checkpoints, the timing of and

“The Commander, U.S. European Command, and Commander, U.S. Africa Command, should ensure that existing contingency plans and operational planning guidance include combating trafficking in persons considerations.”—DoD Inspector General, Report No. DODIG- 2012-041

conditions for case handoffs, and tracking and status reporting requirements. The trafficking in persons case flow diagram must be supplemented with a comprehensive DoD-level or “joint” standard operating procedure (SOP) and supporting decision matrix that fully addresses all allegation phases. This guide will facilitate coordination and effective processing, adjudication, and DoD-level status reporting of trafficking in persons cases.

Create an integrated process flow chart for CTIP cases, with clear delineation of associated intersections and dependencies between stakeholder organizations.

Each DoD Component should document its own process for addressing trafficking in persons, including each of the following categories: preventive provisions such as insertion of compliance language in contract clauses; reporting and notification procedures for alleged non-compliance; investigative processes; and disciplinary proceedings or criminal investigation, prosecution, and conviction. Integrated plans for evaluation end monitoring of TIP cases will be developed. The diagrams from various Components will be merged into a larger document that represents a comprehensive view of DoD compliance efforts.

Develop DoD or a “joint” guide and decision matrix covering all allegation phases and institute coordinated and effective processing, adjudication, and status reporting of trafficking in persons cases.

Each DoD Component has its own mission and mandate. A joint matrix and supporting SOP for all phases of a trafficking in persons investigation, once an allegation has been made, will eliminate current gaps in understanding and prevent disconnects in investigatory and reporting processes. Ensuring that every Component and functional community understands its roles and responsibilities is critical. All involved organizations and individuals must understand how to exercise investigatory powers, as well as gather and preserve the chain of evidence and other materials and hand off information to proper authorities and trafficking in persons oversight entities. The Department’s DCIOs must also use the Defense Incident-Based Reporting System’s Human Trafficking offense codes when reporting on criminal human trafficking incidents to enable effective tracking and reporting of TIP cases.

4.2 Implement synchronized CTIP programs and procedures for forces during operations.

In recognizing the particular challenges with trafficking in persons allegations and cases in the complex operating environment, it is imperative that the geographic CCMDs, Service Components, JTFs, and supporting agencies work in a unified and coordinated manner. JTFs at the tactical levels must be equipped with CTIP operating concepts and aligned to their mission environments to prevent forces from becoming vulnerable to trafficking in persons.

Responsible organizations and units all collaboratively address CTIP under one clear set of guidance and procedures.

To achieve the goal of synchronized CTIP programs and procedures, it is necessary for geographic CCMDs, Service Components, and JTFs to coordinate on the messaging they will give to implement DoD Directives and DoDIs. Received CTIP operating concepts will be translated into action by adapting localized policies, procedures, and training on the particularized mission and theater environment. A unified approach will be ensured through regular meetings with and reporting back to the CTIP Task Force.

Design and implement a CTIP concept of operations (CONOPS) for deployments, exercises, and operations.

The development of comprehensive joint CTIP CONOPS documents for forces is a critical part of creating standardized CTIP monitoring and enforcement processes in the operating environment. When a CCMD deploys forces in its AOR, an appropriately sized and represented element will be stood up to support associated CTIP planning and CONOPS implementation.

Strategic Implementation

Implementation is the next step in DoD’s CTIP strategic planning process. Driving strategy execution will be the near-term launch of an implementation plan, which will serve as the managing mechanism to delineate initiatives and actions, monitor progress, ensure accountability, and align stakeholder efforts. Implementation planning will involve a formalized approach to identify meaningful performance measures, establish a method for assessing risk, and develop action plans to support strategic deployment. Action plans will define the granular tasks, office of primary responsibility, and timeframes for completion. Performance measures will assess progress and determine impact. It is paramount that both action plans and measures be developed in partnership with the Department’s CTIP stakeholders to create accurate, realistic, and meaningful tasks and measures.

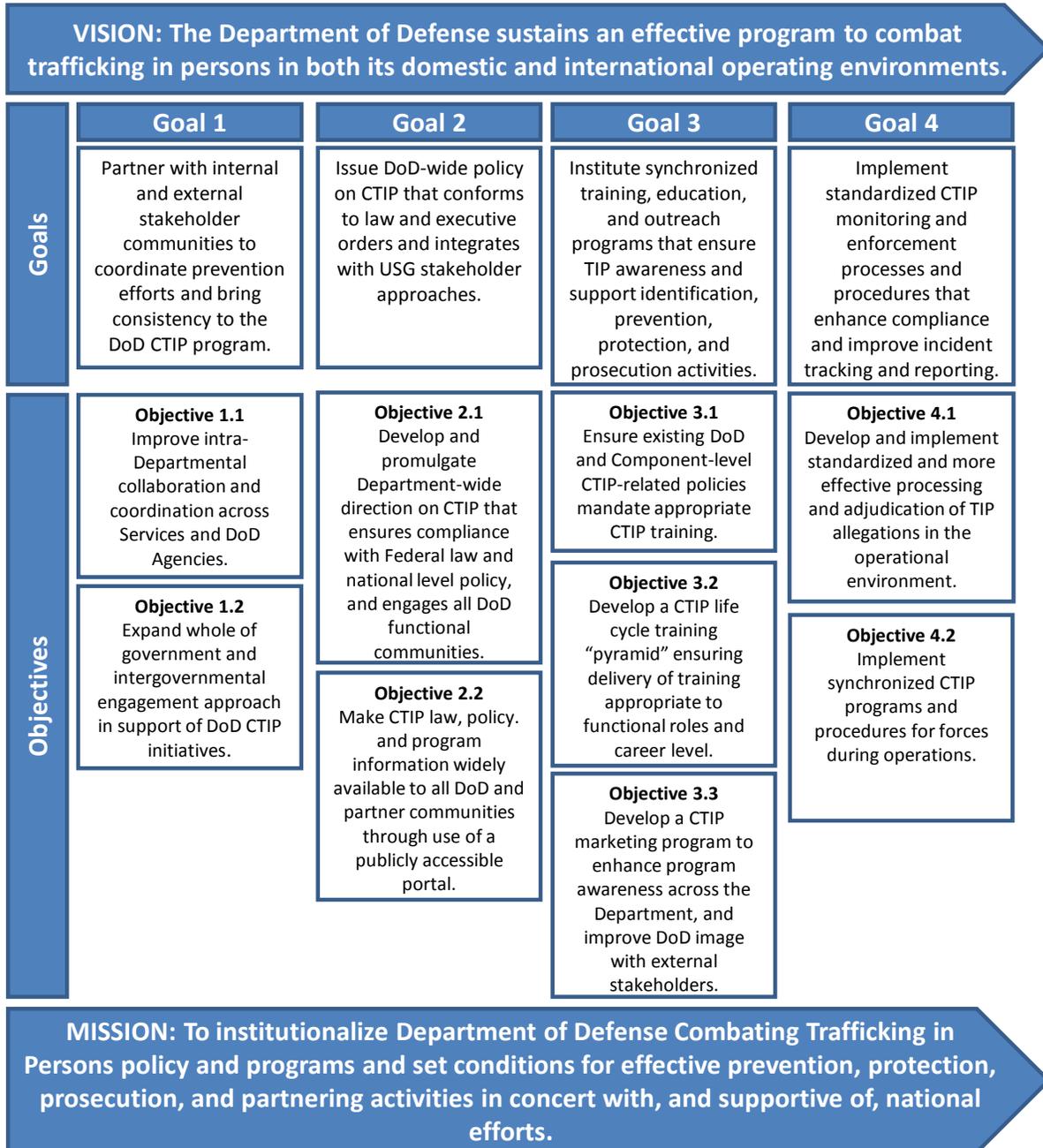
This Strategic Plan will be reviewed annually and modified as required to ensure its alignment with and relevance to overarching DoD strategies.

Conclusion

The issuance of this DoD Strategic Plan for CTIP marks a clear milestone for the Department. Building upon the foundation established by the OUSD (P&R) DHRA, CTIP Program Office, this plan presents a comprehensive, integrated way ahead for combating this serious problem. The Plan provides a focused and systematic framework for making measurable improvements in DoD policy, programs, and practices over the next five years that will result in the effective prevention of trafficking in persons, strong protection of trafficked victims, and appropriate accountability for traffickers. As Admiral Locklear, Commander, U.S. Pacific Command, has stated, “Trafficking in persons is a violation of human rights; it is cruel and demeaning; it is linked to organized crime; it undermines our peacekeeping efforts; and it is incompatible with military core values.” It is imperative that the Department, including the

armed forces, implement comprehensive policy and programs that effectively address human trafficking. This Strategic Plan is a blueprint for the way forward. Realization of this strategy through the development and execution of a supporting implementation plan will be an efficient and effective way to drive action while optimizing resources. The strategic goals' achievement will set conditions for eliminating trafficking in persons within the DoD's domain.

Appendix A: Strategy Map



Appendix B: Definitions

Child Soldiering: The unlawful recruitment or use of children – through force, fraud, or coercion – as combatants or for labor or sexual exploitation by armed forces. Perpetrators may be government forces, paramilitary organizations, or rebel groups.

Child Sex Trafficking: When a minor (a person under 18 years of age) is induced to perform a commercial sex act; proving force, fraud, or coercion is not required.

Commercial Sex Act: Any sex act for which anything of value is given to or received by any person.

Debt Bondage: The use of a bond or debt as a form of coercion. U.S. law criminalizes it as a form of trafficking in persons. Some workers inherit debt, while others fall victim to traffickers or recruiters who unlawfully exploit an initial debt assumed as a term of employment.

Forced Labor: Providing or obtaining the labor or services of a person by any one of, or by any combination of means of, force, threats of force, physical restraint, or threats of physical restraint to that person or another person; by serious harm or threats of serious harm to that person or another person; the abuse or threatened abuse of law or legal process; or any scheme, plan, or pattern intended to cause the person to believe that, if that person did not perform such labor or services, that person or another person would suffer serious harm or physical restraint.

Forced Child Labor: The use of slavery or slave-like practices – including the sale of children, forced or compulsory child labor, and debt bondage and serfdom of children. This may be evident despite the fact that in some places children may legally engage in certain forms of work.

Involuntary Servitude: A condition of servitude induced by means of: (1) 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 (2) the abuse or threatened abuse of the legal process.

Labor Trafficking: Encompasses a range of activities – recruiting, harboring, transporting, providing, or obtaining – involved when a person uses force or physical threats, psychological coercion, abuse of the legal process, deception, or other coercive means to compel someone to work. Once a person's labor is exploited by such means, the person's previous consent or effort to obtain employment with the trafficker does not preclude the person from being considered a victim, or the government from prosecuting the offender.

Severe Forms of Trafficking: (A) sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such act has not attained 18 years of age; or (B) 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.

Sex Trafficking: When an adult is coerced, forced, or deceived into prostitution – or maintained in prostitution through one of these means after initially consenting. Under such circumstances, perpetrators involved in recruiting, harboring, transporting, providing, or obtaining a person for that purpose are considered liable.

Trafficking In Persons: A worldwide problem posing a transnational threat involving violations of basic human rights. It is the use of force, fraud, or coercion to compel a person to provide labor or services or commercial sex. Trafficking in persons involves exploitation of all types.

Appendix C: Glossary of Acronyms Used

AOR: Area of Responsibility

CCMD: Combatant Command

CONOPS: Concept of Operations

CTIP: Combating Trafficking in Persons

DCIO: Defense Criminal Investigative Organization

DFARS: Defense Federal Acquisition Regulation Supplement

DHRA: Defense Human Resources Activity

DoD: Department of Defense

DoDI: Department of Defense Instruction

DoS: Department of State

EO: Executive Order

FAR: Federal Acquisition Regulation

JFCs: Joint Force Commanders

JTF: Joint Task Force

NAP: National Action Plan

NDAA: National Defense Authorization Act

NGO: Non-Governmental Organization

OSD: Office of the Secretary of Defense

OUSD (P&R): Office of the Under Secretary of Defense for Personnel and Readiness

SOP: Standard Operating Procedure

TIP: Trafficking in Persons

TVPA: Trafficking Victims Protection Act

TVPRA: Trafficking Victims Protection Reauthorization Act

USG: United States Government

Appendix D: Strategic Planning Terms Used

Action Plans: Foster effective execution among stakeholders as tasks are defined, outputs are determined, ownership is identified, and period of performance is captured. Include tasks, milestones, and performance measures.

Goals: Offer broad statements of intent and strategic change that, when taken collectively, represent how the vision will be realized.

Initiatives: Act as the bridge between Objectives and Action Plans, translating higher-level intent into tactical-level actions.

Implementation Plan: Provides the detailed, actionable framework for implementing language skills, regional expertise, and cultural capabilities, strategic goals, and objectives.

Mission: Describes the fundamental purpose or function of an organization or enterprise pursuing a strategy, succinctly describing why the effort exists, and what it does to achieve its vision. Mission statements should convey positive action.

Objectives: Provide additional detail on how the goals will be accomplished and reflect an intended outcome.

Performance Measure: Describes qualitative or quantitative information and is aligned to key elements of the strategy to determine progress and evaluate success. Measures offer a common language linking plans and performance and track the results stakeholders seek to achieve.

Strategic Planning: An iterative process where a desired end state is defined and the appropriate means to achieve the desired end state are developed.

Strategy Implementation: Process of operationalizing and institutionalizing strategic goals and objectives with day-to-day operations to achieve the desired vision.

Tasks: Tactical-level steps required to achieve the stated objectives.

Vision: Communicates the desired end state to key stakeholders, providing direction and linking operational and tactical activities in support of the organization or initiative's future aspirations, and usually encompasses the next three to five years.

Appendix E: Reference Documents

The following documents were consulted in the preparation of the 2013-2017 Strategic Plan:

- Trafficking Victims Protection Act of 2000, and Trafficking Victims Protection Reauthorization Acts of 2003, 2005, 2008, and 2013.
- Sections 7102, 7103(b), 7103(f), and 7104(h) of Title 22, United States Code
- Title XVII of Fiscal Year 2013 National Defense Authorization Act (Public Law 112-239), Sections 1701 – 1708
- National Security Presidential Directive/NSPD-22, February 2003
- Executive Order 1595, U.S. National Action Plan on Women, Peace, and Security of December 19, 2011
- Executive Order 13627, Strengthening Protections Against Trafficking in Persons in Federal Contracts,” September 25, 2012
- DoD Implementation Guide For the U.S. National Action Plan On Women, Peace, and Security, April 5, 2012
- USD (Personnel and Readiness) letter of February 16, 2012 on DoD CTIP Strategic Plan of Action and Milestones
- Transcript of Hearing Before the Subcommittee on Technology, Information Policy, Intergovernmental Relations and Procurement Reform of the Committee on Oversight and Government Reform, U.S. House of Representatives, Serial No. 112–93 of November 2011
- DoD 7000.14-R, “Department of Defense Financial Management Regulation,” June 2011
- DoD Instruction 2201.01, “Combating Trafficking in Persons (CTIP),” September 2010
- DoD Instruction 4000.19, “Interservice and Intragovernmental Support,” April 2013
- DoD Directive 5124.02, “Under Secretary of Defense for Personnel and Readiness (USD(P&R)),” June, 2008
- DoD Inspector General Report 2012-041, January 2012
- DoD Inspector General Report 2012-086, May 2012
- Defense Federal Acquisition Regulation Supplement
[<http://www.acq.osd.mil/dpap/dars/dfarspgi/current/index.html>]
- Federal Acquisition Regulation
- U.S. DoS and U.S. Agency for International Development Strategic Plan for Fiscal Years 2007-2012
- U.S. Agency for International Development Counter Trafficking in Persons Policy, February 2012