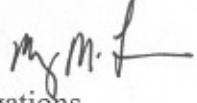





U.S. Immigration  
and Customs  
Enforcement

MAY - 4 2007

MEMORANDUM FOR: Special Agents in Charge  
ICE Attachés

FROM: Marcy M. Forman   
Director of Investigations

Michael J. Vanacore   
Director of International Affairs

SUBJECT: ICE Trafficking in Persons Strategy (ICE TIPS)

As part of the continuing efforts to enhance our investigative capability to target human traffickers globally, the Office of Investigations (OI) in conjunction with the Office of International Affairs (OIA) has developed a comprehensive strategy through which ICE will attack criminal organizations and individuals engaged in trafficking in persons. The primary components of this strategy are: threat assessment, outreach, coordination and coalition building. As part of the implementation of this strategy, Special Agents in Charge (SACs) and ICE Attachés were surveyed to assess the current efforts in their areas of responsibility (AORs) to combat human trafficking.

The assessment is the first of four components of the trafficking strategy and has established a baseline to monitor and drive future progress as it relates to efforts in outreach, coordination and coalition building. This joint guidance memorandum provides direction in accomplishing the components of the human trafficking strategy. It is anticipated that similar surveys will be conducted annually to assess progress and accurately report ICE's efforts in the Attorney General Trafficking in Persons Report.

Outreach – OI Headquarters will conduct a “Train the Trainer” seminar to ICE representatives, who will conduct local and regional training. OI Headquarters will provide the training/outreach presentations and outreach materials. Laminated wallet-size cards will be produced in Spanish, English, Chinese and Russian to be part of the outreach material for the ICE Attachés. ICE Headquarters will use the OI Division 3 conference as well as the Regional Attaché Conferences as additional training venues.

SACs and Attachés will aggressively conduct outreach and provide training to educate federal, state, local and foreign law enforcement agencies and NGOs regarding: (1) ICE's expertise and role in human trafficking investigations; (2) the provision of Continued Presence, short-term immigration relief for victims of trafficking; and to (3) establish ICE as the primary federal law enforcement agency for human trafficking leads.

SACs and Attachés will conduct local and regional training to ensure ICE agents and participating stakeholders are aware of the distinctions between human smuggling and trafficking as well as how to recognize trafficking indicators. When conducting outreach with NGOs, SACs and Attachés will emphasize the victim-centered approach that is based on identifying and rescuing victims of trafficking. Emphasis on training should be focused on conducting proactive trafficking investigations that are global in scope as well as the identification, seizure and forfeiture of criminal proceeds and assets. Establishing and maintaining relationships with NGOs and law enforcement agencies are necessary for increasing human trafficking leads and case initiations.

International outreach efforts will focus on awareness and to increase the host governments' efforts to combat human trafficking at source and transit countries. Attachés will collaborate with these entities to foster proactive relationships to facilitate information exchange to identify and pursue the full scope of the criminal enterprise, specifically recruiters, brokers, document providers, travel agencies and corrupt government officials. Attachés will provide support to the International Law Enforcement Academies and provide specified training to host government agencies.

OI Headquarters will monitor and drive outreach efforts by requiring a quarterly outreach report to be submitted by SAC and Attaché offices. **The first quarterly report will be submitted to the Headquarters Human Smuggling and Trafficking Unit by June 30, 2007.** The report will consist of specific information regarding the NGOs, content and frequency of contact. We recognize that for outreach efforts to be effective, it requires continual dialogue that builds into a productive and proactive relationship.

Coordination- SACs will coordinate and de-conflict human trafficking investigations with existing U.S. Attorney-led human trafficking task forces and DOJ Bureau of Justice Assistance-funded state and local task forces. SACs will reach out to appropriate law enforcement agencies to establish protocols for information exchange/collection and lead dissemination related to human trafficking violations. SACs should coordinate and enhance the collection and exchange of intelligence information through the establishment of dedicated points of contact and periodic meetings with the various federal, state and local law enforcement agencies and NGOs.

Attachés will engage host government officials to enhance information exchange with the purpose of identifying and pursuing the criminal infrastructure at source and transit countries. Attachés will elicit information from foreign law enforcement officials and NGOs relating to recruiting mechanisms, provision of documents and arrangements for legal and illicit travel. Attachés will proactively canvass local print media for advertisements offering labor, education and travel opportunities in the United States and submit translated ads to ICE Headquarters for analysis. Information linked to human trafficking by the intelligence community and the ICE Office of Investigations will be disseminated to the appropriate ICE field office for investigation.

Coalition Building- SACs will develop and build on existing partnerships with federal, state, and local law enforcement agencies and NGOs. The goal is to form long-term strategic relationships to foster the exchange of information and collaboration in conducting human trafficking investigations and provide appropriate victim services. Attachés will complement these efforts by establishing similar relationships in host countries.

Emphasis will be placed on identifying the means by which human traffickers earn, store and move criminal proceeds. Where appropriate, SACs will use the ICE Asset Forfeiture Program, which will provide funding through the existing joint operations program to state, local, and foreign law enforcement agencies that participate jointly in ICE investigations that lead to seizures and forfeitures. Asset Identification and Removal Groups will complement criminal investigations by identifying criminal proceeds and assets for seizure and forfeiture.

Any questions regarding this matter, please contact Human Smuggling and Trafficking Unit Chief

(b)(6) (b)(7)(C) at 202-307 (b)(6) (b)(7)(C)



**ICE Human Trafficking Outreach Quarterly Report**  
04/01/07 to 06/30/07  
SAC/Attaché

Human Trafficking Outreach	Fiscal Year 2007	
	Quarter	Cumulative
<b>Non-Government Organization</b>		
New Contact		
Follow Up Contact		
Requested Services		
Training/Seminar		
1. Number of presentations		
2. Number of agencies		
3. Members in attendance		
<b>Law Enforcement</b>		
New Contact		
Follow Up Contact		
Local		
State		
Federal		
Foreign		
Training/Seminar		
1. Number of presentations		
2. Number of agencies		
3. Members in attendance		

**Significant Outreach Activity**

- Include significant outreach activity such as training provided to law enforcement agencies or presentations given at seminars. Report date, name of agencies in attendance, and content of outreach provided.

**Prospective Training Activity**

- Include prospective training seminars and sessions, which ICE will host or participate in. Include tentative dates, estimated size and composition of audience, agenda items and cite any logistical needs and/or requested HQ participation.

**Outreach Activity**

- Include date of outreach, name of agency, name and title of point of contact that was established, and content of outreach provided. Bullets under outreach activities should coincide with data reported in the Human Trafficking Outreach chart.

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**U.S. Immigration and Customs Enforcement  
ICE Trafficking in Persons Strategy  
ICE TIPS**

**EXECUTIVE SUMMARY**

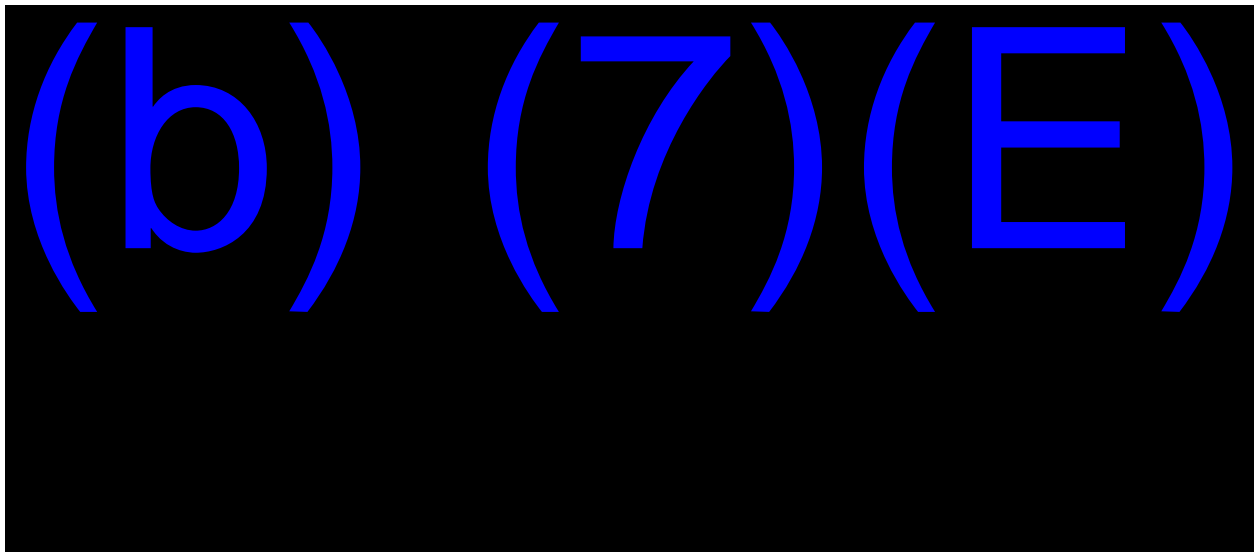
This document outlines a comprehensive strategy through which the ICE Office of Investigations will attack criminal organizations and individuals engaged in trafficking in persons (TIP). The goals of this strategy will be accomplished by working in concert with appropriate ICE components, DHS agencies, foreign governments, non-governmental organizations (NGO's), the Department of Justice (DOJ) Civil Rights Division, the Human Smuggling and Trafficking Center and U.S. federal, state and local law enforcement agencies.

The implementation of a unified strategy that operates effectively in the U.S. and abroad will enable ICE to capitalize on the extensive depth of its investigative resources and expertise. Effective coordination with ICE Attachés Offices will enable ICE to partner with foreign law enforcement agencies to further develop major investigations in this area.

This strategy places an emphasis on employing a victim-centered approach, which places equal value to the rescue of victims and the prosecution of traffickers.

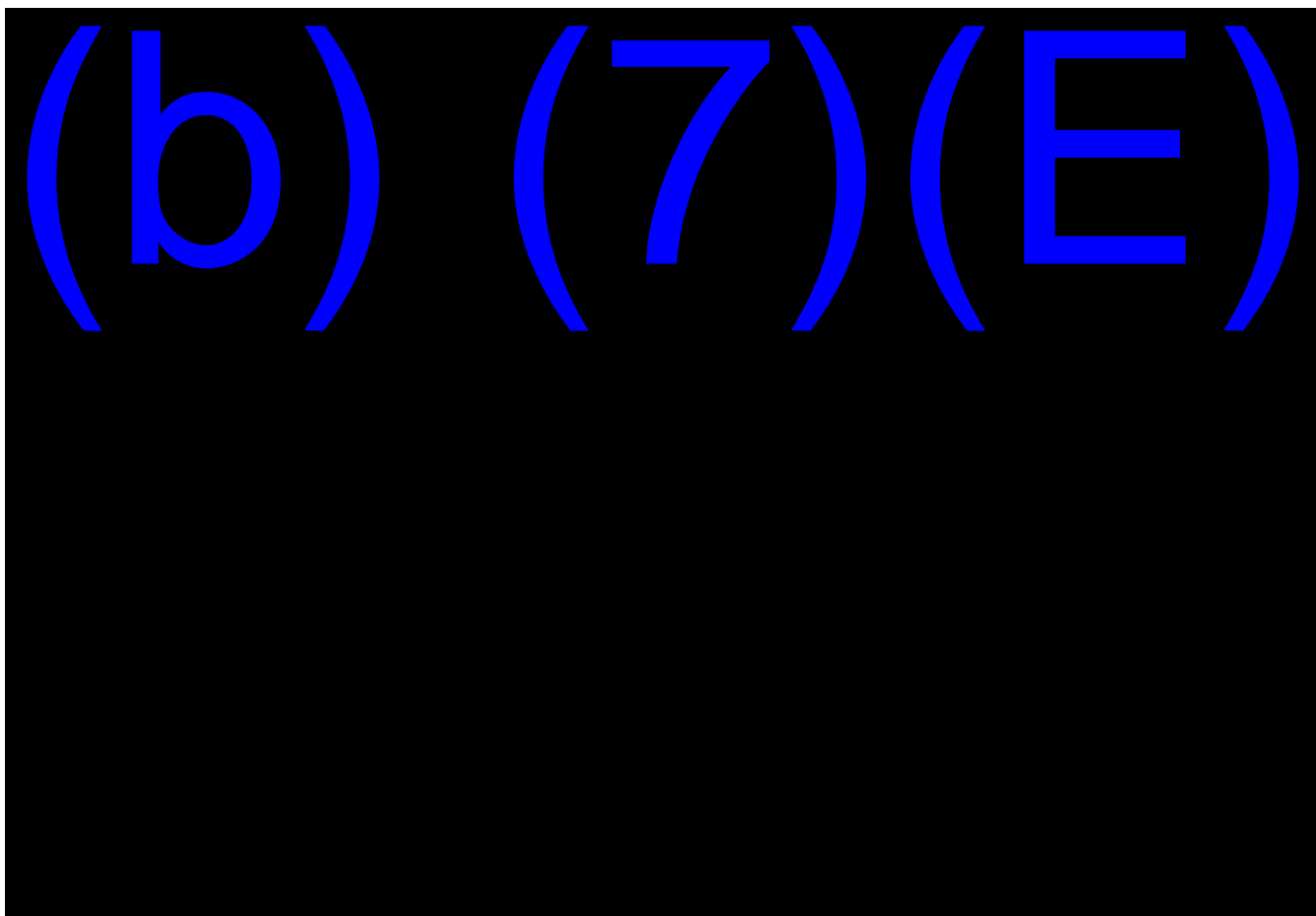
Taking into account that there will be differences in the modes of operation and specific threats within each SAC's AOR, it is expected that the components of this strategy will be employed where most beneficial and with varying emphasis in each AOR. The full implementation of the strategy will be dependent upon each SACs identified public safety threat within their AOR.

The primary components of this strategy are as follows:



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<sup>1</sup> A listing of NGOs funded by Department of Justice and Health and Human Services is provided in the OI Proprietary Website.



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<sup>2</sup> U.S. Attorney-led task forces may include Bureau of Justice Assistance (BJA)-funded state and local law enforcement task forces.

<sup>3</sup> A listing of BJA-funded state and local task forces is provided in the OI Proprietary Website.

**U.S. Immigration and Customs Enforcement  
ICE Trafficking in Persons Strategy  
ICE TIPS**

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## Outreach

SACs will engage in an outreach campaign to educate federal, state and local law enforcement agencies and NGOs regarding ICE's expertise, role in human trafficking investigations and the provision of short-term immigration relief. This outreach will further establish ICE as a point of contact for human trafficking leads.

HQ has developed outreach materials, which were sent to the SAC offices. The outreach materials include:

- Laminated wallet-size cards describing the differences between human smuggling and human trafficking.
- Law enforcement brochures describing the human trafficking indicators.
- ICE TIPS police roll call/muster DVD describing human trafficking and establishing ICE as the POC for information/leads.

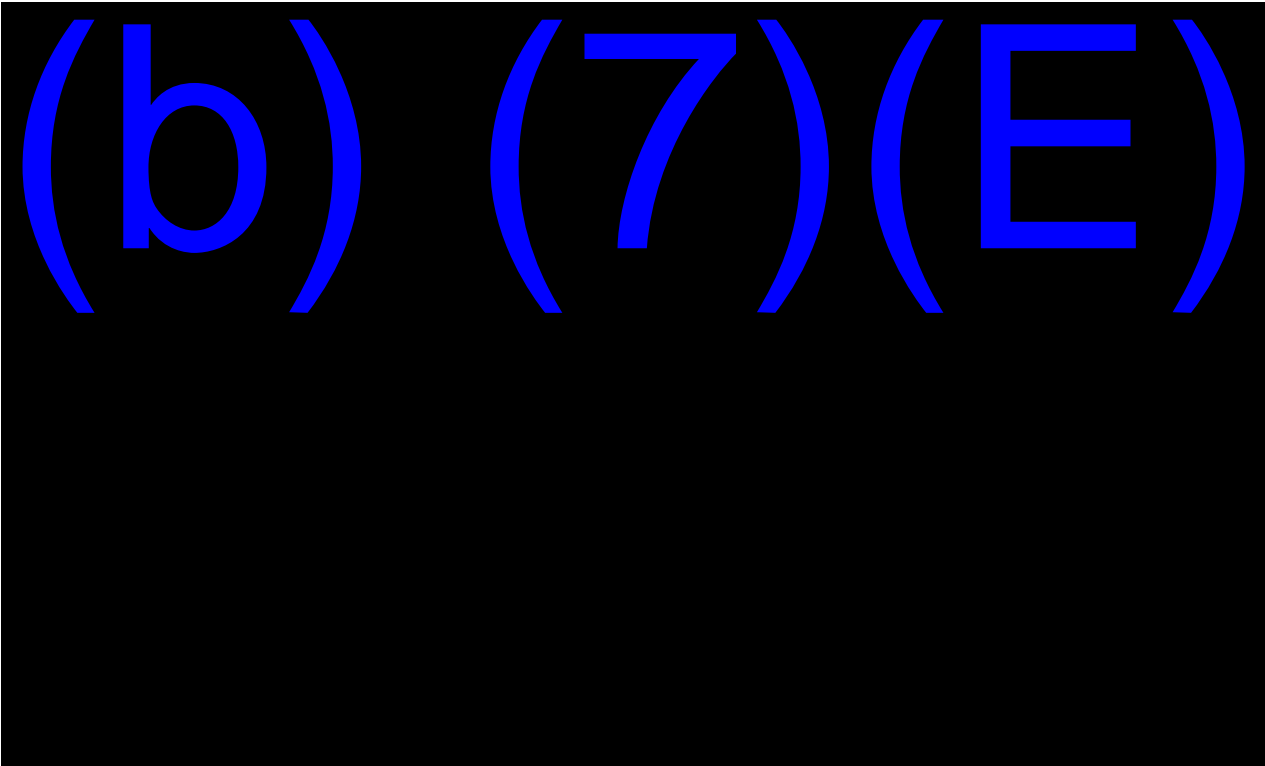
To reach a wide audience, SACs will conduct local and regional training to ensure ICE agents and participating stakeholders are fully aware of the clear and distinct differences between human smuggling and human trafficking. When conducting outreach to NGOs, SACs will utilize the victim-centered approach that is based on identifying and rescuing victims of trafficking. Emphasis on training should be focused on conducting complex and global trafficking investigations, identifying the criminal enterprise and conducting victim interviews.

ICE Attachés will focus outreach efforts toward NGOs and foreign law enforcement agencies. ICE Attachés will collaborate on information exchange in the U.S. and abroad to fully identify and pursue the full scope of the criminal enterprise. ICE Attachés will provide support to the International Law Enforcement Academies (ILEAs) and provide specified training to host government agencies.

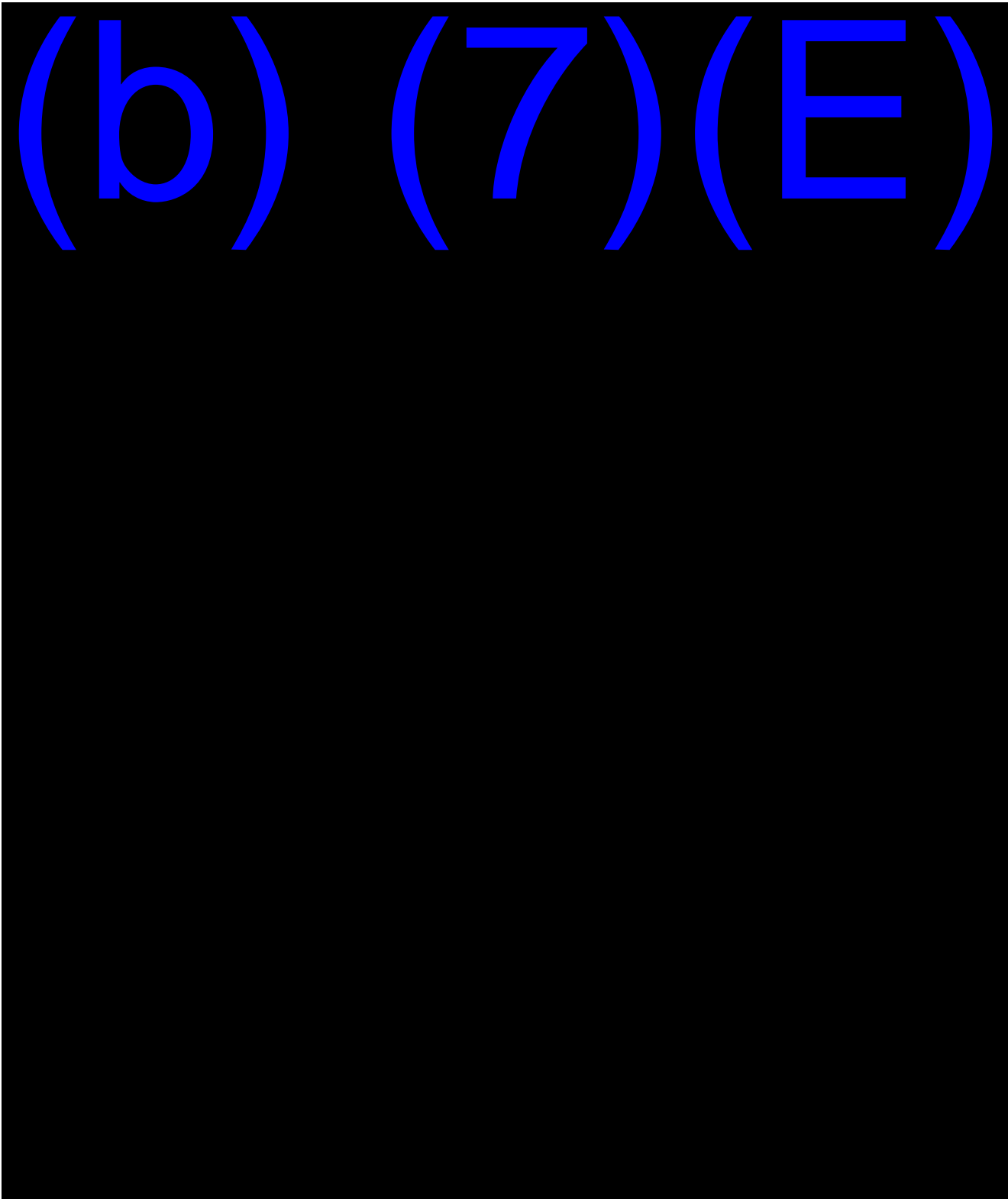
Presentations are available in the OI Proprietary Website. The modules include an ICE human smuggling and human trafficking overview, employing a victim-centered approach and victim services.



**Coordination**



**Coalition Building**



**Performance Measures**

