



U.S. GOVERNMENT TRADE STRATEGY TO COMBAT FORCED LABOR

Making Trade a Force for Good
by Addressing Forced Labor
in Global Supply Chains

UNITED STATES TRADE REPRESENTATIVE

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There is no more pernicious abuse of power than human trafficking. No human being should be preyed on for profit. And we must all work together to eradicate it.

President Joseph R. Biden Jr.

Message from the United States Trade Representative

Dear Reader,

The Biden-Harris Administration focused on fundamentally rewriting our story on trade. For decades, the traditional approach to trade, which prioritized aggressive liberalization and tariff elimination, did generate wealth.

At the same time, the approach came with significant costs and side effects. Prosperity without inclusiveness contributed to rising inequality and wealth concentration. The system incentivized countries to compete by maintaining or lowering standards, as companies sought to minimize costs in pursuit of efficiency. The search for cheaper labor costs came at the expense of workers' rights and wellbeing and has included forced labor. This was the race to the bottom, where exploitation was rewarded to compete and survive.

The United States has banned imports made in whole or in part with forced labor since 1930, closing a loophole in that ban in 2016 to make it more effective. During multilateral trade negotiations after World War II, the United States pushed to internationalize the ban on forced labor in trade. We were not successful, and forced labor continues to infect global trade to this day. In their 2022 report, the International Labor Organization, Walk Free, and the International Organization for Migration estimate that 28 million people today are in forced labor, an increase of 3 million people since 2016. This number highlights that, despite national laws and international conventions, we, as a global community, have not lived up to the promise of protecting our fellow humans from forced labor. This also means that many of the products we trade continue to be tainted by human exploitation.

Unscrupulous employers and labor intermediaries continue to abuse their power for profit and subject adults and children to the purposeful withholding of wages, excessive work hours, threats to their physical safety, restriction of movement, deprivation of basic needs, and other modes of severe coercion, such as sexual violence.

In addition to constituting a human rights abuse, forced labor is used to gain a competitive advantage by reducing production costs. For that reason, forced labor not only harms the working people subjected to it, but also companies that do not rely on forced labor to produce their goods.

It has been my priority as the United States Trade Representative to use trade as a force for good and to address this horrendous practice. We have transformed the way we view and treat workers—not just in the United States, but across the world. We have highlighted the humanity in our supply chains and used trade tools to defend the rights of workers to freely associate and collectively bargain, protect health and safety in the workplace, and insist on a world free of forced labor.

As a member of the President's Interagency Task Force to Monitor and Combat Trafficking in Persons and the Forced Labor Enforcement Task Force, I am proud to put forward this first-ever Trade Strategy to Combat Forced Labor in support of the U.S. Government's National Action Plan to Combat Human Trafficking and Memorandum on Advancing Worker Empowerment, Rights, and High Labor Standards Globally. It demonstrates the commitment of the United States to utilize all trade-related tools to address forced labor and chart a different and better path to the way we trade.

In this strategy, you will see the deployment of new tools and strengthening of existing tools, as the United States seeks to make the global trading system fairer and more just. We will work to: (1) undertake inclusive processes to inform an equitable approach in the advancement of the President's Trade Agenda to eradicate forced labor; (2) fully utilize all available trade tools to end forced labor; (3) develop and implement innovative trade policies to address forced labor in global supply chains; and (4) increase global action to combat forced labor as an unfair trade practice.

My team and I are grateful to the survivor leaders, trade unions, civil society organizations, companies, business associations, scientific groups, academics, and concerned citizens that took the time to provide the U.S. Government with comments on how to shape this strategy. Thanks to you, my office has developed a robust toolkit and due diligence framework to protect workers from forced labor and other labor rights abuses.

The United States will continue to fortify and build on that strong foundation. It is our hope that you see yourselves reflected here, for it is with your continued partnership that we can make expeditious and meaningful progress in the global reduction of forced labor in traded goods and services. The Biden-Harris Administration has stood with you, and we have acted. In addition to this strategy, our Administration issued importer guidance and an enforcement strategy to put into effect the Uyghur Forced Labor Prevention Act. We are implementing the enforcement strategy and steadily adding to the Entity List created by the law to prevent entry into the United States of goods produced with forced labor by specific companies. We also collaborated with Canada and Mexico to implement the forced labor import prohibition committed to under the USMCA and have pushed other trade partners to adopt similar



legislation. Additionally, we have collaborated with trade partners, including Japan and the European Union, to carry out our shared principles to combat forced labor. We initiated a 301 investigation regarding Nicaragua, the first-ever to investigate acts, policies, and practices that may constitute violations of labor rights. The United States also tabled text at the World Trade Organization to begin to address the scourge of forced labor of fishers.

This strategy outlines how the United States can continue to build on our efforts and use trade to end forced labor. It is an invitation to all of you and our allies and partners to work with the United States. I hope you will join us to make the global race to the top real and lasting and break the cycle of human exploitation now and for future generations.

Sincerely,

A handwritten signature in blue ink, appearing to read 'K. Tai'.

Katherine Tai
Ambassador
January 13, 2025

List of Frequently Used Acronyms

| | |
|-------------|----------------------------------------------------------------------------------------|
| AGOA | African Growth and Opportunity Act |
| CBP | United States Customs and Border Protection |
| DHS | United States Department of Homeland Security |
| DOC | United States Department of Commerce |
| DOJ | United States Department of Justice |
| DOL | United States Department of Labor |
| DRL | United States Department of State, Bureau of Democracy, Human Rights and Labor |
| EU | European Union |
| FLETF | Forced Labor Enforcement Task Force |
| FTAs | Free Trade Agreements |
| G7 | Group of 7 |
| GSP | Generalized System of Preferences |
| ILAB | United States Department of Labor, Bureau of International Labor Affairs |
| ILO | International Labor Organization |
| IPEF | Indo-Pacific Economic Framework for Prosperity |
| ITACs | Industry Trade Advisory Committees |
| IUU | Illegal, Unreported, and Unregulated Fishing |
| LAC | Labor Advisory Committee for Trade Negotiations and Trade Policy |
| PRC | People's Republic of China |
| PITF | President's Interagency Task Force to Monitor and Combat Trafficking in Persons |
| Section 307 | Section 307 of the Tariff Act of 1930 (19 U.S.C. § 1307) |
| State | United States Department of State |
| TALD | United States-European Union Trade and Labor Dialogue |
| TIFAs | Trade and Investment Framework Agreements |
| TIP Office | United States Department of State, Office to Monitor and Combat Trafficking in Persons |
| UFLPA | Uyghur Forced Labor Prevention Act |
| UN | United Nations |
| USAID | United States Agency for International Development |
| USMCA | United States-Mexico-Canada Agreement |
| USTR | Office of the United States Trade Representative |
| WRO | Withhold Release Order |
| WTO | World Trade Organization |
| XUAR | Xinjiang Uyghur Autonomous Region |

I. Introduction: Making Trade a Force for Good

The President’s Trade Agenda is built on a worker-centered trade policy, bringing labor issues and topics important to working people to the forefront of trade policy. The United States is leveraging our core values of fairness, inclusive economic growth, and sustainability in the global trading system to navigate the myriad complex challenges we find ourselves facing today, including the prevalence of forced labor in supply chains. Trade policy is an important driver of change in a comprehensive approach to combat forced labor. In coordination with other policy disciplines, the United States is committed to using trade to address inequality and promote sustainable, equitable development.

Globally, the International Labor Organization (ILO), Walk Free, and the International Organization for Migration estimate that there are 28 million workers, including adults and children, in forced labor on any given day.¹ The ILO defines forced labor as “all work or service which is exacted from any person under the menace of any penalty and for which the said person has not offered himself voluntarily.”²

To envision a world without forced labor requires the ability to envision a global trading system that operates as a force for good, in part by advancing a worker-centered trade policy to support, empower, and defend the rights of workers in the global economy. In line with the President’s 2024 Trade Policy Agenda and the Office of the United States Trade Representative (USTR) Fiscal Year 2022–2026 Strategic Plan, the four goals guiding the implementation of the U.S. Government’s trade policy to combat forced labor in the global trading system are:

1. Develop equitable trade policy through inclusive processes;
2. Fully utilize all available trade tools to combat forced labor;
3. Develop and implement innovative trade tools to combat forced labor; and
4. Increase multilateral action with trading partners to combat forced labor as an unfair trade practice.

USTR has developed priority actions to pursue the fulfillment of each goal, many of which we have already begun implementing. We will continue those efforts, and add to them, as outlined throughout this document. Each goal and priority action has been designed with careful consideration of input from stakeholders and a wide range of U.S. Government agencies.³

¹ ILO, Walk Free, and International Organization for Migration. Global Estimates of Modern Slavery: Forced Labour and Forced Marriage. September 2022.
https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@ed_norm/@ipecc/documents/publication/wcms_854795.pdf. This estimate generally reflects what the U.S. Government considers to be “human trafficking,” which includes forced labor and sex trafficking.

² ILO, Forced Labour Convention, 1930 (No. 29).
https://normlex.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:C029. For more information on the role of the ILO and additional resources, please see Appendix B.

³ For a complete list of priority actions, see Appendix A.

II. Goals and Priority Actions

Goal 1: Develop Equitable Trade Policy Through Inclusive Processes

On November 16, 2023, President Biden issued the Presidential Memorandum on Advancing Worker Empowerment, Rights, and High Labor Standards Globally (Presidential Memorandum on Global Labor Rights). It explains that worker empowerment is essential to the advancement of sustainable economic growth, inclusive international development, human rights, democratic resilience, fair competition, and growth of a strong middle class in the United States and abroad. The memorandum commits the U.S. Government to engage with workers, labor organizations, trade unions, and other civil society groups to promote respect for internationally recognized labor rights, including the prevention of forced labor.⁴

In line with that government-wide call for inclusive foreign policy development, USTR’s worker-centered trade policy seeks to increase stakeholder involvement in trade policy development. USTR’s Fiscal Year 2022-2026 Strategic Plan reflects that engagement by including the goal to “Develop Equitable Trade Policy Through Inclusive Processes.”⁵ USTR strives to build relationships with underserved and disadvantaged communities; to ensure that their concerns and perspectives are sought out, respected, and heard; and to address their concerns and interests in policy development, negotiations, and implementation and enforcement of agreements and legislation.

In doing so, we are bolstering our engagement with a wide range of stakeholders, including workers and their organizations, businesses, and individuals who belong to underserved communities that have been denied inclusion in trade policy, such as women and girls; Black, Latino, Indigenous, and Native American persons; Asian Americans and Pacific Islanders, and other persons of color; members of religious minorities; lesbian, gay, bisexual, transgender, queer, and intersex (LGBTQI+) persons; persons with disabilities; persons who live in rural areas; and persons otherwise adversely affected by persistent poverty or inequality, to make sure their voices are heard in the policy development process.

We have undertaken this increased stakeholder engagement in the development of this Trade Strategy to Combat Forced Labor and the specific initiatives discussed within it. USTR sought public comment on this strategy and conducted outreach to increase trade-related engagement with a range of stakeholders, including unions, civil society organizations, survivors, and industry, as we developed this strategy.

USTR has multiple formal mechanisms through which to conduct stakeholder engagement.

⁴ The White House. Memorandum on Advancing Worker Empowerment, Rights, and High Labor Standards Globally. November 16, 2023. <https://www.whitehouse.gov/briefing-room/presidential-actions/2023/11/16/memorandum-on-advancing-worker-empowerment-rights-and-high-labor-standards-globally/>.

⁵ USTR. Strategic Plan FY 2022–2026. <https://ustr.gov/sites/default/files/USTR%20FY%202022%20-%20FY%202026%20Strategic%20Plan.pdf>.

The Labor Advisory Committee. Alongside the U.S. Department of Labor (DOL), USTR co-chairs the Labor Advisory Committee for Trade Negotiations and Trade Policy (LAC). The LAC is composed of members of the U.S. labor community and advises, consults with, and makes recommendations to the United States Trade Representative and the Secretary of Labor on general policy matters concerning labor and trade negotiations, operation of any trade agreement once entered into, and other matters arising in connection with the administration of trade policy of the United States.

Industry Trade Advisory Committees. Jointly administered by the Department of Commerce (DOC) and USTR, Industry Trade Advisory Committees (ITACs) provide a forum to ensure that stakeholders in particular industries have a voice in formulating the trade policy of the United States. ITACs are composed principally of U.S. industry representatives and advise, consult with, and make recommendations to the United States Trade Representative and Secretary of Commerce on general policy matters concerning trade negotiations, operation of any trade agreement once entered into, and other matters arising in connection with the administration of trade policy of the United States.

Other Trade Advisory Committees. In addition to the LAC and the ITACs, USTR has a number of other trade advisory committees, including multiple related to agriculture, as well as other topics.

United States Advisory Council on Human Trafficking. The Council comprises survivors of human trafficking from a diverse range of backgrounds and experiences who are appointed by the President for two-year terms. It provides a formal platform for trafficking survivors to advise and make recommendations on federal anti-trafficking policies and programs to the President's Interagency Task Force to Monitor and Combat Trafficking in Persons (PITF).

USTR will continue to routinely utilize these formal mechanisms, as well as informal engagements, to bolster engagement with a wide range of stakeholders. Below are the priority actions USTR has undertaken and will consider continuing to meet Goal 1 of developing equitable trade policy through inclusive processes.

Goal 1 Priority Actions

- Support implementation of the Presidential Memorandum on Global Labor Rights through cooperation with interagency partners and increased stakeholder engagement.
- Increase outreach and engagement with workers, unions, other worker organizations, civil society organizations, survivors, underserved and disadvantaged communities, and industry to gather input on combating forced labor through trade, addressing unfair competition from forced labor for U.S. businesses and workers, and addressing the root causes of forced labor, both through the formal mechanisms outlined above and ongoing informal engagement.
- Regularly participate and present on trade issues as a member of the Forced Labor Enforcement Task Force (FLETf) at engagements hosted at the Department of Homeland Security (DHS), DOL, or Department of State (State) with the private sector and civil society on the implementation of the Uyghur Forced Labor Prevention Act (UFLPA).

Goal 2: Fully Utilize All Available Trade Tools to Combat Forced Labor

The United States is committed to utilizing the trade tools in our laws, free trade agreements, trade arrangements, and preference programs to combat forced labor. Many of these existing trade tools contain commitments related to eradicating forced labor, such as prohibiting the importation of goods produced in whole or in part with forced labor and collaborating to address forced labor in supply chains. Fully utilizing these tools requires a combination of enforcement action, diplomatic engagement, and technical assistance. USTR will deploy all of these tools to fully utilize existing commitments to work with our trade partners and ensure that we are maximizing our efforts to end forced labor.

Forced Labor Import Prohibition

Section 307 of the Tariff Act of 1930 (19 U.S.C. § 1307) (Section 307) prohibits importing any product that was mined, produced, or manufactured wholly or in part by forced labor, including forced or indentured child labor. It was further enhanced with the passage of the UFLPA, which created a rebuttable presumption that goods mined, produced, or manufactured wholly or in part in the Xinjiang Uyghur Autonomous Region (XUAR), or by an entity on the UFLPA Entity List, are the product of forced labor and are therefore prohibited from importation into the United States by Section 307. Together, these laws have created one of the most effective trade tools for the United States to combat forced labor.

The FLETF is a DHS-led task force of interagency partners, including USTR, that are dedicated to monitoring the enforcement of the Tariff Act and UFLPA.

Enforcement of Section 307. U.S. Customs and Border Protection (CBP) enforces the prohibition in Section 307 by issuing withhold release orders (WROs) and Findings to prevent the entry of certain goods into the United States. By the end of 2024, CBP enforced 51 active WROs and 9 Findings across the globe. CBP issues a WRO when it finds that information reasonably indicates that a good may be the product of forced labor. A WRO allows CBP to detain the products in question at any U.S. port of entry until or unless importers can prove the absence of forced labor in their product's supply chain. CBP issues a Finding when the agency determines that information conclusively indicates that a good is the product of forced labor. A Finding allows CBP to seize the product(s) in question at all U.S. ports of entry. WROs and Findings have proven to be an effective tool to address forced labor in goods being exported to the United States and represent an important component of removing from trade goods made with forced labor.

The UFLPA, enacted on December 23, 2021, strengthens the ability of the United States to enforce the existing prohibition in Section 307 with the goal of ending the systematic use of forced labor in XUAR. The UFLPA established a rebuttable presumption that goods mined, produced, or manufactured wholly or in part in XUAR, or by an entity on the UFLPA Entity List, are the product of forced labor and are therefore prohibited from importation into the United States under Section 307. It also charged the FLETF to develop a strategy for supporting the enforcement of Section 307 to prevent the importation into the United States of goods mined, produced, or manufactured wholly or in part with forced labor in the People's Republic of China (PRC). Under the UFLPA, CBP has reviewed more than 11,000 shipments, valued at more than \$3.5 billion, since the rebuttable presumption went into effect on June 21, 2022.

In 2023 and 2024, the FLETF prioritized updating the UFLPA Entity List and has added a considerable number of entities, especially in 2024. As of the end of 2024, the FLETF has added 87 new entities since the initial publication of the UFLPA Entity List, bringing the total number of entities to 107.⁶ The UFLPA not only strengthens the existing forced labor import prohibition, it also addresses a more specific aspect of global forced labor: state-sponsored forced labor.

Strategy to Prevent Importation of Goods of Forced Labor. In 2022, the FLETF published the *Strategy to Prevent the Importation of Goods Mined, Produced, or Manufactured with Forced Labor in the People's Republic of China* (UFLPA Strategy) that includes: a comprehensive assessment of the risk of importing goods mined, produced, or manufactured wholly or in part with forced labor in the PRC; an evaluation and description of forced labor schemes, the UFLPA Entity List, UFLPA-required plans and high-priority sectors for enforcement; recommendations for efforts, initiatives, tools, and technologies to accurately identify and trace affected goods; a description of how CBP plans to enhance its use of legal authorities and tools to prevent entry of goods at U.S. ports in violation of Section 307; a description of additional resources necessary to ensure no goods made with forced labor enter U.S. ports; guidance to importers; and a plan to coordinate and collaborate with appropriate non-governmental organizations and private sector entities.⁷ As mandated by the UFLPA, the FLETF issues annual updates to the UFLPA Strategy. The latest update was issued on July 9, 2024.⁸ The updated strategy reports on developments of the PRC's state-imposed forced labor schemes, the expansion of the UFLPA Entity List, new high-priority sectors for enforcement, additional resources necessary to implement the UFLPA Strategy, and expanded collaboration with non-governmental organizations and private sector entities.

FLETF Coordination and Reporting to Congress. The United States-Mexico-Canada Agreement Implementation Act directed the President to establish the FLETF to monitor United States enforcement of the import prohibition under Section 307.⁹ The President established the FLETF by Executive Order 13923 on May 15, 2020.¹⁰ DHS's Under Secretary for Strategy, Policy, and Plans chairs the FLETF, which is composed of seven member agencies.¹¹ Additional participants include observer agencies that also contribute to FLETF efforts.¹² The FLETF convenes quarterly to review active CBP WROs and Findings, ongoing forced labor investigations, petitions received by CBP alleging forced labor in U.S. imports, FLETF forced labor enforcement priorities, and other issues related to enforcing the prohibition on importing goods made with forced labor into the United States. The FLETF also submits

⁶ DHS. UFLPA Entity List. <https://www.dhs.gov/uflpa-entity-list>.

⁷ DHS. Strategy to Prevent the Importation of Goods Mined, Produced, or Manufactured with Forced Labor in the People's Republic of China. https://www.dhs.gov/sites/default/files/2022-06/22_0617_fletf_uflpa-strategy.pdf.

⁸ DHS. Updates to the Strategy to Prevent the Importation of Goods Mined, Produced, or Manufactured with Forced Labor in the People's Republic of China. <https://www.dhs.gov/uflpa-strategy>.

⁹ United States-Mexico-Canada Agreement Implementation Act, § 741, Pub. L. No. 116-113, 134 Stat. 11 (2020).

¹⁰ *Establishment of Forced Labor Enforcement Task Force Under Section 731 of the United States-Mexico-Canada Agreement Implementation Act*, E.O. 13923, 85 FR 30587 (May 15, 2020).

¹¹ These members are the DHS, USTR, DOL, State, DOC, the Department of Justice, and the Department of the Treasury.

¹² FLETF observers include: the U.S. Agency for International Development, CBP, U.S. Department of Agriculture, U.S. Department of Energy, U.S. Immigration and Customs Enforcement Homeland Security Investigations, and the National Security Council.

biannual reports to Congress on DHS priorities with respect to enforcing the U.S. import prohibition on goods made with forced labor, CBP’s enforcement of the import prohibition, planning related to DOL reports on goods and products produced with forced labor, and other relevant FLETF efforts.¹³ USTR is an active member of the FLETF and fully supports the important role the FLETF plays in addressing forced labor.

Bolstered Enforcement Actions. USTR has worked as part of the FLETF to increase enforcement of Section 307. As discussed above, this involved developing new strategies for enforcement, working closely with stakeholders to develop cases and information, dedicating additional resources to these activities, and working through the interagency committee to gather information that would support WROs, Findings, and the addition of new entities to the UFLPA Entity List.

Section 301

Section 301 of the Trade Act of 1974 grants USTR a range of responsibilities and authorities to investigate and take action to enforce U.S. rights under trade agreements and respond to certain foreign trade practices.¹⁴ It provides a statutory means by which the United States may take action in response to acts, policies, or practices by foreign countries that deny the U.S. benefits under trade agreements or that are “unjustifiable” or “unreasonable or discriminatory” and that “burden or restrict” U.S. commerce. Unreasonable acts, policies, and practices include those that constitute a persistent pattern of conduct that denies certain labor rights, including the use of forced or compulsory labor.

On December 10, 2024, USTR announced the initiation of an investigation of Nicaragua’s acts, policies, and practices related to labor rights, human rights, and the rule of law that may be unreasonable and may burden U.S. commerce. The investigation is the first under Section 301 to investigate acts, policies, and practices that may constitute violations of labor rights. Forced labor is one of the labor rights violations allegations that has been documented and will be examined as part of the investigation.

In addition, following a petition filed by five national labor unions that allege a wide range of unfair practices of the PRC in the maritime, logistics, and shipbuilding sector, USTR is investigating acts, policies, and practices of the PRC in the sector, including those pertaining to wage-suppressing labor practices. We have seen the PRC utilize a wide range of non-market policies and practices to undermine fair competition and dominate the market in multiple sectors, including the use of state-sponsored forced labor in sectors such as steel, aluminum, solar, and critical minerals.

Free Trade Agreements

The majority of U.S. free trade and trade partnership agreements (FTAs) include obligations related to ensuring the consistency of each party’s law with the fundamental labor rights as stated in the 1998 ILO *Declaration on Fundamental Principles and Rights at Work and Its Follow-Up*, as well as obligations not to fail to effectively enforce and not to waive or derogate from labor

¹³ DHS. Forced Labor Enforcement Task Force. <https://www.dhs.gov/forced-labor-enforcement-task-force>.

¹⁴ Trade Act of 1974, §§ 301-310, 19 U.S.C. §§ 2411-2420 (collectively referred to as “Section 301”).

laws. Most FTAs also provide for robust cooperation mechanisms to foster collaborative engagement to improve protection of workers' rights, including through engagements aimed at increasing the ability of our FTA partners to enforce laws prohibiting forced labor.

In addition, the United States-Mexico-Canada Agreement (USMCA) introduced a groundbreaking provision for all Parties to “prohibit the importation of goods into its territory from other sources produced in whole or in part by forced or compulsory labor, including forced or compulsory child labor.” USTR, DOL’s Bureau of International Labor Affairs (ILAB), and CBP regularly engage with Mexico and Canada in support of their ongoing efforts on implementation of USMCA Article 23.6 related to the prohibition of imports produced with forced or compulsory labor. Through effective enforcement and coordination of the forced labor import prohibition across the three countries, the USMCA will create a multi-country economic area free of forced labor imports that could serve as a model for future trade policy. During the second meeting of the USMCA Labor Council, on June 29, 2023, the United States, Mexico, and Canada decided to institute a trilateral dialogue on forced labor enforcement. The three countries have now held three meetings of the trilateral dialogue.

Many FTA labor chapters establish a council or committee composed of high-level or technical-level labor and trade officials from the Parties to the respective FTA. These councils meet periodically to have face-to-face conversations on key labor issues, changes to a Party’s labor law, and potential needs for technical cooperation. These meetings also usually include sessions for the public to provide input and feedback on labor issues under the FTA. Such venues provide an opportunity to raise forced labor issues at a high level and demonstrate to trade partners the importance of addressing forced labor issues as part of their FTA commitments.

The FTAs generally also provide for the receipt and consideration of submissions from the public on matters related to the labor chapters, which can be submitted through ILAB. If the issues in the submissions remain unresolved, many agreements allow for USTR to call for formal consultations and, in certain matters, dispute settlement proceedings. For additional information on submissions and the process for filing, see the ILAB website.¹⁵

For example, as a result of a submission,¹⁶ the United States and the Dominican Republic continue to have discussions on improvement of labor law enforcement in the Dominican sugar sector. This engagement takes into account the commitment of the two countries under Article 16.2 of the Dominican Republic-Central America Free Trade Agreement not to fail to enforce their labor laws in a manner affecting trade or investment between the Parties, including those regarding forced labor, and to strive to ensure that their labor laws provide for labor standards consistent with internationally recognized labor rights, as well as the need to continue their long-standing partnership on addressing these issues.

¹⁵ DOL. Submissions under the Labor Provisions of Free Trade Agreements. <https://www.dol.gov/agencies/ilab/our-work/trade/fta-submissions>.

¹⁶ DOL. Dominican Republic Submission. December 22, 2011. <https://www.dol.gov/sites/dolgov/files/ILAB/legacy/files/DRSubmission2011.pdf>.

Trade Preference Programs

Trade preference programs that USTR administers support the economic development of our trading partners by providing duty-free access to the U.S. market for eligible products. In furtherance of economic development, those programs seek to strengthen labor standards around the world, including standards against forced labor. U.S. trade preference programs, including the Generalized System of Preferences (GSP) (currently lapsed and pending reauthorization), the African Growth and Opportunity Act (AGOA), the Caribbean Basin Initiative, and the trade preference programs for Haiti and Nepal, require beneficiaries to meet statutory eligibility criteria pertaining to internationally recognized worker rights, including with regard to forced labor and freedom of association, among others, in order to receive duty preferences for their imports into the United States. To monitor and address eligibility concerns, USTR engages with foreign governments, stakeholders, and international organizations and also looks to the variety of U.S. Government reports on workers' rights. *For more information on Data, see Appendix C.* Trade preference programs allow USTR to demonstrate its commitment to addressing forced labor by limiting trade benefits for countries where forced labor persists and requiring governments to undertake efforts to address forced labor in their country to receive trade preferences.

Trade and Investment Framework Agreements

Trade and Investment Framework Agreements (TIFAs) provide strategic frameworks and principles for the United States to dialogue with other TIFA Parties on a wide range of trade and investment issues. TIFAs and similar agreements serve as fora for the United States and other governments to meet and discuss trade-related issues of mutual interest with the objective of improving cooperation and enhancing opportunities for trade and investment. Topics for consultation and further cooperation include market access issues, labor, the environment, protection and enforcement of intellectual property rights, and, in appropriate cases, capacity building.

USTR engages with countries on labor and other issues in the context of TIFA meetings.¹⁷ As most TIFAs include language related to workers' rights, USTR will amplify discussion and engagement to address forced labor, where appropriate. For example, TIFA engagements have included discussions of adopting forced labor import prohibitions.

Other Trade-Related Forced Labor Laws and Provisions in U.S. Laws and Regulations

The United States has a range of other forced labor-related laws and provisions with a nexus to trade. USTR is interested in cooperating with other U.S. Government agencies to support their efforts to more fully utilize and advance the use of these laws to combat forced labor.

Criminal Investigations of Forced Labor. DHS and the Department of Justice (DOJ) are pursuing ongoing efforts to undertake criminal investigations and prosecutions related to forced labor, which may further enhance the impact of the forced labor import prohibition.

¹⁷ USTR has entered into bilateral and regional TIFAs with many partner countries. For a list of TIFAs and related agreements, see <https://ustr.gov/trade-agreements/trade-investment-framework-agreements>.

Implementation of the Human Rights Crossover Rule in Exports. DOC has utilized the Human Rights Crossover Rule to add entities from Xinjiang, China to the Bureau of Industry and Security Entity List.

Antidumping and Countervailing Duties (AD/CVD). DOC in March 2024 issued a final rule updating its AD/CVD regulations to, among other things, allow it to take into account, when determining the normal value used to calculate the dumping margin, the failure of a government to enforce labor protections.¹⁸

Sanctions Authorities to Address Forced Labor. Under the Uyghur Human Rights Policy Act of 2020¹⁹ and the Global Magnitsky Human Rights Accountability Act,²⁰ the U.S. Government has sanctioned individuals and entities for human rights abuses in Xinjiang, China, and for forced criminality in online scam operations in Cambodia, respectively.

Federal Public Procurement Regulations. A considerable amount of attention has been placed on addressing forced labor in public procurement by the U.S. Government, relying on authority provided by the Trafficking Victims Protection Act, including most recently as part of commitments under the National Action Plan on Responsible Business Conduct, to strengthen implementation of existing procurement regulations that prohibit human trafficking, including forced labor, and trafficking-related activities in federal contracts.

Fair Recruitment Regulation. Ethical recruitment is a key component of efforts to address forced labor as migrant workers can face higher risk, including U.S. Government efforts to enforce the no-recruitment-fees requirement in federal procurement regulations through the identification of high-risk and high-volume contracts.

Illegal, Unreported, and Unregulated (IUU) Fishing Laws and Regulations. Across the U.S. Government there are efforts to address IUU fishing and forced labor. Of particular note are efforts to curtail global trade in seafood and seafood products derived from IUU fishing by relying on the authority provided under the Magnuson-Stevens Fishery Conservation and Management Reauthorization Act of 2006, as amended,²¹ as well as preventing the importation of fish and fish products caught, farmed, or processed with forced labor. *For more information on IUU fishing, see Appendix E.*

Countering America’s Adversaries Through Sanctions Act (CAATSA). CAATSA Section 321(b) (22 U.S.C. § 9241a), which amended the North Korea Sanctions and Policy Enhancement Act of 2016 (22 U.S.C. § 9241 *et seq.*), created a rebuttable presumption that significant goods, wares, merchandise, and articles mined, produced, or manufactured wholly or in part by North Korean nationals or North Korean citizens anywhere in the world are forced labor goods prohibited from importation under Section 307. CAATSA is yet another example of utilizing Section 307 to combat forced labor in trade.

¹⁸ *Regulations Improving and Strengthening the Enforcement of Trade Remedies Through the Administration of Antidumping and Countervailing Duty Laws*, 89 FR 20766 (March 25, 2024) (effective April 24, 2024).

¹⁹ Pub. L. No. 116-145, 134 Stat. 648.

²⁰ Pub. L. No. 114-328, Div. A, Title XII, Subtitle F, 130 Stat. 2533, 22 USCS § 10101 *et. seq.*

²¹ 16 U.S.C. 1801 *et seq.*

Technical Assistance

USTR works with agencies across the U.S. Government to provide technical assistance and capacity building to trading partners to ensure that key trade obligations are met, including those related to forced labor. In particular, DOL's ILAB, State's Office to Monitor and Combat Trafficking in Persons (TIP Office), and State's Bureau of Democracy, Human Rights and Labor (DRL) provide millions of dollars to trading partners and non-governmental entities to bolster enforcement systems, identify and assist victims, and promote corporate due diligence practices to address forced labor in supply chains. Frequently, technical assistance funds are directed to assist countries in complying with their labor-related trade commitments. *For more information on technical assistance and trade capacity building, see Appendix D.*

Below are the priority actions USTR has undertaken and will consider continuing to meet Goal 2 of fully utilizing all available trade tools to hold other countries accountable in combating forced labor.

Goal 2 Priority Actions

- Through the FLETF, support CBP in its efforts to enforce Section 307 of the Tariff Act of 1930.
- Conduct diplomatic engagement with foreign governments on Section 307 of the Tariff Act of 1930. For example, USTR, CBP, DOL, and State regularly engage with foreign governments regarding the implementation of Section 307 of the Tariff Act, including by providing concrete recommendations for preventing environments where forced labor thrives.
- Support efforts of the FLETF to enforce the UFLPA rebuttable presumption and increase significantly the number of entities on the UFLPA Entity List, as supported by facts and law. Support FLETF efforts to create batch recommendation packages to more efficiently add to the UFLPA Entity List.
- Advocate for DHS and interagency resources to support the ongoing efforts of the FLETF, to ensure successful implementation of the UFLPA and a whole-of-government approach to enforcement efforts that support free and fair labor globally.
- Monitor and further examine areas of potential circumvention of Section 307 of the Tariff Act of 1930 and the UFLPA, including U.S. imports under the Section 321 (19 U.S.C. § 1321) *de minimis* threshold.
- Work with the Governments of Canada and Mexico to implement the USMCA commitments to prohibit the importation of goods produced by forced labor and to coordinate our enforcement activities.
- Engage like-minded trade partners through established labor cooperation mechanisms, FTA Labor Affairs Councils and subcommittees and FTA Free Trade Commissions, to eliminate the use of forced labor within our borders and collaborate to address the use of forced labor in global supply chains.
- Use existing TIFAs to promote collaboration on the eradication of forced labor, for example by negotiating separate protocols or annexes to existing TIFAs to address forced labor issues or by creating and utilizing labor working groups to address forced labor.

- Engage with regional economic communities to promote the inclusion of high labor standards in regional trade agreements such as the African Continental Free Trade Area.
- Support the DHS Center for Countering Human Trafficking and DOJ in increasing criminal investigations and prosecutions, respectively, related to forced labor.
- Support the DOC Bureau of Industry and Security and International Trade Administration in the implementation of the Human Rights Crossover Rule in Exports and updated regulations on AD/CVD respectively.
- Work with the Department of the Treasury and State to examine how to utilize sanctions authority to further address forced labor.
- Support work under the National Action Plan on Responsible Business Conduct to advance enforcement of public procurement requirements.
- Work with the interagency to advance ethical recruitment through promoting no recruitment fees and examining ways to increase protections for migrant workers and access to remediation.
- Work with the interagency under the National Strategy for Combating Illegal, Unreported, and Unregulated Fishing to address forced labor associated with IUU fishing, including efforts to prevent the importation of IUU fish and fish products or those products associated with forced labor, efforts to promote legal and safe working conditions, reduce vulnerabilities, and support the ability to organize and access remediation and justice in the fisheries sector.

Goal 3: Develop and Implement Innovative Trade Tools to Combat Forced Labor

As part of its worker-centered trade policy, USTR has sought new approaches and developed new trade tools to address the concerns of workers across a spectrum of issues. This is especially true as it relates to combating forced labor. We have conducted robust outreach to a wide range of stakeholders to develop our thinking on these issues, including with respect to creating new tools and partnerships, and further utilize authorities to work with our trade partners on the elimination of forced labor, both within our borders and in our supply chains.

U.S.-European Union (EU) Trade and Labor Dialogue (TALD). Under the U.S.-EU Trade and Technology Council (TTC)'s Working Group 10 on Global Trade Challenges, the U.S. Government and European Commission announced the establishment of the TALD on May 19, 2022.²² The TALD is co-chaired by USTR and DOL and their European Commission counterparts from the Directorate General for Trade and the Directorate General for Employment. The TALD is tripartite, including representatives from governments, labor unions, and businesses, and allows for discussion of transatlantic trade and labor issues. The TALD has held consistent meetings at the senior officials' and principals' levels to continue to pursue action to address shared labor challenges, including combating forced labor.

²² USTR. U.S. Trade Representative and U.S. Department of Labor Host Transatlantic Tripartite Trade and Labor Dialogue with Union and Business Leaders. September 21, 2022. <https://ustr.gov/about-us/policy-offices/press-office/press-releases/2022/september/us-trade-representative-and-us-department-labor-host-transatlantic-tripartite-trade-and-labor>.

U.S.-Japan Partnership on Trade. Under the U.S.-Japan Partnership on Trade, both countries have worked together to advance joint cooperation to utilize trade policy in support of internationally recognized labor rights. On January 6, 2023, the United States and Japan launched the U.S.-Japan Task Force to Promote Human Rights and International Labor Standards in Supply Chains,²³ which held its inaugural meetings in February 2024. Through the Task Force, the United States and Japan are exchanging information on relevant laws, policies, and guidance; facilitating stakeholder dialogues with businesses and worker organizations; and promoting best practices for human rights and internationally recognized labor rights due diligence. Stakeholder dialogues aim to deepen understanding of supply chain labor issues; identify practical steps to reduce the risk of labor rights violations and abuses in supply chains; and promote best practices for corporate due diligence on labor standards. These areas of cooperation are designed to protect workers and enhance predictability and clarity for businesses as they seek to contribute to sustainable supply chains.

Critical Minerals Agreement. On March 28, 2023, the United States and Japan signed a critical minerals trade agreement (“Agreement Between the Government of the United States and the Government of Japan on Strengthening Critical Minerals Supply Chains”).²⁴ The agreement was concluded in the context of the 2019 Trade Agreement between the United States of America and Japan, the related 2019 Trade Agreement Between the United States of America and Japan Concerning Digital Trade, and the U.S.-Japan Partnership on Trade announced in 2021. The Agreement establishes several new commitments and areas for joint cooperation regarding electric vehicle battery supply chains, including coordination of engagement, information sharing, and enforcement actions related to labor rights in critical minerals extraction and processing; promoting the remediation of labor rights violations and abuses at entities connected to critical minerals supply chains; and promoting employer neutrality in union organizing and operations. These tools will help the United States and Japan work together to address the high risk of forced labor, among other labor issues, in certain critical minerals supply chains.

Forced Labor Import Prohibitions. The United States is committed to advocating for trading partners to also adopt complementary forced labor import prohibition provisions to efficiently increase the effectiveness of this tool globally. In addition, USTR continues to consider recommendations related to improving the implementation of Section 307 of the Tariff Act of 1930 and increasing the ability of the prohibition to lead to remediation of the conditions of forced labor and make workers whole.

Taiwan. The U.S.-Taiwan Initiative on 21st-Century Trade, launched in June 2022 under the auspices of the American Institute in Taiwan and the Taipei Economic and Cultural Representative Office in the United States, is intended to develop concrete ways to deepen the economic and trade relationship between the two economies, advance mutual trade priorities based on shared values,

²³ USTR. United States and Japan Launch Task Force to Promote Human Rights and International Labor Standards in Supply Chains. January 6, 2023. <https://ustr.gov/about-us/policy-offices/press-office/press-releases/2023/january/united-states-and-japan-launch-task-force-promote-human-rights-and-international-labor-standards>.

²⁴ USTR. Agreement Between the Government of the United States and the Government of Japan on Strengthening Critical Minerals Supply Chains. March 28, 2023. <https://ustr.gov/sites/default/files/2023-03/US%20Japan%20Critical%20Minerals%20Agreement%202023%2003%2028.pdf>.

and promote innovation and inclusive economic growth for workers and businesses. The two sides have developed an ambitious roadmap for reaching high-standard commitments and economically meaningful outcomes, including outcomes related to labor, which would be a part of a second agreement. Discussions include addressing concerns about labor rights violations and abuses in Taiwan's distant fishing industry, promoting corporate accountability, and addressing forced labor throughout both economies' supply chains.

Kenya. The United States and Kenya launched the Strategic Trade and Investment Partnership initiative in July 2022. The goal of the Partnership is to increase investment; promote sustainable and inclusive economic growth; benefit workers, consumers, and businesses (including micro-, small-, and medium-sized enterprises); and support African regional economic integration. The United States put forward text that would advance and protect labor rights through enforcement of and compliance with labor laws, promotion of social dialogue, and cooperation in other areas of mutual interest on labor and employment priorities, including with respect to forced labor in global supply chains.

Indo-Pacific Economic Framework for Prosperity. In May 2022, the United States launched the Indo-Pacific Economic Framework for Prosperity (IPEF) with Australia, Brunei Darussalam, Fiji, India, Indonesia, Japan, Republic of Korea, Malaysia, New Zealand, Philippines, Singapore, Thailand, and Vietnam. The goal of IPEF is to advance resilience, sustainability, inclusiveness, economic growth, fairness, and competitiveness for participating economies. Through this initiative, the IPEF partners aim to contribute to cooperation, stability, prosperity, development, and peace within the Indo-Pacific region. This framework has the opportunity to offer tangible benefits that fuel economic activity and investment, promote sustainable and inclusive economic growth, and benefit workers, consumers, and businesses (including micro-, small-, and medium-sized enterprises) across the region. IPEF consists of four pillars: (I) Trade; (II) Supply Chains; (III) Clean Economy; and (IV) Fair Economy, all of which include provisions that promote labor rights. Pillars II-IV have entered into force.

Through the ongoing Trade Pillar negotiations, the IPEF partners agree to focus on labor provisions and initiatives that benefit workers and ensure free and fair trade that contributes to promoting sustainable and inclusive growth, including related to adopting and enforcing national laws based on internationally recognized labor rights; encouraging corporate accountability; public engagement; and cooperative mechanisms on emerging labor issues.

The Supply Chains Pillar agreement includes a Labor Rights Advisory Board that brings together workers, employers, and governments at the same table to promote labor rights across regional supply chains.²⁵ The Clean Economy Pillar agreement includes an express recognition of the importance of just transition measures, robust labor protections, and environmental, social, and

²⁵ DOC. U.S. and IPEF Partners Establish Supply Chain Bodies and Convene First Virtual Meetings Under Landmark Supply Chain Agreement. July 30, 2024. <https://www.commerce.gov/news/press-releases/2024/07/us-and-ipef-partners-establish-supply-chain-bodies-and-convene-first>.

governance protections in financing that are consistent with labor rights and states the intention of each Party to promote labor rights in the sectors and activities covered by the agreement.²⁶

The Fair Economy Pillar contains innovative provisions that reflect the connection between combating corruption and implementing and enforcing labor laws. To this end, it sets forth commitments to ensure that labor rights are respected, including to provide appropriate protections to migrant workers' rights and take appropriate measures to prohibit employer interference with the exercise of the rights to freedom of association or collective bargaining.²⁷

Americas Partnership for Economic Prosperity (Americas Partnership). The Americas Partnership is a regional initiative to drive the Western Hemisphere's economic recovery and growth, first announced by President Biden in June 2022 at the Summit of the Americas. In the East Room Declaration, issued November 3, 2023, at the White House, Leaders of the Americas Partnership countries highlighted the importance of decent work and promotion of internationally recognized labor rights for inclusive and sustainable trade and investment in the region. On August 1, 2024, at the first in-person Trade Ministerial, held in Quito, Ecuador, countries established a committee on Trade and Labor. That committee will develop and implement cooperative activities on labor for this regional initiative.

Supply Chain Resilience Efforts. On January 7, 2025, USTR released *Adapting Trade Policy for Supply Chain Resilience: Responding to Today's Global Economic Challenges*, a series of six policy papers on trade and investment policy initiatives that promote supply chain resilience. The policy papers address, respectively, a trade policy framework for supply chain resilience; challenges and opportunities for advancing resilience in the U.S. textile and apparel industries; use of rules of origin to promote resilience; how more effective responses to non-market policies and practices build resilience; data and analytics for developing resilience-oriented trade policy; and sectoral trade agreements for enhancing resilience.²⁸ Advancing supply chain resilience and addressing forced labor in supply chains are complementary efforts; one dimension of supply chain resilience is sustainability, which encompasses the promotion of labor rights.²⁹ Supply chains that embody robust labor standards help build enduring relationships with like-minded trading partners and promote diversified supply chains by rejecting the race to the bottom sourcing practices that lead to supply chain concentration.

Below are the priority actions USTR has undertaken and will consider continuing to meet Goal 3 of developing and deploying innovative new trade tools to combat forced labor.

²⁶ DOC. Fact Sheet: Substantial Conclusion of Negotiations on Groundbreaking IPEF Clean Economy Agreement. November 2023. <https://www.commerce.gov/sites/default/files/2023-11/US-Factsheet-SF-Pillar-III.pdf>.

²⁷ DOC. Indo-Pacific Economic Framework for Prosperity Agreement Relating to a Fair Economy, Art. 14.2(a), 3(a).i. Fact Sheet: Substantial Conclusion of Negotiations of an Innovative IPEF Fair Economy Agreement. <https://www.commerce.gov/sites/default/files/2023-11/US-Factsheet-SF-Pillar-IV.pdf>.

²⁸ For more information on USTR's efforts on supply chain resilience see, <https://ustr.gov/issue-areas/supply-chain-resilience>.

²⁹ USTR. Request for Comments on Promoting Supply Chain Resilience, 89 Fed. Reg. 16,608, 16,609. March 7, 2024. <https://www.federalregister.gov/documents/2024/03/07/2024-04869/request-for-comments-on-promoting-supply-chain-resilience>.

Goal 3 Priority Actions

- Develop new trade arrangements that include high-standard commitments and economically meaningful outcomes, including outcomes related to labor, such as promoting corporate accountability and addressing forced labor throughout supply chains. Current such initiatives include the U.S.-Taiwan Initiative on 21st Century Trade, the U.S.-Kenya Strategic Trade and Investment Partnership, and IPEF.
- In coordination with the EU, utilize and enhance the TALD to support efforts to jointly combat forced labor in supply chains, human rights due diligence, and corporate accountability.
- In coordination with Japan, lead the U.S.-Japan Task Force to Promote Human Rights and International Labor Standards in Supply Chains to cooperate on and deploy best practices in trade policy to advance internationally recognized labor rights due diligence and address forced labor in supply chains.
- Encourage trading partners to incorporate complementary prohibitions on the importation of goods produced with forced labor in their domestic law, such as in the United States, Canada, Mexico, and the EU.
- Consider recommendations to improve Section 307 and UFLPA implementation and enforcement.

Goal 4: Increase Multilateral Engagement with Trading Partners to Combat Forced Labor

The United States has strengthened engagement with trading partners and other allies in combating forced labor as an unfair trade practice by increasing multilateral and bilateral trade engagement on forced labor and other abusive or exploitative labor practices. Through regional and multilateral fora, the United States has been emphasizing that forced labor is not just a violation of human rights but is a harmful unfair trade practice. The United States cannot unilaterally eradicate forced labor from global trade and, through this strategy, seeks to increase coordinated global action to address forced labor.

Elevating the Issue of Forced Labor at the World Trade Organization (WTO). As a multilateral institution responsible for promoting a rules-based trading system, the WTO provides a platform for its Members to discuss relevant trade-related issues, negotiate rules, and monitor compliance with those rules. As a result, the WTO is uniquely positioned for its Members to raise awareness about and address forced labor in production of traded goods and services. The United States has continued to bring the issue of forced labor into discussions at the WTO, wherever relevant, and engaged other Members in efforts to address the problem within their borders and supply chains.

Advance Transparency and Information Sharing at the WTO on the Use of Forced Labor on Fishing Vessels. The first major action of the United States on forced labor at the WTO was to address the prevalence of forced labor on fishing vessels. Through extensive U.S. engagement and leadership over the course of the long-running negotiations on harmful subsidies in the fisheries sector, the WTO was able to achieve a groundbreaking Agreement on Fisheries Subsidies,

adopted at the WTO's 12th Ministerial Conference in June 2022.³⁰ In April 2023, the United States submitted its acceptance of the WTO Agreement on Fisheries Subsidies. At the Thirteenth Ministerial Conference (MC13), WTO Members sought to conclude negotiations on additional provisions to achieve comprehensive disciplines on harmful fisheries subsidies. While WTO Members were unable to conclude these negotiations at MC13, USTR continued to press for the inclusion of enhanced transparency provisions requiring Members to notify the Committee on Fisheries Subsidies of information that reasonably indicates that vessels or operators are engaged in the use of forced labor on fishing vessels. While agreement on comprehensive disciplines was not reached at MC13, we will continue to advocate for enhanced transparency provisions.

Finding Opportunities to Address Forced Labor in Other Multilateral Organizations. There are numerous other multilateral organizations that include trade-related or forced labor-related work. The United States continues to pursue opportunities to address forced labor in trade in the Group of 7 (G7), Group of 20 (G20), Organization for Economic Cooperation and Development (OECD), and the United Nations (UN), among other multilateral organizations. This includes working with the EU and select member countries of multilateral organizations to encourage countries to prohibit the sale or importation of goods made with forced labor and increase awareness about forced labor in supply chains. USTR supports other agencies in addressing forced labor in other multilateral organizations. For example, CBP continues to engage with the World Customs Organization (WCO) to have a forced labor prevention requirement accepted as an internationally recognized program requirement.

Joint Declaration Against Trade-Related Economic Coercion and Non-Market Policies and Practices. The trade ministers of the United States, Australia, Canada, Japan, New Zealand, and the United Kingdom endorsed a statement expressing serious concern over economic coercion and non-market policies and practices in June 2023.³¹ The Joint Declaration specifically condemned uses of forced labor, including state-sponsored forced labor, in global supply chains and recognized that such practices are gross abuses of human rights. The trade ministers agreed that uses of force labor confer an unfair competitive advantage and that there is no place for them in the global system. They affirmed that it is a moral imperative to end forced labor.

Elevate the Problem of Forced Labor with G7 Trade Ministers. Under the U.K. Presidency, President Biden pushed for the inclusion of forced labor in the June 2021 G7 Leaders' Statement, which paved the way for USTR to negotiate the historic October 2021 G7 Trade Ministers' Statement on Forced Labour, which was annexed to the G7 Trade Ministers' Communique.³² The statement recognized the problem of forced labor in global supply chains, including state-sponsored forced labor of vulnerable groups and minorities, including in the agricultural, solar and garment sectors. It also addressed the importance of working together, along with businesses, to

³⁰ WTO. Agreement on Fisheries Subsidies. 2022.

<https://docs.wto.org/dol2fe/Pages/SS/directdoc.aspx?filename=q:/WT/MIN22/33.pdf&Open=True>.

³¹ USTR. Joint Declaration Against Trade-Related Economic Coercion and Non-Market Policies and Practices. June 9, 2023. <https://ustr.gov/about-us/policy-offices/press-office/press-releases/2023/june/joint-declaration-against-trade-related-economic-coercion-and-non-market-policies-and-practices>.

³² UK Government. G7 Trade Ministers' Statement on Forced Labour. October 22, 2021.

<https://www.gov.uk/government/news/g7-trade-ministers-statement-on-forced-labour-annex-a>. G7 Trade Ministers' Communique. October 22, 2021. <https://www.gov.uk/government/news/g7-trade-ministers-communique-october-2021>.

protect individuals from forced labor and to ensure that global supply chains are free from the use of forced labor. The statement is based on international standards and reflects the U.S. Government toolkit that has been cultivated over the last 25 years to combat this harmful practice. On September 15, 2022, under the German Presidency, G7 Trade Ministers reiterated their commitment in Neuhardenberg to utilize trade policy to combat forced labor and built upon the 2021 G7 Trade Ministers' Statement on Forced Labour in London expressing their shared interest in also tackling child labor in supply chains.³³ In October 2023, G7 Trade Ministers reaffirmed their commitment made in 2021 to take measures to eradicate forced labor and the importance of promoting the respect for human rights and international labor standards in business activities and global supply chains. In July 2024, G7 Trade Ministers recommitted to taking measures to strengthen cooperation and collective efforts toward eradicating the use of all forms of forced labor and child labor in global supply chains.

United States, Japan, and EU Trilateral Partnership. On November 2021, United States Trade Representative Tai met with the Trade Ministers of Japan and the European Commission to renew their Trilateral partnership to address the global challenges posed by non-market policies and practices of third countries that undermine and negatively affect their workers and businesses. The trade ministers decided to focus their work as trilateral partners in three areas: (1) identification of problems due to non-market policies and practices; (2) identification of gaps in existing enforcement tools, and where further work is needed to develop new tools to address such policies and practices, as well as discussing cooperation in utilizing existing tools; and (3) identification of areas where further work is needed to develop rules to address such policies and practices.³⁴ A cross-cutting issue in each of these three areas is addressing forced labor through trade policy. In September 2022, the United States, Japan, and the EU released a Trilateral Joint Statement from the Trade and Labor Ministers on the ILO's Global Forced Labor Estimates and their concern surrounding the global situation on forced labor.

Asia-Pacific Economic Cooperation (APEC). The United States also continued to promote labor rights as one of the topics to strengthen economic integration and build high-quality trade agreements in the Asia-Pacific region. In the APEC forum, the United States continued to support including labor issues in the next generation of trade agreements by the APEC economies. To support this goal, USTR established an APEC work program in the Committee on Trade and Investment examining the importance of multistakeholder engagement in trade policy and continued to build support for a project on labor-related technical assistance and capacity building provisions in regional trade arrangements and free trade agreements. In addition, the United States hosted the APEC Ministers Responsible for Trade Meeting in May 2023, during which the United States led a conversation with prominent U.S. labor leaders about the vital link between trade and workers.

³³ German Government. G7 Trade Ministers' Statement. September 15, 2022. <https://www.bmwk.de/Redaktion/DE/Downloads/G/20220915-g7-trade-ministers-statement-neuhardenberg-15-september-2022.pdf>.

³⁴ USTR. Joint Statement of the Trade Ministers of the United States, Japan, and the European Union After a Trilateral Meeting. November 30, 2021. <https://ustr.gov/about-us/policy-offices/press-office/press-releases/2021/november/joint-statement-trade-ministers-united-states-japan-and-european-union-after-trilateral-meeting>.

Association of Southeast Asian Nations (ASEAN). USTR and ASEAN organized the second United States-ASEAN Trade and Labor Dialogue in March 2022. The dialogue focused on inclusive approaches to trade and economic recovery, improving working conditions and business competitiveness, and workforce development and labor protections in a digital era. USTR continued to support U.S. Government efforts to address forced labor associated with illegal, unreported, and unregulated fishing, including in the context of work with ASEAN governments, industry, and other stakeholders.

Below are the priority actions USTR has undertaken and will consider continuing to meet Goal 4 to increase multilateral engagement with trading partners to combat forced labor.

Goal 4 Priority Actions

- Engage like-minded WTO Members on how best to elevate the issue of forced labor in traded goods at the WTO, such as in trade policy reviews, committee work, and negotiations.
- Advance discussions on the WTO Agreement on Fisheries Subsidies that would contribute to Members' efforts for greater transparency and efforts to halt and eradicate the use of forced labor on fishing vessels.
- Work with like-minded countries to secure commitments to combat forced labor in supply chains, including in public procurement, as well as in the procurement of goods and services of multilateral organizations, such as the UN and others.
- Emphasize that forced labor is an unfair trade practice in multilateral engagements.

III. Conclusion: Global Call to Action

The above strategy represents a Trade Strategy to Combat Forced Labor and is a key piece of USTR's broader worker-centered trade policy. Our past trade policy was based on the notion that as trade liberalized, everyone would prosper and that improvements for working people would follow. However, without creating guard rails to ensure that trade was in fact benefiting everyday people, the trading system created a race to the bottom that rewarded worker exploitation, including forced labor. USTR is keen to learn from lessons of the past, and we continue to press forward on a trade policy for the future – one that benefits workers, not just as consumers in the global economy, but as individuals whose labor makes the global trading system possible, and addresses the use of forced labor as unfair competition for businesses.

USTR developed the activities outlined above and this strategy to chart a course to use trade as a force for good in the global effort to address forced labor. USTR pursued inclusivity by expanding the seats at the table and incorporating more views into trade policy development in this effort. In pursuit of high-ambition standards and commitments in all of our trade engagements, we have found that words are not enough; trade tools with teeth are needed to address forced labor and uphold the dignity of work. The United States cannot do this alone. We call on all of our trading partners to heed this clarion call to combat forced labor. There are opportunities to work together, raising standards, enforcing labor laws, upholding agreements, enhancing cooperation and fair competition, and combating this unacceptable form of exploitation. Join with us and, together, let's make forced labor a relic of the past.

Appendix A: Complete List of Priority Actions

Goal 1 Priority Actions

- Support implementation of the Presidential Memorandum on Global Labor Rights through cooperation with interagency partners and increased stakeholder engagement.
- Increase outreach and engagement with workers, unions, other worker organizations, civil society organizations, survivors, underserved and disadvantaged communities, and industry to gather input on combating forced labor through trade, addressing unfair competition from forced labor for U.S. businesses and workers, and addressing the root causes of forced labor, both through the formal mechanisms outlined above and ongoing informal engagement.
- Regularly participate and present on trade issues as a member of the Forced Labor Enforcement Task Force (FLETF) at engagements hosted at the Department of Homeland Security (DHS), DOL, or Department of State (State) with the private sector and civil society on the implementation of the Uyghur Forced Labor Prevention Act (UFLPA).

Goal 2 Priority Actions

- Through the FLETF, support CBP in its efforts to enforce Section 307 of the Tariff Act of 1930.
- Conduct diplomatic engagement with foreign governments on Section 307 of the Tariff Act of 1930. For example, USTR, CBP, DOL, and State regularly engage with foreign governments regarding the implementation of Section 307 of the Tariff Act, including by providing concrete recommendations for preventing environments where forced labor thrives.
- Support efforts of the FLETF to enforce the UFLPA rebuttable presumption and increase significantly the number of entities on the UFLPA Entity List, as supported by facts and law. Support FLETF efforts to create batch recommendation packages to more efficiently add to the UFLPA Entity List.
- Advocate for DHS and interagency resources to support the ongoing efforts of the FLETF, to ensure successful implementation of the UFLPA and a whole-of-government approach to enforcement efforts that support free and fair labor globally.
- Monitor and further examine areas of potential circumvention of Section 307 of the Tariff Act of 1930 and the UFLPA, including U.S. imports under the Section 321 (19 U.S.C. § 1321) *de minimis* threshold.
- Work with the Governments of Canada and Mexico to implement the USMCA commitments to prohibit the importation of goods produced by forced labor and to coordinate our enforcement activities.
- Engage like-minded trade partners through established labor cooperation mechanisms, FTA Labor Affairs Councils and subcommittees and FTA Free Trade Commissions, to eliminate the use of forced labor within our borders and collaborate to address the use of forced labor in global supply chains.
- Use existing TIFAs to promote collaboration on the eradication of forced labor, for example by negotiating separate protocols or annexes to existing TIFAs to address forced labor issues or by creating and utilizing labor working groups to address forced labor.

- Engage with regional economic communities to promote the inclusion of high labor standards in regional trade agreements such as the African Continental Free Trade Area.
- Support the DHS Center for Countering Human Trafficking and DOJ in increasing criminal investigations and prosecutions, respectively, related to forced labor.
- Support the DOC Bureau of Industry and Security and International Trade Administration in the implementation of the Human Rights Crossover Rule in Exports and updated regulations on AD/CVD respectively.
- Work with the Department of the Treasury and State to examine how to utilize sanctions authority to further address forced labor.
- Support work under the National Action Plan on Responsible Business Conduct to advance enforcement of public procurement requirements.
- Work with the interagency to advance ethical recruitment through promoting no recruitment fees and examining ways to increase protections for migrant workers and access to remediation.
- Work with the interagency under the National Strategy for Combating Illegal, Unreported, and Unregulated Fishing to address forced labor associated with IUU fishing, including efforts to prevent the importation of IUU fish and fish products or those products associated with forced labor, efforts to promote legal and safe working conditions, reduce vulnerabilities, and support the ability to organize and access remediation and justice in the fisheries sector.

Goal 3 Priority Actions

- Develop new trade arrangements that include high-standard commitments and economically meaningful outcomes, including outcomes related to labor, such as promoting corporate accountability and addressing forced labor throughout supply chains. Current such initiatives include the U.S.-Taiwan Initiative on 21st Century Trade, the U.S.-Kenya Strategic Trade and Investment Partnership, and IPEF.
- In coordination with the EU, utilize and enhance the TALD to support efforts to jointly combat forced labor in supply chains, human rights due diligence, and corporate accountability.
- In coordination with Japan, lead the U.S.-Japan Task Force to Promote Human Rights and International Labor Standards in Supply Chains to cooperate on and deploy best practices in trade policy to advance internationally recognized labor rights due diligence and address forced labor in supply chains.
- Encourage trading partners to incorporate complementary prohibitions on the importation of goods produced with forced labor in their domestic law, such as in the United States, Canada, Mexico, and the EU.
- Consider recommendations to improve Section 307 and UFLPA implementation and enforcement.

Goal 4 Priority Actions

- Engage like-minded WTO Members on how best to elevate the issue of forced labor in traded goods at the WTO, such as in trade policy reviews, committee work, and negotiations.

- Advance discussions on the WTO Agreement on Fisheries Subsidies that would contribute to Members' efforts for greater transparency and efforts to halt and eradicate the use of forced labor on fishing vessels.
- Work with like-minded countries to secure commitments to combat forced labor in supply chains, including in public procurement, as well as in the procurement of goods and services of multilateral organizations, such as the UN and others.
- Emphasize that forced labor is an unfair trade practice in multilateral engagements.

Appendix B: ILO Resources on Forced Labor

The ILO is the preeminent institution for addressing, researching, and providing international standards and guidance on forced labor. Included below are a range of resources regarding forced labor.

International Standards. Forced labor includes the use of forced, convict, and indentured labor, including forced or indentured child labor. There are two fundamental ILO conventions concerning forced labor: (1) ILO Convention 29 - Forced Labor, 1930 (C29) and its corresponding protocol, Protocol of 2014 to the Forced Labor Convention, 1930; and (2) ILO Convention 105 - Abolition of Forced Labor, 1957 (C105). ILO C29 defines *forced or compulsory labor* as “all work or service which is exacted from any person under the menace of any penalty and for which the said person has not offered himself voluntarily.” ILO C105 specifies conditions in which forced labor shall not occur, including punishment for participating in strikes or for labor discipline.

Prevalence of Forced Labor. Globally, the ILO, Walk Free, and the International Organization for Migration estimate that there are 28 million workers, including adults and children, in forced labor on any given day. Forced labor has become an issue of increased international concern over the last two decades. The 2022 estimates highlight that the five sectors accounting for the majority of adult forced labor are: services, manufacturing, construction, agriculture, and domestic work. Other notable sectors include digging for minerals or mining work, and fishing aboard fishing vessels. Children make up roughly 12 percent of all those in forced labor at 3.3 million.³⁵ Forced labor of children occurs in many different sectors and includes agriculture and manufacturing. The share of forced labor output that enters international trade is unknown.

ILO Indicators of Forced Labor.

- Abuse of vulnerability
- Deception
- Restriction of movement
- Isolation
- Physical and sexual violence
- Intimidation and threats
- Retention of identity documents
- Withholding of wages
- Debt bondage
- Abusive working and living conditions
- Excessive overtime

ILO Policy Recommendations to Governments and Businesses. In 2022, the ILO and Global Business Network on Forced Labor released a report, “Eradicating forced labor: What works in

³⁵ ILO, Walk Free, and International Organization for Migration. Global Estimates of Modern Slavery: Forced Labour and Forced Marriage. September 2022.
https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@ed_norm/@ipecc/documents/publication/wcms_854795.pdf.

practice” on the need for a “whole-of-society” approach for the global eradication of forced labor with a focus on collaboration between governments and businesses. Table 3 describes country risk factors for forced labor that governments and businesses should understand and address. For governments, this means working to strengthen and enforce their national laws and policy frameworks to prevent and reduce the risk of forced labor in order to attract foreign investment and increase predictability for businesses. For businesses, this means carrying out due diligence and developing a social compliance system that accounts for the risks to forced labor and other labor rights abuses in the downstream and upstream production of goods in supply chains.³⁶

Table 1. ILO Assessment of Country Risk Factors – Forced Labor

| Top contextual factors affecting governments and companies attempting to eradicate forced labor | |
|-------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------|
| 1 | Inadequate and poorly enforced national labor laws. |
| 2 | Inadequate and poorly enforced policy frameworks. |
| 3 | Poor knowledge and awareness amongst governments about forced labor and how to address it. |
| 4 | Poor coordination between government bodies at national level and between migrant worker origin and destination countries at international level. |
| 5 | Low awareness of rights and access to education among communities that face vulnerability. |
| 6 | Widespread poverty, lack of livelihood options and structural inequality and discrimination. |
| 7 | High levels of informality and low regulation of the labor market. |
| 8 | Workers' lack of access to grievance mechanisms, remedy and representation. |

Source: ILO and Global Business Network on Forced Labor (2022). Eradicating forced labor: What works in practice.

³⁶ ILO and Global Business Network on Forced Labor. September 2022. Eradicating forced labor: What works in practice. https://flbusiness.network/wp-content/uploads/2022/09/ilo_gbnfl-what_works_report_final_sep22.pdf. See also ILO, Hard to See, Harder to Count. February 2024. <https://www.ilo.org/publications/hard-see-harder-count-handbook-forced-labour-surveys>.

Table 2. ILO Recommendations on Key Policy Priorities for Addressing Forced Labor

1. **Respect for the freedoms of workers to associate and to bargain collectively** is indispensable to a world free from forced labor.
2. **Extend social protection, including floors, to all workers and their families** to mitigate the socio-economic vulnerability that underpins much of forced labor, and to provide workers with the basic income security to be able to say no to jobs that are abusive and to quit jobs that have become so.
3. **Promote fair and ethical recruitment**, to protect workers from abusive and fraudulent practices during the recruitment and placement process, including the charging of extortionate fees and related costs by unscrupulous recruitment agencies and labor intermediaries.
4. **Strengthen the reach and capacity of public labor inspectorates**, so they are able to detect and act on labor rights violations and abuses before they deteriorate into forced labor, able to raise awareness of forced labor risks and the compliance obligations of employers, and able to promptly detect and refer actual forced labor cases.
5. **Ensure protection for people freed from forced labor**, through immediate assistance, rehabilitation, and long-term sustainable solutions, so they can successfully recover and avoid re-victimization.
6. **Ensure access to remedy for people freed from forced labor**, to help recompense them for the consequences of their subjection to forced labor and to help in their recovery.
7. **Ensure adequate enforcement**, to bring perpetrators to justice and deter would-be offenders from contemplating the crime of forced labor.
8. **Address migrants' vulnerability to forced labor and trafficking for forced labor.**
9. **Address children trapped in forced labor.**
10. **Mitigate the heightened risk of forced labor and trafficking for forced labor in situations of crisis.**
11. **Combat forced labor and trafficking for forced labor in business operations and supply chains.** Attention should focus on identifying, prioritizing, and acting on "hotspots" where the risk of forced labor and other human rights abuses is highest in terms of both severity and scale.
12. **End state-imposed forced labor**, which accounts for one in seven of all forced labor cases.
13. **Partnership and international cooperation.** The challenge of forced labor is too big, and its myriad root causes too complex, for national governments or other stakeholders to address on their own.

Source: ILO, Walk Free, IOM (2022). Global Estimates of Modern Slavery: Forced Labour and Forced Marriage.

Appendix C: Data and Coordination

Data Collection and Reporting

The United States conducts in-depth reporting and commissions rigorous research to inform evidence-based U.S. Government policy making, including trade policy, and creates tools to disseminate information on forced labor data and due diligence best practices. The United States relies on data and evidence on forced labor and other violations of workers' rights to monitor labor obligations under trade agreements, address eligibility concerns under trade preference programs, carry out risk-based trade enforcement on forced labor import prohibitions, and develop and implement new trade tools to combat forced labor among other trade initiatives (see Table 3 for more on the U.S. Government regulatory and due diligence framework to combat forced labor).

Table 3. U.S. Government Regulatory and Due Diligence Framework to Combat Forced Labor

- Section 307 of the Tariff Act of 1930
- Trade Facilitation and Trade Enforcement Act of 2015
- Trafficking Victims Protection Act of 2000
- Uyghur Forced Labor Prevention Act of 2021
- Xinjiang Business Advisory
- Executive Order 13773, Enforcing Law with Respect to Transnational Criminal Organizations and Preventing International Trafficking
- Executive Order 13627, Strengthening Protections Against Trafficking in Persons in Federal Contracts
- Executive Order 13126, Prohibition of Acquisition of Products Produced by Forced or Indentured Child Labor
- Executive Order 13903, Combating Human Trafficking and Online Child Exploitation in the United States
- Executive Office of the President, Office of Management and Budget Memorandum on Anti-Trafficking Risk Management Best Practices and Mitigation Considerations

The flagship U.S. Government reports on or related to workers' rights that cover forced labor are carried out by DOL and State (see Table 4).

These reports provide important information on labor issues in a country, including labor law enforcement, and facilitate the identification of products suspected of being produced with forced labor in a country. The reports also signal to trading partners and U.S.-based and foreign businesses, sectors and goods with a high risk of forced labor in supply chains that need to be monitored for priority action and where social compliance systems should be tailored to a specific industry. USTR carefully considers each report's findings and recommendations when formulating trade engagement plans or considering trade enforcement actions. CBP uses this information to develop a risk-based strategy for enforcing the forced labor prohibition under Section 1307 of the Tariff Act (19 U.S.C. § 1307).

Table 4. U.S. Government Reports on Forced Labor

U.S. Department of Labor

- **Findings on the Worst Forms of Child Labor** report, submitted in accordance with **Section 504 of the Trade Act of 1974, as amended (19 U.S.C. § 2464)**, focuses on the efforts of certain U.S. trade beneficiary countries and territories to eliminate the worst forms of child labor through legislation, enforcement mechanisms, policies and social programs. Also included in the report are findings on the prevalence and sectoral distribution of the worst forms of child labor, including forced child labor, in each country; country-specific suggestions for government action; and individual country assessments that identify where Significant, Moderate, Minimal, or No Advancement has been made by the beneficiary country. The report covers 119 independent countries and 15 non-independent countries and territories designated as U.S. trade beneficiaries under the Generalized System of Preferences (GSP). This includes former GSP recipients who have negotiated free-trade agreements with the United States. Source: U.S. Department of Labor, Bureau of International Labor Affairs. “Findings on the Worst Forms of Child Labor.” Available from: <https://www.dol.gov/agencies/ilab/resources/reports/child-labor/findings>.
- **List of Goods Produced by Child Labor or Forced Labor**, submitted in accordance with **Section 105(b)(2)(C) of the Trafficking Victims Protection Reauthorization Act (TVPRA) of 2005 (22 U.S.C. § 7112(b)(2)(C))**, compiles a list of goods and their source countries where there is reason to believe goods are produced by child labor or forced labor in violation of international standards, as required under the Trafficking Victims Protection Reauthorization Act (TVPRA) of 2005 and subsequent reauthorizations. It comprises 204 goods from 82 countries, as of September 5, 2024. Source: U.S. Department of Labor, Bureau of International Labor Affairs. “List of Goods Produced by Child Labor or Forced Labor.” Available from: <https://www.dol.gov/agencies/ilab/reports/child-labor/list-of-goods>.
- **List of Products Produced by Forced or Indentured Child Labor**, produced pursuant to **Executive Order 13126 on the "Prohibition of Acquisition of Products Produced by Forced or Indentured Child Labor,"** was signed on **June 12, 1999**, intended to ensure that U.S. federal agencies do not procure goods made by forced or indentured child labor. It requires the Department of Labor, in consultation with the Departments of State and Homeland Security, to publish and maintain a list of products, by country of origin, which the three Departments have a reasonable basis to believe might have been mined, produced, or manufactured by forced or indentured child labor. As of September 5, 2024, the EO List comprises 33 products from 25 countries. Under the procurement regulations implementing the Executive Order, federal contractors who supply products on this list published by the Department of Labor must certify that they have made a good faith effort to determine whether forced or indentured child labor was used to produce the items listed. Source: U.S. Department of Labor, Bureau of International Labor Affairs. “List of Products Produced by Forced or Indentured Child Labor.” Available from: <https://www.dol.gov/agencies/ilab/reports/child-labor/list-of-products>.

U.S. Department of State

- **Section 7 of Country Reports on Human Rights Practices**, submitted in accordance with the Foreign Assistance Act of 1961 and the Trade Act of 1974, is part of the annual Country Reports on Human Rights Practices – the Human Rights Reports. The reports cover internationally recognized individual, civil, political, and workers’ rights, as set forth in the Universal Declaration of Human Rights and international agreements. The U.S. Department of State submits reports on all countries receiving assistance and all United Nations member states to the U.S. Congress. As part of assessing internationally recognized workers’ rights, the report analyzes the forced labor situation in each country, included gaps in law and practice. Source: U.S. Department of State, Reports – Bureau of Democracy, Human Rights, and Labor. “Country Reports on Human Rights Practices.” Available from: <https://www.state.gov/reports-bureau-of-democracy-human-rights-and-labor/country-reports-on-human-rights-practices/>.

State Office to Monitor and Combat Trafficking in Persons (TIP Office) publishes the annual **Trafficking in Persons (TIP) Report**, established by the Trafficking Victims Protection Act of 2000 and subsequent reauthorizations, ranks 188 governments on their efforts to combat human trafficking, including forced labor, and outlines trafficking trends in foreign countries including information on sectors or products produced with forced labor as relevant. Governments ranked the lowest tier - Tier 3 - may be subject to certain restrictions on foreign assistance, whereby the President may determine not to provide U.S. Government nonhumanitarian, nontrade-related foreign assistance as defined in the TVPA. Source: U.S. Department of State. Reports – Office to Monitor and Combat Trafficking in Persons. “2024 Trafficking in Persons Reports.” Available from: <https://www.state.gov/reports/2024-trafficking-in-persons-report/>.

Enhance Coordination and Information Sharing Among U.S. Government Agencies to Inform Forced Labor-Related Trade Policy

The U.S. Government has a variety of mechanisms to coordinate work related to forced labor.

Forced Labor Enforcement Task Force. The United States works through the DHS-led FLETF to coordinate, monitor, and block the importation of goods made wholly or in part with forced labor into the United States. The FLETF, created by Executive Order 13923 pursuant to the U.S.-Mexico-Canada Agreement Implementation Act (Pub. L. No. 116-113), is composed of the following interagency member partners: DHS (Chair), USTR, DOL, State, U.S. Department of the Treasury, DOJ, and DOC. The FLETF has six observer agencies: U.S. Agency for International Development (USAID), CBP, U.S. Department of Agriculture, U.S. Department of Energy, U.S. Immigration and Customs Enforcement Homeland Security Investigations, and the National Security Council.

The President's Interagency Task Force to Monitor and Combat Trafficking in Persons and Senior Policy Operating Group. The PITF is a cabinet-level entity created by the Trafficking Victims Protection Act of 2000 (Pub. L. No. 106-386), which consists of 20 agencies across the federal government responsible for coordinating U.S. Government-wide efforts to combat trafficking in persons. The Secretary of State chairs the PITF. PITF agencies regularly convene to advance and coordinate federal policies and collaborate with a range of stakeholders. Focus areas include: the enforcement of criminal and labor laws to end impunity for traffickers; victim-centered identification and trauma-informed assistance; innovations in data gathering and research; education and public awareness activities; and synchronization of strategically linked foreign assistance and diplomatic engagement. The Senior Policy Operating Group (SPOG) consists of senior officials designated as representatives of the PITF agencies. The SPOG brings together federal agencies that address all aspects of human trafficking.

In addition to the above mechanisms to coordinate work related to forced labor, the U.S. Government also has mechanisms to coordinate trade-related work that are relevant to work on forced labor in trade policy.

Trade Policy Staff Committee and Trade Policy Review Group. USTR has primary responsibility, with the advice of the interagency trade policy organization, for developing and coordinating the implementation of U.S. trade policy, including on commodity matters and, to the extent they are related to trade policy, direct investment matters. Under the Trade Expansion Act of 1962, the U.S. Congress established an interagency trade policy mechanism to assist with the implementation of these responsibilities. This organization, as it has evolved, consists of tiers of committees that constitute the principal mechanism for advising USTR as it develops and coordinates U.S. Government positions on international trade and trade-related investment issues. USTR chairs and administers both the Trade Policy Review Group (TPRG) and the Trade Policy Staff Committee (TPSC).

TPSC Subcommittee on Trade, Forced Labor, and Child Labor. The TPSC Subcommittee on Trade, Forced Labor, and Child Labor serves as a mechanism to coordinate input from relevant experts across the interagency on trade policy positions specifically related to forced labor and

child labor. This subcommittee was convened in the development of this whole-of-government, focused Trade Strategy to Combat Forced Labor in traded goods and services.

TPSC Subcommittee on Trade and Labor. The TPSC Subcommittee on Trade and Labor serves as a mechanism to coordinate input from relevant experts across the interagency on trade policy positions specifically related to negotiations of labor provisions of trade agreements, arrangements, and frameworks; development of trade positions on labor standards, new trade tools, or partnerships; and monitoring and enforcement of labor provisions in existing free trade agreements and preference programs.

Interagency Center for Trade Implementation, Monitoring and Enforcement. Section 604 of the Trade Facilitation and Trade Enforcement Act of 2015 established the Interagency Center for Trade Implementation, Monitoring and Enforcement (ICTIME) in USTR. ICTIME's work is not specific to forced labor but provides an important trade data-related coordination role and supports the activities of USTR in: investigating potential disputes under the WTO and bilateral and regional trade agreements; monitoring and enforcing trade agreements to which the United States is a party; and monitoring implementation by foreign parties of trade agreements. ICTIME brings together research, analytical resources, and expertise from within USTR and across the federal government into one office within USTR to significantly enhance USTR's capability to investigate foreign trade practices that are potentially unfair or adverse to U.S. commercial interests.

Strengthen the Knowledge Base on Forced Labor to Inform Trade Policy

There are ample resources on forced labor, in particular in supply chains, that are potentially informative in the development of trade policy. The below examples are not exhaustive but represent a few key tools and research, namely by U.S. Government agencies but also the ILO, that seek to enhance the knowledge base in this area.

Identifying Goods Produced with Inputs Produced with Forced Labor Research on Downstream Products. ILAB's list of goods and their source countries which it has reason to believe are produced by child labor or forced labor in violation of international standards (TVPRA List) has been expanded to include, "to the extent practicable, goods that are produced with inputs that are produced with forced labor or child labor." In response, ILAB is identifying downstream products containing goods that ILAB has reason to believe are produced with forced labor or child labor and including them on the TVPRA List. In a given country on the TVPRA List, there may be entities that produce listed goods in compliance with the law and international standards and others that employ child labor or forced labor in their supply chains. ILAB's TVPRA List, as well as supporting supply chain research, can be considered a risk radar used to raise public awareness about forced labor and child labor around the world and to promote efforts to combat them.³⁷

Better Trade Tool. ILAB's *Better Trade Tool* integrates existing ILAB reporting with U.S. global trade data, including Harmonized Tariff Schedule codes, and serves as a resource for users interested in learning about labor exploitation risks in global supply chains. The *Better Trade Tool*

³⁷ DOL. Bureau of International Labor Affairs. Identifying Goods Produced with Inputs Produced with Forced Labor or Child Labor. <https://www.dol.gov/agencies/ilab/reports/child-labor/list-of-goods/supply-chains>.

search feature enables users to select a specific country, good, type of labor exploitation, and year from the respective dropdown lists.³⁸

STREAMS – Supply Chain Tracing and Engagement Methodologies Project. ILAB’s STREAMS project³⁹ seeks to increase downstream tracing of goods made by child labor and forced labor. The project will develop a comprehensive analytical framework for use by a broad set of stakeholders to categorize supply chains and methods for tracing and validating supply chain connections. The project will disseminate the supply chain tracing tools and methodologies to enable and promote adoption by diverse actors across sectors.

Global Trace Protocol Project. ILAB’s Global Trace Protocol Project⁴⁰ seeks to increase downstream tracing of goods made by child labor and forced labor. The project is designed to address the barriers in supply chain traceability, and result in the development and sharing of open, accessible and replicable tools that can advance the knowledge base on supply chain tracing and scale the adoption of traceability solutions by various actors in different sectors.

From Protocol to Practice: A Bridge to Global Action on Forced Labor, Phase II. ILAB’s Bridge II⁴¹ will improve global, regional, and country-level capacity to eliminate forced labor through the framework, principles, and guidance of the 2014 ILO Protocol and Recommendation on Forced Labor. Bridge II will continue to improve forced labor research methods and build in-country research capacity, and advance policy, law enforcement, legal justice, and victim remedies. The project will establish innovative strategic partnerships and support coordinated efforts at all levels of governance and with workers, employers, and civil society organizations to respond effectively to the challenge of forced labor.

Comply Chain. ILAB’s Comply Chain: Business Tools for Labor Compliance in Global Supply Chains helps businesses mitigate risks of labor exploitation in supply chains by building or improving worker-driven social compliance systems, which empower workers to play a central role in identifying and addressing labor rights violations and other concerns within their workplaces.

Responsible Business Conduct and Labor Rights InfoHub. The InfoHub is a central hub for U.S. Government-wide policy, guidance, tools, resources, and outcomes-based approaches available to businesses to advance responsible business conduct in global supply chains, focusing on labor rights.⁴²

Responsible Sourcing Tool. State’s Responsible Sourcing Tool⁴³ assists U.S. federal contractors, procurement officials, and companies to better identify, prevent, and address the risks of human

³⁸ DOL. Better Trade Tool. <https://www.dol.gov/agencies/ilab/better-trade-tool>.

³⁹ DOL. STREAMS – Supply Chain Tracing and Engagement Methodologies. <https://www.dol.gov/agencies/ilab/streams-supply-chain-tracing-and-engagement-methodologies>.

⁴⁰ DOL. Global Trace Protocol Project. <https://www.dol.gov/agencies/ilab/global-trace-protocol-project>.

⁴¹ DOL. From Protocol to Practice: A Bridge to Global Action on Forced Labor, Phase II. <https://www.dol.gov/agencies/ilab/protocol-practice-bridge-global-action-forced-labor-phase-ii-bridge-ii>.

⁴² DOL. Responsible Business Conduct and Labor Rights InfoHub. <https://www.dol.gov/agencies/ilab/responsible-business-conduct-and-labor-rights-infohub>.

⁴³ State. Responsible Sourcing Tool. <https://www.responsiblesourcingtool.org/>.

trafficking, including forced labor, in their global supply chains and to develop comprehensive, robust risk-management systems.

Labor Provisions in Trade Agreements Hub. The ILO's Labor Provisions in Trade Agreements Hub⁴⁴ allows for the examination of labor provisions across trade partners and over time.

Committee of Experts on the Application of Conventions and Recommendations. The ILO's Committee of Experts on the Application of Conventions and Recommendations⁴⁵ examines and comments on government reports detailing steps in law and in practice to apply the ILO conventions that respective governments have ratified.

⁴⁴ ILO. Labor Provisions in Trade Agreements Hub. https://www.ilo.org/global/research/projects/trade-decent-work/WCMS_835479/lang--en/index.htm.

⁴⁵ ILO. Committee of Experts on the Application of Conventions and Recommendations. <https://www.ilo.org/global/standards/applying-and-promoting-international-labour-standards/committee-of-experts-on-the-application-of-conventions-and-recommendations/lang--en/index.htm>.

Appendix D: Trade Capacity Building and Technical Assistance

Ensuring full implementation of U.S. trade agreements is one of the strategic priorities of the United States. USTR seeks to achieve this goal through a variety of means, including providing technical assistance to trading partners, especially to developing countries, to ensure that key obligations are met. In addition, USTR is committed to engaging in robust technical assistance and trade capacity building (TCB) with trading partners to ensure workers and small- and medium-sized enterprises, especially those owned by underrepresented groups, including women, around the world benefit from U.S. trade policy.

The U.S. Government places high importance on the implementation of the goals of this strategy. In furtherance of the goals, the U.S. Government will utilize technical assistance programming and trade capacity building to provide targeted support to an organization or sector to identify and address exploitative labor practices, including forced labor. Notably, the U.S. Government also provides transparency into its TCB through USAID's [TCB website](#) which the public and private sector can use to further understand the prioritization of targeted countries and sectors.

Launch and Implementation of the Multilateral Partnership for Organizing, Worker Empowerment, and Rights (M-POWER) Initiative. The M-POWER Initiative is the largest commitment by the U.S. Government to advance workplace democracy and support trade union rights in the global economy. M-POWER aligns with the goals of the White House Task Force on Worker Organizing and Empowerment and brings together like-minded governments, worker organizations, and labor stakeholders to strengthen free and independent trade unions, support labor law reform and enforcement, promote worker organizing and innovative use of collective bargaining to improve livelihoods, and extend labor law coverage to protect workers in vulnerable, low-wage employment and those sectors excluded from labor law protection, particularly in the informal economy. It includes a commitment by DOL, State, and USAID to invest more than \$120 million over two years for innovative technical assistance to empower workers and strengthen worker voice.⁴⁶

DOL. ILAB's programming works to: improve effectiveness of combating forced labor; improve implementation and enforcement of evidence-based laws, policies, and programs related to combating forced labor; build capacity for trade unions to address labor rights abuses, including by identifying indicators of forced labor; build capacity for labor inspectorates to enforce workers' rights protections, including related to forced labor and indicators of forced labor; and afford greater access to workers' rights, including the enabling rights of freedom of association and of collective bargaining that empower workers to defend their rights and interests in the workplace. Independent, fair, and free representation of workers reduces vulnerability to labor rights abuses and mitigates risks of forced labor. Additionally, all ILAB technical assistance cooperation is focused on addressing labor rights abuses.

State. State's TIP Office and DRL dedicate foreign assistance funding to combat forced labor all around the world. TIP Office programming includes conducting targeted prevalence baselines and

⁴⁶ DOL. Multilateral Partnership for Organizing, Worker Empowerment, and Rights (M-POWER) Initiative. <https://www.dol.gov/agencies/ilab/multilateral-partnership-for-organizing-worker-empowerment-and-rights-m-power-initiative>.

developing programming that builds on this research; developing and implementing guidance and training for recruitment agencies to enhance human resource capacity to recruit migrant workers ethically and address risks of abuse, as well as improving policy, regulatory, and enforcement frameworks; and promoting a new standard for the tourism industry to remove human trafficking throughout its supply chain, among others. Further and pursuant to the Trafficking Victims Protection Act, State's TIP Office uses the annual Trafficking in Persons Report and its tailored recommendations as a diplomatic and diagnostic tool to guide engagements with foreign governments and authorities on human trafficking. In addition, DRL programming prevents and combats forced labor globally by promoting freedom of association and collective bargaining, educating workers on their labor rights and effective national and international efforts advocacy efforts, documenting workers' rights abuses, raising worker and public awareness of forced labor situations, and engaging with worker organizations and trade unions across various sectors, facilitating the provision of legal aid and advice to workers, and engaging with business and other private sector stakeholders to improve capacities to address allegations of forced labor or other worker exploitation in global supply chains. DRL funds targeted programming focused on eradicating descent-based slavery in West Africa.

USAID. USAID's Trade Capacity Building Investment Dashboard⁴⁷ transparently presents the U.S. Government's trade capacity building activities that help developing countries more effectively participate in international trade and create stable trading relationships that promote prosperity and security. TCB programs help developing countries to strengthen economic policies, remove trade barriers, and build well-functioning economic, political, and legal institutions. As a result, TCB programs help promote economic growth, sustain support for trade liberalization, and reduce poverty—a driving factor of forced labor.⁴⁸

⁴⁷ USAID. TCB Database. <https://tcb.usaid.gov>.

⁴⁸ USAID. What is TCB?. <https://tcb.usaid.gov/about.html#tab-about>.

Appendix E: Illegal, Unreported, and Unregulated Fishing and Forced Labor

The Maritime Security and Fisheries Enforcement Act of December 2019 (Maritime SAFE Act) directed 21 federal agencies to establish an Interagency Working Group on Illegal, Unreported, and Unregulated (IUU) Fishing to serve as the central forum to coordinate and strengthen their efforts to counter IUU fishing and related threats to maritime security. The working group subsequently developed and published the National Strategy for Combating Illegal, Unreported, and Unregulated Fishing (2022-2026) outlining the U.S. Government's priorities to combat IUU fishing, curtail the global trade in seafood and seafood products derived from IUU fishing, and promote global maritime security.

In 2022, the United States launched a number of new approaches to address forced labor and IUU fishing, including the National Security Memorandum to Combat Illegal, Unreported, and Unregulated Fishing and Associated Labor Abuses (NSM-11). These tools demonstrate the steadfast commitment of the United States to address the problem of IUU fishing, including by distant water fishing vessels, and associated labor rights abuses, including the use of forced labor in the seafood supply chain. These new and innovative approaches represent examples of how the United States is seeking to utilize trade policy to improve labor conditions in this sector.

National Security Memorandum to Combat Illegal, Unreported, and Unregulated Fishing and Associated Labor Abuses. In June 2022, the President signed the National Security Memorandum to Combat Illegal, Unreported, and Unregulated Fishing and Associated Labor Abuses, directing agencies to use the full range of existing conservation, labor, trade, economic, diplomatic, law enforcement, and national security authorities to address the challenges of IUU fishing and associated labor abuses, including forced labor.⁴⁹

Launch and Implementation of the National Strategy for Combating Illegal, Unreported, and Unregulated Fishing (2022-2026). The National Strategy developed by the Interagency Working Group on IUU fishing includes and builds on existing activities with new initiatives to form a comprehensive set of actions to address IUU fishing and associated forced labor, including preventing importation of fish and fish products caught, farmed, or processed with forced labor.⁵⁰ The Strategy highlights Panama, Vietnam, Senegal, Ecuador, and Taiwan as priority partners for bilateral U.S. engagement.

Launch and Support of the Illegal, Unreported, and Unregulated (IUU) Fishing Action Alliance. In 2022, the United States became one of the founding members of the IUU Fishing Action Alliance alongside the United Kingdom and Canada. The Alliance is designed to increase ambition and momentum in the fight against IUU fishing. Members have signed a pledge to take urgent action to improve the monitoring, control, and surveillance of fisheries, increase

⁴⁹ The White House. Memorandum on Combating Illegal, Unreported, and Unregulated Fishing and Associated Labor Abuses. June 2022. <https://www.whitehouse.gov/briefing-room/presidential-actions/2022/06/27/memorandum-on-combating-illegal-unreported-and-unregulated-fishing-and-associated-labor-abuses/>.

⁵⁰ NOAA. National 5-Year Strategy for Combating IUU Fishing 2022-2026. https://media.fisheries.noaa.gov/2022-10/2022_NationalStrategyReport_USIWGonIUUfishing.pdf.

transparency in fishing fleets and in the seafood market, including related to labor rights abuses in the seafood supply chain, and build new partnerships that will hold bad actors accountable.⁵¹

Launch and Implementation of the Collaborative Accelerator for Lawful Maritime Conditions in Seafood (CALM-CS) Public-Private Initiative. Following a July *Call to Action – Ending Forced Labor and Promoting Decent Work in the Seafood Sector* Summit, in October 2022, nearly 100 representatives from across government and the seafood industry kicked off a new public-private initiative to fight labor issues in the seafood supply chain. The initiative, the National Oceanic and Atmospheric Administration (NOAA)’s CALM-CS (pronounced “calm seas”) helped participants work together to promote legal and safe working conditions, and develop and execute comprehensive approaches to fight labor rights abuses in the fishing and seafood industry. CALM-CS efforts focused around five work streams: (1) identifying best practices for industry accountability and due diligence for decent working conditions throughout the seafood supply chain; (2) exploring novel sources of information, and enhancing means to share and analyze that information, to better identify illegal and unsafe labor practices in fisheries; (3) leveraging technology and supporting relevant organizations to reduce vulnerabilities of crew and observers to labor rights abuses at sea; (4) exploring potential tools to enhance safety and labor conditions aboard U.S. vessels; (5) and supporting collaboration mechanisms across workers, governments, industry, and civil society to support workers within the seafood industry, including their ability to organize, and to access remediation and justice. In February 2024, NOAA hosted a capstone summit for more than 100 participants across the seafood sector to conclude CALM-CS and widely share lessons learned.

⁵¹ The White House. FACT SHEET: President Biden Signs National Security Memorandum to Combat Illegal, Unreported, and Unregulated Fishing and Associated Labor Abuses. June 2022. <https://www.whitehouse.gov/briefing-room/statements-releases/2022/06/27/fact-sheet-president-biden-signs-national-security-memorandum-to-combat-illegal-unreported-and-unregulated-fishing-and-associated-labor-abuses/>.