

# Alliance To End Slavery & Trafficking

FY 2018

## APPROPRIATIONS BRIEFING BOOK



Alliance To End  
Slavery & Trafficking

# The Alliance To End Slavery & Trafficking

The Alliance to End Slavery & Trafficking (ATEST) is dedicated to ending modern-day slavery and human trafficking around the world. Modern-day slavery manifests itself in many forms—from forced labor to sex trafficking—but each is alike in posing a severe threat to basic human rights. The fact that the enslavement and trade in human beings exists in our modern world as a disturbingly large, highly profitable illicit industry is unacceptable. Legal nowhere and present in every country across the globe, slavery damages our communities, taints the products and services we consume, tarnishes the profits we earn, and is one of the most pressing human rights challenges of our time.

But this persistent crime can be stopped.

ATEST believes lasting solutions to end modern-day slavery and human trafficking require coordinated actions and respectful partnerships between civil society, governments, and businesses. By collaborating with each other, peers in the movement, survivors of slavery and trafficking, policymakers, activists, and business and thought leaders, we seek opportunities to create positive and enduring change—including building the fundamental legal, corporate, and cultural standards that will end modern-day slavery and human trafficking in all of its forms.

Humanity United, a foundation dedicated to building peace and advancing human freedom, founded ATEST in 2007, initially as a pilot project to strengthen U.S. laws and increase federal resources dedicated to anti-trafficking efforts. ATEST formalized its alliance in 2009 with a broadened mission, and has expanded to include 12 organizations.

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Alliance to End Slavery & Trafficking (ATEST), a project of Humanity United and Humanity United Action, is a U.S. based coalition that advocates for solutions to prevent and end all forms of human trafficking and modern slavery around the world.

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# Acronyms & Abbreviations

<b>ACF</b>	Administration for Children and Families
<b>ADVISORY COUNCIL</b>	United States Advisory Council on Human Trafficking
<b>ATEST</b>	Alliance to End Slavery and Trafficking
<b>CBP</b>	Customs and Border Protection
<b>CPC</b>	Child Protection Compact
<b>CRU</b>	Civil Rights Unit
<b>COC</b>	Continuums of Care
<b>C-TIP</b>	Counter-Trafficking in Persons
<b>DCHA</b>	Bureau for Democracy, Conflict and Humanitarian Assistance
<b>DHS</b>	Department of Homeland Security
<b>DOL</b>	Department of Labor
<b>DOJ</b>	Department of Justice
<b>DOS</b>	Department of State
<b>DRL</b>	Bureau for Democracy Human Rights and Labor
<b>EHCY</b>	Education for Homeless Children and Youth Program
<b>ESSA</b>	Every Student Succeeds Act
<b>ETA</b>	Employment and Training Administration
<b>EOUSA</b>	Executive Office for U.S. Attorneys
<b>FBI</b>	Federal Bureau of Investigations
<b>FY</b>	Fiscal Year
<b>FYSB</b>	Family & Youth Services Bureau
<b>GLP</b>	Global Labor Program
<b>HAG</b>	Homeless Assistance Grants
<b>HSI</b>	Homeland Security Investigations
<b>HHS</b>	Department of Health and Human Services
<b>HUD</b>	Department of Housing and Urban Development
<b>HTPU</b>	Human Trafficking Prosecution Unit
<b>ICE</b>	Immigration and Customs Enforcement
<b>ILAB</b>	International Labor Affairs Bureau
<b>ILO</b>	International Labor Organization

**INL** Bureau of International Narcotics and Law Enforcement

**IOM** International Organization on Migration

**J/TIP** Office to Monitor and Combat Trafficking in Persons

**LPR** Lawful Permanent Resident

**LGBTIQ** Lesbian, Gay, Bisexual, Transgender, Intersex and Questioning

**NHTH** National Human Trafficking Hotline

**NGO** Nongovernmental Organization

**OTIP** Office on Trafficking in Persons

**OVC** Office for Victims of Crime

**PEMS** Program to End Modern Slavery

**PITF** President's Interagency Task Force to Monitor and Combat Trafficking in Persons

**PBR** Presidential Budget Request

**PRM** Bureau of Population, Refugees, and Migration

**RHY** Runaway and Homeless Youth

**RHYA** Runaway and Homeless Youth Act

**TIP** Trafficking in Persons

**T VISA** Visa granting non-immigrant status for victims of trafficking who agree to cooperate in the investigation and prosecution of traffickers

**TVPA** Trafficking Victims Protection Act

**TVPRA** Trafficking Victims Protection Reauthorization Act

**USAID** United States Agency for International Development

**USAO** United States Attorney's Office

**VCACS** Violent Crimes Against Children Section

**WHD** Wage and Hour Division



# Introduction

**T**his briefing book provides concrete recommendations from the Alliance to End Slavery and Trafficking (ATEST) that articulate how Congress can provide resources that are critical to ensure that the U.S. government is taking a comprehensive, victim-centered approach to prevent and address human trafficking and to support survivors' paths to self-sufficiency. The scope of human trafficking and forced labor has come into sharp focus within the past few years. The International Labor Organization (ILO) conservatively estimates there are almost 21 million victims of human trafficking and forced labor worldwide at the time of this writing.<sup>1</sup> Human trafficking is also one of the largest criminal enterprises in the world, generating an estimated more than \$150 billion in profits to traffickers annually.<sup>2</sup> Victims work in our agricultural fields, help construct buildings, provide domestic work in our homes, labor in the hospitality industry, and are forced into prostitution.

The federal appropriations process is a close collaboration among the executive branch and several congressional committees, involving a sequence of requests and negotiations before a final appropriations bill or set of bills are enacted into law. Due in part to the presidential transition, the appropriations process for Fiscal Year 2018 (FY 2018) has not followed regular order, and Congress is unlikely to pass twelve individual appropriations bills. Instead, Congress will likely consider a bill that combines all or some of the appropriations bills.

At the time of this writing, the committees are still considering FY 2018 bills, and the internal executive branch process to generate the FY 2019 President's Budget Request (PBR) is underway. As such, this document reflects information from ATEST's FY 2018 congressional advocacy, as well as some additional requests that are being made to the Office of Management and Budget (OMB) for FY 2019.

# Survivor Perspectives on the Need for Funding to End Human Trafficking

ATEST believes that policies and programs to address human trafficking should be informed by and developed in collaboration with those who have survived this terrible crime. Firsthand accounts from survivors reinforce just how important it is that we turn trafficking awareness into meaningful action.

In 2015, eleven survivor-leaders were appointed to serve on the first-ever U.S. Advisory Council on Human Trafficking (Advisory Council). Since then, the committee has brought its knowledge and experience to advise and provide recommendations on federal anti-trafficking policies to the President's Interagency Task Force to Monitor and Combat Trafficking in Persons (PITF). The Advisory Council's 2016 Annual Report, excerpts of which are included in Appendix 5, provides a clear and critical perspective on the resources, policies, and practices that are needed to respond more effectively to human trafficking.<sup>3</sup>

**Holly Austin Gibbs (formerly Smith)**, author of “Walking Prey: How America’s Youth are Vulnerable to Sex Slavery,” testified before the U.S. Senate Committee on the Judiciary about her experiences as a 14-year-old trafficking victim, and what can happen to today’s victims without adequately-funded support services.

*“Without effective support and services, it is very difficult for victims to move forward. Child victims may return to exploitative situations or they may be returned to abusive or neglectful situations from which they had originally run. While youth may escape juvenile detention, they might not escape continued abuse or sexual exploitation. This is particularly true in states implementing safe harbor protections where law enforcement cannot adequately respond without well-resourced service providers trained to work with child victims of commercial sexual exploitation. This is why I encourage legislators to include provisions that authorize resources for services for all victims of human trafficking and child exploitation—girls, boys, men, and women.”*

**Shandra Woworuntu**, founder of Mentari—a nonprofit organization that provides human trafficking survivors with mentorship and job training—and member of the Advisory Council, testified before the U.S. Senate Committee on Foreign Relations

about what it is like to be trafficked into the U.S., to finally escape, then to recover without adequate support services.

*"I entered the United States lawfully on a non-immigrant visa arranged through the recruitment agency that brought me here. I was picked up at the airport with five other women, and soon our passports were forcibly taken, and our lives threatened. And the abusive situation became clear: we were being trafficked into the sex trade. I managed to escape, and I cooperated with law enforcement to successfully prosecute my trafficker, and we rescued many girls.*

*"It was hard for me to survive because there were not many services available to help me...It is very difficult for survivors to recover from such a terrible experience. It is challenging when you are in a country where you do not speak the language and have little or no support."*

**Evelyn Chumbow**, a member of the Advisory Council, was featured in "Beyond Survival,"<sup>4</sup> a 2014 report by the National Domestic Workers Alliance on domestic worker trafficking. In this excerpt, survivor Evelyn Chumbow describes her life as a trafficked domestic servant and explains how a dearth of long-term support services causes additional suffering for survivors:

*"When I got to the U.S., I was forced to cook, clean, and take care of the children of my trafficker. I was never paid for my work, and any hope that I might escape my miserable life was undermined by the constant beatings I received from my trafficker. For seven years of my young teenage life, I lived in constant fear and worked day and night. I never rode the school bus, went to a prom, hung out with friends after school, or joined a dance team. Instead, I was a modern-day slave, not in some far-flung country, but right here in the U.S. I had not seen my parents for eighteen years due to this situation.*

*"... There are many campaigns for identification and prosecution of human trafficking. There are more new NGOs working to build awareness, but not much is being done to help with the long-term needs of survivors, and very few of them actually employ survivors or offer paid training that would assist with recovery. There are very few good paying jobs available to us, which leads to vulnerability and inability to move on. Many survivors don't want to go back to that same work they were doing before, but don't have any choice. After leaving the situation, we are struggling to recover and make ends meet."*

**James Kofi Annan**, founder of anti-trafficking organization Challenging Heights, testified before the U.S. Senate Committee on Foreign Relations about what life is like for a Ghanaian child sold into forced labor in the Lake Volta region, and why the U.S. government must continue funding programs that support prevention of human trafficking in other countries.

*“A typical day might begin at 3:00 a.m. and end at 8:00 p.m., and include challenging tasks such as casting nets, diving, hauling, with only one meal served. Children often get stuck in the nets at the bottom of the lake as a result of unsafe diving. If a child is caught escaping, the consequences can be brutal. Often the families do not hear from their children again.*

*“The United States’ diplomatic pressure is very important in helping to persuade the government of Ghana to act. It is critical that these efforts continue and are properly funded. Ideally, the government should target resources towards grass roots organizations as Ghanaians themselves and those in other countries struggling to end human trafficking are the only ones who can do the difficult work of changing attitudes in their own countries.”*

# Review of Authorizing Statutes

## Victims of Trafficking and Violence Protection Act of 2000 (TVPA 2000)

To combat the growing and widespread issue of trafficking in persons, members of the international community came together at the turn of the century and concluded a new protocol to the Transnational Crime Commission that banned trafficking, resulting in the Palermo Protocol, which the U.S. government helped develop and support. During this process and ultimately to provide for both implementation of the protocol and to fill gaps in U.S. law, Congress passed the bipartisan Victims of Trafficking and Violence Protection Act. It was signed by President William J. Clinton on October 28, 2000 (P.L. 106-386). The issue of trafficking in persons included those trafficked into the commercial sex industry, modern slavery, and forced labor. The TVPA 2000 was created to “ensure just and effective punishment of traffickers, and to protect their victims.”<sup>5</sup> There were three main components of the TVPA, commonly called the three P’s:

**Protection:** The TVPA increased the U.S. government’s efforts to protect victims of trafficking including, but not limited to:

- » Providing assistance to victims of trafficking, many of whom were previously ineligible for government assistance; and
- » Establishing non-immigrant status for victims of trafficking if they cooperated in the investigation and prosecution of traffickers (T visas), as well as providing other mechanisms to ensure the continued presence of victims to assist in such investigations and prosecutions.

**Prosecution:** The TVPA authorized the U.S. government to strengthen efforts to prosecute traffickers including, but not limited to:

- » Creating a series of new crimes on trafficking, forced labor, and document servitude that supplemented existing limited crimes related to slavery and involuntary servitude; and
- » Recognizing that modern slavery takes place in the context of force, fraud, or coercion and is based on new clear definitions for both trafficking into commercial sexual exploitation and labor exploitation: Sex trafficking was defined as, “a commercial sex act that is induced by force, fraud, or coercion, or in which the person induced to perform such an act has not attained 18 years of age.”<sup>6</sup> Labor

trafficking was defined as, “the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery.”<sup>7</sup>

**Prevention:** The TVPA allowed for increased prevention measures including, but not limited to:

- » Authorizing the U.S. government to assist foreign countries with their efforts to combat trafficking, as well as address trafficking within the U.S., including through research and awareness-raising; and
- » Providing foreign countries with assistance in drafting laws to prosecute trafficking, creating programs for trafficking victims, and assistance with implementing effective means of investigation.

## Trafficking Victims Protection Reauthorization Act of 2003 (TVPRA 2003)

Congress reauthorized the TVPA in 2003 (herein, TVPRA 2003) (P.L.108-193). Despite significant progress to combat and prosecute human trafficking, additional assistance and research was still needed. Moreover, corruption was still evident among some foreign law enforcement authorities that undermined international efforts to combat this issue.<sup>8</sup>

Thus, TVPRA 2003 added provisions to expand its reach, which included, but were not limited to, the following responsibilities:

- » Allowing for materials to be disseminated, which alert travelers that sex tourism is illegal;
- » Creating a new civil action that enables trafficked victims to sue their traffickers in federal district court; and
- » Requiring the attorney general to report annually on anti-trafficking efforts.

## Trafficking Victims Protection Reauthorization Act of 2005 (TVPRA 2005)

As awareness about the issue of human trafficking grew, the U.S. government began to recognize that human trafficking impacted not just foreign national victims of human trafficking, but also U.S. citizens, and lawful permanent residents (LPRs).

Congress reauthorized the TVPA in 2005 (herein, “TVPRA 2005”) (P.L.109-164).<sup>9</sup> The TVPRA 2005 added measures to protect survivors who are U.S. citizens. These measures included, but were not limited to:

- » Grant programs to assist state and local law enforcement efforts in combating human trafficking and to expand victim assistance programs to U.S. citizens or LPRs subjected to trafficking;
- » Programs to create comprehensive and rehabilitative service facilities for trafficking victims; and
- » Extraterritorial jurisdiction over trafficking offenses committed overseas.

## **Trafficking Victims Protection Reauthorization Act of 2008 (TVPRA 2008)**

In December 2008, Congress reauthorized the TVPA through FY 2012 with the William Wilberforce Trafficking Victims Protection Reauthorization Act of 2008 (herein, TVPRA 2008) (P.L.110-457).<sup>10</sup> This bipartisan reauthorization extended and modified certain programs that form the core of the Department of Justice’s efforts to prevent and prosecute human trafficking and protect the victims of trafficking and forced labor as well as the Department of Labor’s efforts to better document and deter the crime of human trafficking. It also strengthened the Department of Health and Human Services’ efforts to provide services to victims of trafficking, especially children. TVPRA 2008 added provisions related to:

- » Establishing new crimes that imposed penalties on those who obstruct or attempt to obstruct prosecutors’ investigations of trafficking;
- » Changing the standard of proof for the crime of sex trafficking to require that the government only prove that the defendant acted in “reckless disregard of the fact that such means [force, fraud, or coercion] would be used”;
- » Eliminating in sex trafficking charges the requirement that the defendant knew that the person engaged in commercial sex was a minor where the defendant had a reasonable opportunity to observe the minor;
- » Expanding the crime of forced labor, providing that “force” is a means of violating the law;
- » Imposing criminal liability on those who, knowingly and with intent to defraud, recruit workers from outside the U.S. for employment within the U.S. by making materially false or fraudulent representations;
- » Increasing the penalty for conspiring to commit trafficking;

- » Creating a penalty for those who knowingly benefit financially from the participation in ventures that engage in trafficking; and
- » Adding new prevention and protection measures to provide information to persons entering the U.S. lawfully and to establish protections for unaccompanied children.

## **Trafficking Victims Protection Reauthorization Act of 2013 (TVPRA 2013)**

In February 2013, Congress reauthorized the TVPA (herein, TVPRA 2013) (P.L.113-4), which was passed as an amendment to the reauthorization of the Violence Against Women Act.<sup>11</sup> The 2013 reauthorization established and strengthened programs to ensure that U.S. citizens do not purchase products made by victims of human trafficking, and to prevent child marriage. It also put into place emergency response provisions within the Department of State to respond quickly to disaster areas and crises where people are particularly susceptible to being trafficked. The reauthorization also strengthened survivors' collaboration with state and local law enforcement to ease charging and prosecuting traffickers. TVPRA 2013 added the following key provisions:

- » Providing invaluable resources supporting holistic services for survivors and enabling law enforcement to investigate cases, to hold perpetrators accountable, and to prevent human trafficking, forced labor, and modern slavery from happening in the first place;
- » Preventing U.S. foreign aid from going to countries that use child soldiers;
- » Penalizing the confiscation of identity documents, a prevalent form of coercion that traffickers use to exploit victims;
- » Creating a grant-making program to respond to humanitarian emergencies that result in an increased risk of trafficking;
- » Authorizing the State Department's Office to Monitor and Combat Trafficking in Persons (J/TIP) to form local partnerships in focus countries to combat child trafficking through Child Protection Compacts (CPC); and
- » Enhancing law enforcement capacity to combat sex tourism by extending jurisdiction under the 2003 PROTECT Act to prosecute U.S. citizens living abroad who sexually exploit children for commercial purposes.



## Conclusion

Despite these efforts, the crime of trafficking in persons continues to grow. Victims often experience severe trauma that requires intensive therapy, recovery, rehabilitation, and restorative services. In addition, human trafficking and forced labor criminal cases are often complicated and lengthy legal proceedings that require additional resources for prosecutors and victims. Many trafficking victims require comprehensive case management provided by victim services organizations to see them through their recovery, help them navigate the legal system, and provide assistance to law enforcement, all of which are necessary to prosecute criminal enterprises involved in human trafficking.



# Commerce, Justice, Science and Related Agencies (CJS)

## Department of Justice (DOJ)

- » Office of Justice Programs—Victim Services Grants
- » Office of Justice Programs—Minor Victim Services Grants
- » Civil Rights Division—Human Trafficking Prosecution Unit
- » Federal Bureau of Investigation
- » Offices of the U.S. Attorneys
- » Executive Office for U.S. Attorneys

Program	FY14 Enacted	FY15 PBR	FY15 Enacted	FY16 ATEST Request to OMB	FY16 PBR	FY16 ATEST Request to Congress	FY16 Enacted	FY17 ATEST Request to OMB	FY17 PBR	FY17 ATEST Request to Congress	FY17 Enacted	FY18 ATEST Request to OMB	FY19 ATEST Request to OMB
Office of Justice Programs: Victims Services (VS) and Task Forces (TF)	\$14.3	\$10.5	\$42.3	\$22.0 (VS) \$10.0 (TF)	\$10.5	\$35.0 (VS) \$10.0 (TF)	\$45.0	\$35.0 (VS) \$10.0 (TF)	\$45.0	\$35.0 (VS) \$10.0 (TF)	\$45.0	\$45.0 (VS) \$22.0 (TF)	\$67.0
VOCA Grants for Domestic Victims	n/a	\$10.0	n/a	n/a	\$10.0	n/a	n/a	n/a	\$6.0	n/a	n/a	n/a	n/a
Minor Victim Services Grants	n/a	n/a	n/a	\$10.0	n/a	\$10.0	n/a	\$10.0		\$10.0	n/a	\$10.0	\$10.0
Human Trafficking Prosecution Unit (HTPU)	\$5.3	n/a	\$5.3	\$6.5	\$5.3	\$6.5	\$5.3	\$6.5	\$5.3	\$6.5	\$5.3	\$6.5	\$6.5
U.S. States Attorneys Offices (USAO)	Lang.	n/a	Lang.	n/a	n/a	Lang.	Lang.	n/a	n/a	Lang.	Lang.		n/a
Federal Bureau of Investigation (FBI)	Lang.	n/a	Lang.	\$15.0	n/a	\$15.0 & Lang.	Lang.	\$15.0	n/a	\$15.0 & Lang.	Lang.	\$15.0	\$15.0
The National Human Trafficking Hotline (NHTH) (Formerly NHTRC)	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	\$2.5	n/a	n/a	n/a

### Request for Funding and Report Language

- » \$67,000,000 for victim services programs as authorized by Section 107(b)(2) of P.L. 106-386, and for programs authorized under P.L. 109-164 and P.L. 113-4.
- » Report language ensuring that funding for existing victim services grant programs at the Department of Justice (DOJ) remain within the Office for Victims of Crime (OVC).

### Summary of Program

The statutory authority for DOJ's trafficking victims grant program is 22 U.S.C. 7105(b)(2). This grant program provides initial emergency services, including temporary housing, medical care, crisis counseling and legal assistance, to trafficking victims. It also provides funding for communities to build greater capacity to address the various needs of trafficking victims, including through enhancing interagency collaboration and promoting greater coordination in providing services for victims.

### The Need

The DOJ is essential to prevent and prosecute human trafficking and protect the victims of trafficking and forced labor. Victims have often endured years of trauma and abuse. They require immediate access to shelter, medical services, and legal assistance. In addition, human trafficking criminal cases are often complicated and involve lengthy legal proceedings requiring additional resources for prosecutors and victims. Many of these victims require comprehensive case management provided by victim service organizations to see them through their recovery and help them navigate the legal system.

Unfortunately, the crime of human trafficking and forced labor is growing, and robust resources are needed to ensure that as more survivors of trafficking come forward they receive appropriate responses and services. DOJ grantees served 5,655 clients during the most recently reported one-year period (7/1/15 to 6/30/16), compared with 3,889 clients the year before and 2,782 the year before that, showing an increase of approximately 103 percent over that time.<sup>12</sup> Moreover, DOJ significantly increased the number of investigations opened, from 802 open cases in FY 2015 to 1,800 cases in FY 2016.<sup>13</sup> More investigations mean more victims identified in need of short-term and complex long-term support. It is essential to continue to provide DOJ with increased resources to meet these demonstrated needs.

## The Solution

ATEST requests a total of \$67,000,000 for victim services programs as authorized by Section 107(b)(2) of P.L. 106-386, and for programs authorized under P.L. 109-164 and P.L. 113-4.

We further request that DOJ funding for victim services grant programs remains within the OVC. OVC has done an efficient and effective job in administering victim services grants. OVC should retain this role without disruption. The victims of both sex and labor trafficking belong to many groups—they are male, female, adults, children, U.S. citizens, and foreign nationals. The current program provides critical services to all of these victim groups in a carefully balanced program.

### *Proposed Bill Language*

\$67,000,000 for victim services programs for victims of trafficking authorized under Section 107(b)(2) of Public Law 106-386, as amended.

### *Proposed Report Language*

The administration of the victim services grants programs should remain within the Office for Victims of Crime (OVC), which has done an efficient and effective job in administering these grants, and whose role should not be disrupted.

## **DOJ | Office of Justice Programs– Minor Victim Services Grants**

### **Request for Funding and Report Language**

» \$10,000,000 for Minor Victim Services Grants, of which \$8,000,000 is for sex trafficked minors and \$2,000,000 is for labor trafficked minors.

### **Summary Program**

TVPRA 2013 (P.L. 113-4) created a grant program to “develop, expand and strengthen assistance programs for certain persons subject to trafficking.” Under this grant program, the attorney general is authorized under Section 202 of P.L. 109-164 (TVPRA 2005), as amended by TVPRA 2013, to provide \$8,000,000 in grant funding to serve sex trafficked minors.

### **The Need**

In FY 2016, the National Human Trafficking Hotline (NHTH) received calls or texts that identified 2,285 potential child trafficking cases: 1,905 potential cases of child sex trafficking, and 174 potential cases of child labor trafficking.<sup>14</sup> Additionally, a 2017 study of runaway and homeless youth populations found that nearly one in five (19.4 percent) of the 911 interviewed youth were victims of human trafficking, with 15 percent trafficked for sex, 7.4 percent for labor, and 3 percent trafficked for both.<sup>15</sup>

Specialized, comprehensive, trauma-informed, gender-specific assistance to minor victims of human trafficking is essential to combating this crime. Minor victims of trafficking face tremendous hurdles in recovering from the abuse and trauma of their trafficking situation. Law enforcement around the country has identified the lack of specialized housing programs as the greatest obstacle in bringing effective prosecutions against child traffickers.

### **The Solution**

ATEST requests \$10,000,000 for Minor Victim Services Grants. Since the authorized funding of \$8,000,000 is specific to sex trafficked minors, we are requesting \$2,000,000 beyond that amount to support the same services, training, and outreach for labor trafficked youth. We believe including labor trafficked children—and funding for these cases—is imperative given that the federal definition of human trafficking includes both sex and labor trafficking.

DOJ must carefully administer this new grant funding in close collaboration with the Department of Health and Human Services (HHS). The key areas within the grant fund should include: residential care; 24-hour response services; provision of clothing and basic necessities; case management services; mental health counseling; comprehensive, trauma-informed, and gender-specific services; legal services; specialized training for social service providers and public- and private-sector personnel; outreach; and education. HHS, in its runaway and homeless youth programs and other services grant areas, already has technical expertise in all of the areas listed above.

#### *Proposed Bill Language*

\$10,000,000 for victim services programs for minor victims of sex and labor trafficking, provided that no less than \$8,000,000 shall be for victim services grants for sex trafficked minors as authorized by Section 202(i) of Public Law 113-4.

#### *Proposed Report Language*

The bill provides \$10,000,000 for Minor Victims of Trafficking Grant program, of which \$8,000,000 is for victim services grants for sex trafficked minors as authorized by Public Law 113-4, and the remaining \$2,000,000 is for victim services grants for labor trafficked minors. The Committee encourages DOJ to work in close coordination with the Department of Health and Human Services to encourage collaboration and reduce duplication of effort.

## DOJ | Civil Rights Division–Human Trafficking Prosecution Unit

### Request for Funding and Report Language

- » \$6,500,000 for the Human Trafficking Prosecution Unit (HTPU).
- » Report language calling for more reporting and collaboration with victim service providers.

### Summary of Program

HTPU is housed within the Criminal Section of the Justice Department's Civil Rights Division, and is headed by skilled prosecutors who have specialized experience prosecuting traffickers and working with victims of all forms of trafficking. The unit was created to bring together prosecutorial expertise, guide the investigation and prosecution of complex cases, and better coordinate DOJ's prosecution efforts.<sup>16</sup> The unit was charged with developing new strategies to combat modern slavery by utilizing the division's expertise and expanding its anti-trafficking enforcement across the U.S.<sup>17</sup>

HTPU is responsible for enhancing, and increasing the number of, DOJ's investigations and prosecutions of significant human trafficking cases, such as multijurisdictional cases and those involving financial crimes. HTPU also provides training, technical assistance, and outreach initiatives to federal, state, and local law enforcement and nongovernmental organizations (NGOs).<sup>18</sup>

### The Need

HTPU needs additional resources to maintain its growing caseload. Despite a 62 percent increase in cases filed in the last publicly reported five years (FY 2011-2015) compared to the previous five-year period,<sup>19</sup> funding for the HTPU has been flat at \$5.3 million since FY 2010. These cases are resource intensive because they are procedurally complex and involve multiple jurisdictions and defendants. With increased funding, HTPU will be able to more effectively investigate and prosecute all forms of trafficking and forced labor.

### The Solution

ATEST requests \$6,500,000 for HTPU, resources it needs to maintain its growing caseload. We also request report language calling for more reporting and collaboration with victim service providers and NGOs. These measures will help ensure victims'



needs are prioritized as part of the overall strategy to combat human trafficking and forced labor in the U.S.

#### *Proposed Report Language*

The Committee provides \$6,500,000 for the Human Trafficking Prosecution Unit (HTPU) and encourages HTPU and the Anti-Trafficking Coordination Teams to continue working with victim service providers and nongovernmental organizations to ensure victims' needs are prioritized as part of the overall strategy to combat human trafficking and forced labor in the United States. Furthermore, the Committee directs the HTPU to report to the Committees on Appropriations no later than 120 days following enactment of this Act on (1) the total number of human trafficking cases it prosecuted or assisted in prosecuting within the last three years disaggregated by type of trafficking, (2) the number of assistant U.S. attorneys who received training on human trafficking within the last three years, and (3) the number of assistant U.S. attorneys who received training on restitution for human trafficking victims within the last three years.

### Request for Funding and Report Language

- » \$15,000,000, as authorized by Section 113(h) of the TVPA of 2000 (P.L. 106-386), as amended, for the Federal Bureau of Investigation's (FBI) salaries and expenses account to investigate severe forms of trafficking in persons and train agents on the investigation of these cases.
- » Report language calling for allocation of additional resources and designation of a point of contact in each field office.

### Summary of Program

The FBI is the lead federal agency tasked with investigating instances of human trafficking. FBI agents play a crucial role in federal enforcement efforts, often coordinating with victim service providers, other NGOs, and sister law enforcement agencies, as well as supporting the work of U.S. attorneys in prosecuting human trafficking. Additionally, the FBI leads the Innocence Lost Task Forces. Each year these task forces lead coordinated cross-country operations. Human trafficking investigations conducted by the FBI are led by either the Civil Rights Unit (CRU), responsible for investigations involving domestic and foreign adults, or the Violent Crimes Against Children Section (VCACS), which focuses on cases involving commercial sexual exploitation of domestic minors.<sup>20</sup>

### The Need

Additional specific funding is needed to improve the FBI's capacity to investigate human trafficking cases involving both adults and minors, particularly given the drop in new cases related to adult victims in the latest reported figures and the significant discrepancy between the volume of CRU and VCACS cases. In FY 2015, the CRU opened 264 new cases, a drop from 310 the year before. VCACS opened significantly more new cases (538) in FY 2015, a slight drop from 573 the year before.<sup>21</sup> Additionally, in FY 2015, the FBI identified approximately 672 victims of human trafficking, of which 75 percent were from domestic minor sex trafficking and child sex tourism cases and 25 percent were from adult sex or labor trafficking cases or foreign national minor cases.<sup>22</sup> In light of these figures, specialized funding and additional resources are necessary to ensure all types of trafficking cases—including sex and labor trafficking of adults, children, foreign nationals, U.S. citizens, and LPRs—are investigated.

The FBI remains the premier federal law enforcement agency investigating human trafficking. With trafficking investigations often crossing state lines, the FBI's involvement becomes even more critical. The designation of a lead agent in each field office to serve as point of contact would enhance the FBI's capacity to coordinate with victim service providers and, by building expertise among lead agents, to react quickly and effectively to trafficking cases.

## **THE SOLUTION**

ATEST requests \$15 million for salaries and expenses, report language that calls on the FBI Director to allocate additional resources to fighting human trafficking, and the designation of a lead agent in each field office to be a point of contact on human trafficking issues.

### *Proposed Report Language*

The Committee recognizes the complex nature of human trafficking investigations and encourages the FBI director to allocate additional resources for human trafficking cases and designate a lead agent in each field office as a point of contact for slavery and human trafficking investigations.

### Request for Report Language

- » Report language that continues to require a point of contact in each U.S. Attorney's Office (USAO) to serve as the coordinator of all human trafficking and forced labor matters and as a liaison with victim service organizations.

### Summary of Program

The role of the USAO is vital to the DOJ's efforts to combat human trafficking. USAOs have worked in collaboration with HTPU and others to prosecute a wide range of human trafficking cases. As a result of this collaboration, the USAOs have developed specialized expertise in this area of criminal law and prosecution.

### The Need

Human trafficking and forced labor crimes are difficult to prosecute because witnesses often need protection, victims have complex service needs, and federal and state trafficking laws are dynamic. In order to facilitate successful and robust prosecution of trafficking and forced labor, there needs to be an expert facilitating this complex caseload within each USAO.

### The Solution

ATEST requests that the subcommittee include report language that continues to require a point of contact in each USAO to serve as the coordinator of all human trafficking and forced labor matters and as a liaison with victim service organizations within each respective jurisdiction to improve coordination and communication.

#### *Proposed Report Language*

The Committee directs the Executive Office for U.S. Attorneys, in consultation with the U.S. Attorneys, to designate a point of contact in each U.S. Attorney's Office who shall serve as the coordinator for all activities within that office concerning human trafficking and forced labor matters covered by the Trafficking Victims Protection Act (TVPA). Designating a point of contact will improve communication and coordination within each jurisdiction, including victim service organizations, in order to better serve the victims of human trafficking and forced labor.

### Need for Report Language

» Report Language calling for the Executive Office for U.S. Attorneys (EOUSA), in consultation with the Department of Homeland Security (DHS), to develop a process to enable survivors with T visas to obtain an expedited letter of support from the DOJ when their criminal cases are closed.

### Summary of Program

The EOUSA plays a key role by providing leadership and administrative support to U.S. attorneys offices around the country, including “legal education, administrative oversight, technical support, and the creation of uniform policies, among other responsibilities.”<sup>23</sup>

### The Need

Human trafficking survivors may apply for immigration relief under certain conditions, such as after complying with any reasonable request for assistance in the investigation or prosecution of the trafficking. To adjust status to LPR, a trafficking survivor who has less than three years of continuous physical presence while in T-1 (T visa) nonimmigrant status, must submit a document signed by the attorney general or his designee, attesting that the investigation or prosecution is complete.

Unfortunately, human trafficking victims report a lack of transparency and widespread inconsistency in the process of obtaining a letter of support from the DOJ, including waiting periods of more than one year to receive a requested “case closed” letter.

### The Solution

ATEST requests that the EOUSA, in consultation with the DHS, develop a process to enable survivors with T visas to obtain an expedited letter of support from the DOJ when their criminal cases are closed.

#### *Proposed Report Language*

The Committee directs the Executive Office for U.S. Attorneys, in consultation with the Department of Homeland Security, to develop a process to enable survivors with T visas to obtain an expedited letter of support from the Department of Justice when their criminal cases are closed.



# Labor Health and Human Services (LHHS)

## Department of Labor (DOL)

- » International Labor Affairs Bureau
- » Employment and Training Administration
- » Wage and Hour Division

## Department of Health and Human Services (HHS)

- » Administration for Children and Families—Office of Trafficking in Persons
- » Administration for Children and Families—Victim Services
- » Administration for Children and Families—The National Human Trafficking Hotline
- » Administration for Children and Families—Runaway and Homeless Youth Act
- » Administration for Children and Families—Highly Vulnerable Populations Study

## Department of Education (ED)

- » Grants to Local Education Agencies, Title I
- » McKinney-Vento Act Education for Homeless Children and Youth Program

PROGRAM	FY14 Enacted	FY15 PBR	FY15 Enacted	FY16 ATEST Request to OMB	FY16 PBR	FY16 ATEST Request to Congress	FY16 Enacted	FY17 ATEST Request to OMB	FY17 PBR	FY17 ATEST Request to Congress	FY17 Enacted	FY18 ATEST Request to OMB	FY19 ATEST Request to OMB
DOL/International Labor Affairs Bureau (ILAB)/Base Programs	n/a	n/a	\$91.1	\$117.5	\$94.5	\$117.5	\$86.1	\$117.5	\$101.2	\$129.3	\$86.1	\$118.5	\$118.5
Department of Labor (DOL)/Department of Wage and Hour Division (WHD)	\$0.0	\$0.0	\$0.0	\$5.0	\$0.0	\$5.0	\$0.0	\$5.0	n/a	\$5.0	n/a	\$5.0	\$0.05
Department of Labor (DOL)/Employment and Training Administration (ETA)	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	n/a	\$5.0
Administration for Children and Families (ACF)/Trafficking Victims Protection Act/Foreign Assistance	\$13.8	\$22.0	\$13.0	\$14.5	\$13.0	\$16.0	\$13.0	\$16.0	\$13.0	\$16.0	\$13.0	\$16.0	\$16.0
Administration for Children and Families (ACF)/Trafficking Victims Protection Act/U.S. Citizens and LPRs Assistance	\$1.8	\$10.0	\$2.8	\$10.0	\$9.0	\$16.0	\$5.8	\$16.0	\$9.0	\$16.0	\$5.8	\$16.0	\$16.0
HHS/National Human Trafficking Hotline (NHTH) (Formerly NHTRC)	n/a	n/a	n/a	\$1.2	n/a	\$1.6	n/a	\$1.6	n/a	\$2.5	Lang.	\$2.5	\$2.5
HHS/Runaway and Homeless Youth Act	n/a	n/a	n/a	\$13.0	n/a	\$50.0	\$102.0	\$165.0	n/a	\$165.0	\$102.0	\$165.0	\$165.0
HHS/CDC	n/a	n/a	n/a	n/a	n/a	Lang.	n/a	n/a	n/a	Lang.	n/a	n/a	n/a
HHS Victim Services Strategic Plan	n/a	n/a	n/a	n/a	n/a	Lang.	n/a	Lang.	n/a	Lang.	n/a	Lang.	n/a
Department of Education (ED)/McKinney-Vento Act	n/a	n/a	n/a	n/a	n/a	\$50.0	n/a	\$50.0	n/a	\$85.0	n/a	\$85.0	\$85.0
ED Title I Grants to Local Education Agencies	n/a	n/a	n/a	\$2.0	n/a	\$2.0	n/a	\$2.0	n/a	\$2.0	Lang.	\$2.0	\$2.0

### **Request for Funding and Report Language**

» \$118,500,000 for the International Labor Affairs Bureau (ILAB) in the Department of Labor (DOL). Of this, \$27,000,000 should be allocated for the administration of ILAB, \$57,500,000 for the Child Labor and Forced Labor program, \$9,000,000 for the Office of Child Labor, Forced Labor and Human Trafficking, \$10,000,000 for the Workers' Rights program, and \$15,000,000 for Human Trafficking Risk Reduction Grants.

### **Summary of Program**

ILAB is an essential part of the U.S. government's international response to forced labor, human trafficking, and child labor. ILAB utilizes technical assistance, bilateral and multilateral engagement, research, and international labor diplomacy to improve working conditions, raise living standards, protect workers' ability to exercise their rights, and address the workplace exploitation of children and other vulnerable populations. Project goals include adopting or reforming labor laws or standards, improving labor inspectorates' enforcement capacity, increasing awareness of fundamental labor rights, and improving occupational safety and health conditions.

In addition, ILAB publishes the Findings on the Worst Forms of Child Labor report pursuant to Section 142(c) of the Trade and Development Act of 2000. It also collaborates with the departments of State and Homeland Security to publish two lists of goods that are produced with forced labor, child labor, or forced or indentured child labor. The forced labor or child labor list is mandated by Section 105(b)(2) of TVPRA 2005 (P.L.109-164) and Section 110 of TVPRA 2008 (P.L.110-457).

Government officials, civil society advocates, and businesses around the world look to ILAB reports to help them understand where risks are present and which research to consult for more information and context. ILAB also needs funds to support field-based programs that find solutions to forced labor, trafficking, and the worst forms of child labor. Programs initiated by DOL/ILAB often serve as models for scaling up by the private sector, governments, and civil society.

Since 1995, ILAB has worked with NGO partners to withdraw millions of children from the worst forms of child labor through the Child Labor and Forced Labor program. These time-bound and measurable grants have created sustainable change through community and government engagement, and represent some of the greatest success stories of U.S. government engagement on modern slavery around the world in



recent decades. In 2015, for instance, ILAB announced a \$10 million grant to the ILO for the “Bridge Project, From Protocol to Practice: Building a Bridge to Global Action on Forced Labor”.<sup>24</sup>

## The Need

TVPRA 2005 (and its subsequent 2008 reauthorization) required DOL to implement several initiatives that never received specific appropriations. These new requirements included critical reporting and assessment tools to better evaluate the nature and scope of human trafficking and forced labor in the U.S. and around the world. Without adequate funding, and despite extraordinary efforts and widely respected outcomes, ILAB will continue struggle to fulfill these congressional mandates.

In general, more resources must be allocated to ensure that ILAB’s two lists of goods, and the worst forms of child labor report are as strong, accurate, and comprehensive as possible. Among other things, the requested funding would allow ILAB to ensure staff is able to travel to partnering countries where research and fact-finding may be needed to produce the lists and report. At present, ILAB staff has limited ability to gather and assess information. ILAB also needs funds to support field-based programs that find solutions to forced labor, trafficking, and the worst forms of child labor.

We also note that under the FY 2018 PBR and in the House LHHS subcommittee markup, ILAB’s funding would be drastically cut, eliminating all of the child and forced labor grants programming described above.

## The Solution

ATEST requests \$118,500,000 for ILAB. Of this, \$27,000,000 should be allocated for the administration of ILAB, \$57,500,000 for the Child Labor and Forced Labor program, \$9,000,000 for the Office of Child Labor, Forced Labor and Human Trafficking, \$10,000,000 for the Workers’ Rights program, and \$15,000,000 for the Human Trafficking Risk Reduction Grants.

These funds would allow ILAB to better fulfill its mandated reporting and continue to execute critical programs addressing vulnerability to forced and child labor around the world.

### *Proposed Report Language*

The Committee recommends \$118,500,000 for the Bureau of International Labor Affairs to implement Section 105(b)(2) of TVPRA 2005 (Public Law 109-164) and Section 110 of TVPRA 2008 (Public law 110457), of which \$27,000,000 shall be for the administration of the Bureau of International Labor Affairs, \$57,500,000 shall be for the Child Labor and Forced Labor program, \$9,000,000 for the Office of Child Labor, Forced Labor and Human Trafficking, \$10,000,000 for the Workers’ Rights program, and \$15,000,000 for the Human Trafficking Risk Reduction Grants.

### **Request for Funding and Report Language**

- » \$5 million to conduct a review of employment and training programs, revise program guidance to include eligibility for trafficking victims, and design and implement a pilot grant program to deliver trauma-informed services for survivors of human trafficking.
- » Report language calling on the Employment and Training Administration (ETA) to increase access to employment and training services for survivors, as well as focus on improving trafficking identification procedures related to state farmworker monitor advocates.

### **Summary of Program**

The DOL's ETA administers national funding through a distributed network of service provision centers in partnership with state workforce agencies that offer employment, training and job-readiness services to Americans around the country. ETA also houses a National Farmworker Monitor Advocate and provides training to state farmworker monitor advocates, who can be the first eyes and ears to identify cases of forced labor in agriculture. In the past, ETA has conducted trainings for these monitor advocates in collaboration with DOJ/HTPU.

### **The Need**

Labor trafficking affects both U.S. citizens and foreign nationals working across many industries in the United States, most commonly: domestic work, agriculture, manufacturing, janitorial services, hotel services, construction, health and elder care, hair and nail salons, and strip club dancing. DOL needs the resources to protect and support victims, particularly with much needed skills training and job placement services, as well as providing referrals to shelter, medical care, mental health services, legal services, and case management.

The U.S. Advisory Council on Human Trafficking highlighted the need to provide access to employment and training programs to all survivors of human trafficking. In its inaugural report, released in 2016, the council noted that, after leaving trafficking situations, survivors "...can find it difficult to live financially independent. Career development programs help survivors become self-sufficient and provide for their families. When survivors are employed, it positively affects their lives and prevents dependence on public benefits."<sup>25</sup>

## The Solution

ETA should review all employment readiness, training, and other discretionary programs. It should also revise program guidance as needed to explicitly include eligibility for trafficking victims where possible as per Section 107(b) of the TVPA (P.L. 106-386). In addition, the requested funds should be utilized to develop and implement a pilot program that would deliver trauma-informed employment and training services specifically designed to address particular barriers to service and challenges to finding employment faced by survivors of human trafficking.

Furthermore, we recommend that the department integrate training to identify potential signs of trafficking, and referral options, as regular activities for State Farmworker Monitor Advocates. These activities should also be integrated with provision of relevant services to particular at-risk populations, including through the Youth Build, Job Corps and Reentry Employment Opportunity programs.

### *Proposed Bill Language*

\$5,000,000 for employment and training victim services programs for victims of trafficking, as authorized by Section 107(b) of Public Law 106-386.

### *Proposed Report Language*

The Committee encourages the Employment and Training Administration to increase access and eligibility to employment and training services for survivors of all forms of human trafficking as required by Section 107(b) of the Trafficking Victims Protection Act (Public Law 106-386). The Committee also encourages the development and integration of training to identify potential signs of trafficking, and referral options, as regular activities for State Farmworker Monitor Advocates. These activities should also be integrated with the provision of relevant services to particularly at-risk populations, including through the Youth Build, Job Corps, and Reentry Employment Opportunity programs.

### **Request for Funding and Report Language**

» \$50,000 to support the DOL Wage and Hour Division's (WHD) role in the identification and support of victims of trafficking as authorized by 22 U.S.C. 7110(f).

### **Summary of Program**

WHD is primarily tasked with enforcing wage and hour related laws like the Fair Labor Standards Act or the Migrant and Seasonal Workers Protection Act. In the course of this work, the agency investigates civil labor violations that are closely related to human trafficking, and is sometimes the first agency to detect human trafficking crimes. It is therefore a critical partner in the identification of trafficking cases.

### **The Need**

Labor trafficking affects both U.S. and immigrant workers across many industries in the U.S., most commonly: domestic work, agriculture, manufacturing, janitorial services, hotel services, landscaping construction, health and elder care, hair and nail salons, and other service sector jobs. The 2014 Trafficking in Persons Report narrative on U.S. efforts to combat trafficking highlighted: "DOL field investigators were often the first government authorities to detect exploitative labor practices, and the DOL [WHD] targeted industries employing vulnerable workers, such as the agriculture, garment, janitorial, restaurant, and hospitality industries."<sup>26</sup>

### **The Solution**

ATEST requests these modest resources, needed to implement any policy and administrative processes to better identify and follow up on claims of human trafficking. Resources are also needed to protect and support cooperating victims during these investigations, including providing referrals to shelter, medical care, mental health services, legal services, and case management. To fully comprehend the extent of a human trafficking crime and identify all potential victims and supporting evidence, most cases require numerous interviews, often across multiple jurisdictions. Moreover, since WHD does not conduct criminal prosecutions, labor trafficking cases also require tight coordination between multiple federal and state law enforcement entities.

### *Proposed Report Language*

\$50,000 to support the DOL Wage and Hour Division's role in the identification and support of victims of trafficking as authorized by 22 U.S.C. 7110(f). The Committee urges these funds to be used to implement any policy and administrative processes to better identify and follow up on claims of human trafficking, as well to protect and support cooperating victims during these investigations, including by providing referrals to shelter, medical care, mental health services, legal services, and case management.

## **HHS | Administration for Children and Families– Office of Trafficking in Persons**

### **Request for Funding**

» Sufficient funding for the HHS Administration for Children and Families (ACF) to fully staff the Office on Trafficking in Persons (OTIP).

### **Summary of Program**

In 2015, ACF established OTIP, underscoring the importance of coordinating the human trafficking efforts across ACF. OTIP's mission is "to combat human trafficking by supporting and leading systems that prevent trafficking through public awareness and protect victims through identification and assistance, helping them rebuild their lives and become self-sufficient."<sup>27</sup>

### **The Need**

ACF works directly with all victims of human trafficking—men, women, children, foreign nationals, domestic clients, and lesbian, gay, bisexual, transgender, intersex, and questioning (LGBTIQ) individuals. This diversity informs a need for an office that is responsible for guiding principles and best practices, and for coordinating the human trafficking efforts across a wide ranging and large bureaucracy in ACF.

In addition, the establishment of a specific office on TIP created new institutional incentives around integrated and holistic anti-trafficking work that will lead to better outcomes if the office is properly staffed and empowered to carry out its mission.

OTIP requires continued funding for a core team of staff to coordinate this important work across divisions and bureaus in HHS.

### **The Solution**

The establishment of OTIP was an important step in creating a more coordinated and collaborative model to better assist all victims of human trafficking. ATEST requests funding for HHS ACF to maintain adequate staffing for the OTIP office, empowering it to succeed.

#### *Proposed Report Language*

Within the funds provided, the Committee encourages the Administration for Children and Families (ACF) to maintain sufficient full-time employees to support the Office of Trafficking in Persons and coordinate trafficking efforts across ACF.

## **HHS | Administration for Children and Families– Victim Services**

### **Request for Funding and Report Language**

» \$32,000,000 for ACF to implement the Victims of Trafficking and Violence Protection Act, as amended, distributed as follows: \$16,000,000 to serve foreign national victims; and \$16,000,000 to provide grants to NGOs working in communities around the country providing case management programs for U.S. citizens and legal permanent resident victims of severe forms of trafficking.

### **Summary of Programs**

The TVPA authorizes funding for HHS to serve victims of trafficking, most especially children. ACF is a division within HHS that promotes the economic and social well-being of families, children, individuals, and communities. That inclusiveness extends to ACF's commitment to ensuring that victims of all forms of human trafficking—adults, children, foreign nationals, U.S. citizens, and LPRs—have access to the support they need.

ACF accomplishes this by funding two primary grant programs, The Domestic Victims of Human Trafficking Program (DVHT) and the Trafficking Victim Assistance Program (TVAP), and a range of training, public awareness, and other initiatives. ACF also provides certification and eligibility letters for victims who are foreign nationals, allowing them to access services. In addition, the Family and Youth Services Bureau (FYSB) supports programs that serve runaway and homeless youth, who are among the most vulnerable to sex and labor trafficking in the U.S.<sup>28</sup>

It is difficult to overstate the importance of the services ACF grantees provide to foreign nationals, U.S. citizens, and LPRs. The timeframe needed for each victim to recover varies case to case. During this time, the survivor's case manager and attorney are often the focal point for the survivor's access to continuous care. When survivors first leave their trafficking situation, case managers and attorneys work with them to stabilize their basic needs and navigate the complex legal system. These services include accessing shelter, medical care, life skills training, and job placement, as well as supporting them through the processes of cooperating with law enforcement and testifying against their trafficker.

## The Need

The number of trafficking victims in the U.S. significantly exceeds the availability of services at that can be provided by ACF. This key agency must receive more resources to better prevent future exploitation and identify victims earlier. While the prevalence of human trafficking is difficult to determine, there are some indicators of the scope of the need for services. In 2016, 444 foreign victims were identified and certified as in need of comprehensive, trauma-informed, gender-specific services,<sup>29</sup> a 291 percent increase since 2001.<sup>30</sup> Yet, appropriations for these programs have risen only from \$10 million to \$13 million over the same period of time and are insufficient to meet victims' needs.

Moreover, evidence suggests that victims go unserved when resources are removed. For instance, in FY 2015, HHS provided \$7.5 million in grants to three NGOs for the provision of case management services to foreign national victims through a nationwide network of NGO sub-recipients. These resources provided assistance to a total of 1,726 individuals and their family members, a significant increase from prior years. However, in FY 2016, HHS only awarded \$6.5 million in grants to the same grantees, which dropped the number of victims served to 1,424 victims. At the same time, service periods were reduced, limiting a survivor's ability to recover and to participate in criminal prosecutions.

The need for services to U.S. citizens and LPRs is no less great. In FY 2016, the NHTH received calls or texts that identified 1,752 potential cases of sex trafficking and 147 potential cases of labor trafficking involving U.S. citizens.<sup>31</sup> Vulnerable populations among U.S. citizens and LPRs include, among others, runaway and homeless youth, the LGBTIQ community, Native Americans, Asian-Americans, Pacific Islanders, Latinos, migrant workers, youth of color, children, low-literacy and -numeracy individuals, and those with disabilities. When U.S. citizens and LPRs experience trafficking, they suffer similarly devastating consequences to those suffered by foreign nationals trafficked into the United States: psychological and physical trauma, fear of law enforcement, family estrangement, loss of income, and more.

There are other major needs that remain unmet under these programs. For instance, as currently structured, there are significant time constraints on funding, and no individualized assessment of need is available for survivors. Often, this arbitrary deadline cuts off essential support needed for survivors to achieve stability. Additionally, funding for case management services for foreign national victims should continue post certification, as referring survivors to local refugee resettlement programs does not provide the continuity of care needed for such complex cases. To ensure the stability of the survivor, continued and expanded funding for legal services is as critical as providing ongoing case management services. Human trafficking survivors have some of the most complex legal cases spanning court systems—immigration, criminal, and



civil. In order to ensure that survivors successfully prosecute their traffickers, receive appropriate immigration remedies, and have the option to seek restitution, funding should be available for ongoing legal counsel who have the knowledge to successfully guide survivors through these various systems.

There is a need for additional funding and programs dedicated specifically to not only serving victims, but also aiding collaborative efforts between agencies serving trafficked populations. Professionals such as teachers, doctors, and police officers should be trained on how to identify and assist trafficking victims they may encounter. Funding is also needed to evaluate the efficacy of methods utilized in serving trafficking victims.

## The Solution

ATEST requests \$32,000,000 for ACF to make significant strides toward serving victims of trafficking and fulfilling the mandate of the distinct sections of the TVPA:

- » \$16,000,000 to identify and serve foreign national victims.
- » \$16,000,000 to create specialized case management programs to assist U.S. citizens and LPRs.

We support the department's decision to include legal services within the comprehensive services available to victims. We encourage ACF to use a portion of these increased funds for legal services for victims.

### *Proposed Report Language*

The Committee recommends \$32,000,000 for the Administration for Children and Families to implement the Victims of Trafficking and Violence Protection Act, as amended, through grants to nongovernmental organizations working in communities around the country providing victim service programs for victims of severe forms of trafficking, of which \$16,000,000 shall be for foreign national victims and \$16,000,000 for U.S. Citizen and lawful permanent resident victims of severe forms of trafficking.

## **HHS** | Administration for Children and Families– The National Human Trafficking Hotline

### Request for Funding and Report Language

» \$2,500,000 for ACF to support the National Human Trafficking Hotline (NHTH), formerly known as the National Human Trafficking Resource Center (NHTRC).

### Summary of Program

The NHTH is a national, toll-free hotline, available to answer calls, online tips and email queries from anywhere 24 hours a day, seven days a week. The NHTH is authorized by Section 107(b)(1)(B)(ii) of TVPA of 2000, as amended (22 U.S.C. 7105(b)(1)(B)(ii)).

The NHTH provides assistance to victims seeking shelter, case management, and legal services, and where appropriate reports actionable tips to law enforcement. The NHTH also collects and provides valuable data on the prevalence of victims in the United States, as well as on human trafficking trends. The NHTH provides its services to foreign national and U.S. citizen victims of human trafficking.

Since 2007, the hotline has received reports of more than 37,000 potential cases of human trafficking.<sup>32</sup> The data collected by the NHTH is an important source of information about human trafficking domestically.

### The Need

Funding to the NHTH is insufficient to meet the growing call volume. The NHTH reported a 482.6 percent increase in substantive calls since FY 2009 (its first full FY), identifying 7,386 potential trafficking cases in the United States in FY 2016 alone and an additional 6,473 potential cases in the first three quarters of FY 2017.<sup>33</sup> While the costs of operating the hotline have continued to rise, in large part due to increased call volume, government funding for the hotline has stayed relatively flat.

### The Solution

ATEST requests \$2,500,000 for ACF to support the NHTH. These funds will help in the identification of victims and increase access to existing services. The NHTH is authorized by Section 107(b)(1)(B)(ii) of the TVPA of 2000, as amended (22 U.S.C. 7105(b)(1)(B)(ii)).

### *Proposed Report Language*

The Committee recommends \$2,500,000 to the Administration for Children and Families to support the National Human Trafficking Hotline (NHTH) as authorized by Section 107(b)(1)(B)(ii) of the TVPA of 2000, as amended (22 U.S.C. 7105(b)(1)(B)(ii)).

## **HHS** | Administration for Children and Families– Runaway and Homeless Youth Act

### Request for Funding and Report Language

» \$165,000,000 for ACF to implement the Runaway and Homeless Youth Act (RHYA).

### Summary of Program

The RHYA provides vital services to runaway, homeless, and disconnected youth. This modest investment has laid the foundation for a national system of services for our most vulnerable young people who are at risk of becoming or have already been victims of exploitation and trafficking, abuse, familial rejection, unsafe communities, and poverty. ACF has been involved with monitoring, reporting on, and consulting with other government agencies regarding Runaway and Homeless Youth (RHY) programs. These programs provide homeless and victimized youth with hope, safety, healing, and opportunities for a new life through: emergency shelters, family reunification when safe, aftercare, outreach, education and employment, health care, behavioral and mental health care, and transitional and independent housing options. This support achieves the following successful outcomes for youth:

- 1) Safe exit from homelessness and hopelessness;
- 2) Family reunification and/or establishment of permanent connections in their communities; and
- 3) Education, employment, and sustainable independence.

Further, these programs are often best positioned to prevent trafficking and commercial sexual exploitation, and provide early identification of victims of these crimes.

### The Need

Runaway and homeless youth are particularly vulnerable to becoming victims of trafficking. According to a 2016 report from the FYSB, 24 percent of youth living on the streets exchanged sex for money and 27.5 percent did so for a place to stay. Dual studies by researchers at The Field Center for Children's Policy, Practice & Research at the University of Pennsylvania and Loyola University (New Orleans) Modern Slavery Research Project for Covenant House International, an international network of providers of services to homeless youth, found that nearly one in five youth had been a victim of sex trafficking, labor trafficking, or both.

Despite large increases in child and youth homelessness, funding has remained flat for RHY programs. RHYA-funded Basic Center Programs have turned away more than 15,000 youth since FY 2010 due to a lack of an available bed, while RHYA-funded Transitional Living Programs have turned away more than 30,000 youth since FY 2010 due to the lack of an available bed. In addition, the U.S. Department of Housing and Urban Development's (HUD) 2016 Point-in-Time counted on a single night in January 2016:

- » 3,824 unaccompanied homeless minors (under 18 years old)—42 percent were unsheltered;
- » 31,862 unaccompanied homeless youth (18-24 years old)—46.7 percent were unsheltered.<sup>34</sup>

Without emergency and transitional housing and crisis intervention, these children and youth are at even greater risk for trafficking and other life-threatening conditions.

## The Solution

ATEST requests a total of \$165,000,000 for the ACF to implement the RHYA, originally part of the Juvenile Justice & Delinquency Prevention Act and last reauthorized by the Reconnecting Homeless Youth Act of 2008 (P.L. 110-378), in order to prevent trafficking, identify survivors, and provide services to runaway, homeless, and disconnected youth.

### *Proposed Report Language*

The Committee recommends \$165,000,000 for the Administration of Children and Families to implement the Runaway and Homeless Youth Act, originally part of the Juvenile Justice & Delinquency Prevention Act and last reauthorized by the Reconnecting Homeless Youth Act of 2008 (Public Law 110-378) as follows: \$150,000,000 to increase the capacity of programs that serve runaway and homeless youth to address human trafficking (\$130,000,000 for the Consolidated Runaway, Homeless Youth Programs and \$20,000,000 for Prevention Grants to Reduce Abuse of Runaway Youth); \$5,000,000 to increase capacity and provide training for service providers to identify and serve exploited and trafficked youth; and \$2,000,000 to conduct the National Study on the Prevalence, Needs and Characteristics of Homeless Youth.

## **HHS | Administration for Children and Families– Highly Vulnerable Populations Study**

### **Request for Funding**

» \$3,000,000 to be directed to HHS for a new study on the prevalence, characteristics, and needs of programs serving homeless youth in the U.S.

### **The Need**

Although evidence suggests a significant vulnerability to human trafficking among homeless youth, this population is very hard to identify and quantify. Homeless and human trafficked youth are often indiscernible and unwilling to disclose their housing and victimization status. Existing federal data sources operate using different definitions of homelessness, and do not fully capture the true nature of youth homelessness in the U.S. Because of this, a national multitier research and data collection effort is needed. While HHS is directed to conduct such a study under the RHYA, Congress first provided funding for this study to HUD in FY 2016. A second study will allow for expanded knowledge and build on the record of knowledge.

### **The Solution**

ATEST urges HHS to develop and implement a second study to build on the one to be released in the fall of 2017, to gather additional data and information on the number, characteristics, and needs of unaccompanied homeless youth in the U.S. Funding this study through HHS will ensure that the study clearly aligns with the goals, outcomes and homeless youth populations served through RHYA housing and services.

#### *Proposed Bill Language*

\$3,000,000 to the Department of Health and Human Services for a study on the prevalence, characteristics, and needs of programs serving homeless youth in the U.S.

## ED | Grants to Local Education Agencies, Title I

### Request for Funding and Report Language

- » \$2,000,000 for the Department of Education (ED) to develop additional education materials regarding all forms of child trafficking, to assist and train educators to identify potential victims and help educate youth on the prevention of child trafficking.
- » Report language calling for a white paper to examine the appropriate role of educators and the education system in preventing, identifying, and supporting child trafficking victims.

### Summary of Program

ED interfaces with approximately 50 million elementary and secondary school children each year. Educators are in a unique position to recognize the signs of child abuse and trafficking. However, educators need training and tools to successfully report potential victims or identify children who are at risk.

ED has released a preliminary guide for educators on ways to identify and help prevent child sex trafficking. The department has also partnered with HHS on discrete projects, including social media awareness campaigns such as the #WhatIWouldMiss campaign.

### The Need

ED is in a unique position to identify victims of sex and labor trafficking and to prevent the victimization and exploitation of those children who might be susceptible to this crime. While the department has been able to accomplish a great deal without any dedicated federal resources, in order to achieve meaningful and lasting change, the ED must have dedicated funding.

### The Solution

ATEST requests \$2,000,000 for ED to develop additional education materials regarding all forms of child trafficking, including sex and labor trafficking, to assist and train educators to identify potential victims and help educate youth on prevention of child trafficking.

We also request that the department publish a white paper to examine the appropriate role of educators and the education system in preventing, identifying, and

supporting child trafficking victims. The outcome of the white paper should inform the development of a model curriculum on the prevention of both sex and labor trafficking. ED should consult stakeholders, including educators, NGOs, and the U.S. Advisory Council on Human Trafficking, on the development of materials, the white paper, and the curriculum guidelines.

#### *Proposed Report Language*

To ensure that educators are aware of how to identify and respond to all types of trafficking, the Committee directs the Department of Education to develop educational materials regarding all forms of child trafficking, including sex and labor trafficking, and to publish a white paper that examines the appropriate role of educators and the education system in the prevention, identification, and support of child trafficking victims.



## **ED | McKinney-Vento Act Education for Homeless Children and Youth Program**

### **Request for Funding and Report Language**

» \$85,000,000 to implement the Education for Homeless Children and Youth Program (EHCY).

### **Summary of Program**

The EHCY removes barriers to school enrollment, attendance, and opportunities for success for homeless children and youth; all of whom are at high risk of human trafficking. The EHCY is effective in addressing youth homelessness. With the support of EHCY grants, local education agencies have provided identification, enrollment, and transportation assistance, as well as academic support and referrals for basic services. The EHCYP has given homeless children and youth the extra support they need to enroll and succeed in school.

### **The Need**

Homeless children and youth are particularly at risk for human trafficking. The resources directed to child and youth homelessness programs have not been sufficient in recent years. In public schools alone, 95,032 unaccompanied homeless youth were counted in the 2014-2015 school year—a 21 percent increase from the 2012-2013 school year.<sup>35</sup> The recently enacted Every Student Succeeds Act (ESSA) increased the authorized funding for the EHCY to \$85 million, the first increase since FY 2010. However, only 22 percent of school districts receive support through the EHCY in any given year. As a result, homeless children and youth are under-identified and continue to face significant barriers to school enrollment and continuity.

Under the McKinney-Vento Act's EHCY, all school districts are required to designate a local liaison, who proactively identifies children and youth without reliable housing and connects them to vital services like food, housing, and clothing. Under the act, school districts are also required to provide transportation to stabilize the educational experiences of students experiencing homelessness. Because all school districts—even those in communities without youth shelters—must designate a liaison, schools are uniquely positioned to identify and provide connection to services for youth who are being or are at risk of being trafficked.

Yet many liaisons are designated in name only and lack the time and the training to carry out their duties. This lack of capacity is particularly severe in light of the increase in student homelessness. Increasing funding for the EHCY will support a dedicated infrastructure within the nation's public schools to identify and serve children and youth who are at very high risk of human trafficking.

## The Solution

A TEST requests increasing funding for the EHCY program will support a dedicated infrastructure within the nation's public schools to identify and serve children and youth who are at very high risk of human trafficking. We are requesting \$85,000,000 to implement the EHCY, as authorized by Section 722(d)(3) of the McKinney-Vento Act as amended by the ESSA (P.L. 114-95).

### *Proposed Report Language*

The Committee recommends \$85,000,000 for the U.S. Department of Education to fully implement the McKinney-Vento Act's Education for Homeless Children and Youth programs (42 U.S.C. Section 11431 et seq.) to increase the capacity of public school systems to identify and serve homeless children and youth, who are at a high risk for human trafficking.

# State Foreign Operations and Related Programs (SFOPS)

## Department of State (DOS)

- » Program to End Modern Slavery
- » United States Advisory Council on Human Trafficking
- » Global Human Trafficking Hotline
- » Office to Monitor and Combat Trafficking in Persons
- » Bureau of International Narcotics and Law Enforcement
- » Bureau of Democracy, Human Rights, and Labor
- » Bureau of Populations, Refugees and Migration

## Agency for International Development (USAID)

- » Bureau of Democracy, Conflict and Humanitarian Assistance
- » Global Labor Program
- » Human Rights Grants Program

Program	FY14 Enacted	FY15 PBR	FY15 Enacted	FY16 ATEST Request to OMB	FY16 PBR	FY16 ATEST Request to Congress	FY16 Enacted	FY17 ATEST Request to OMB	FY17 PBR	FY17 ATEST Request to Congress	FY17 Enacted	FY18 ATEST Request to OMB	FY19 ATEST Request to OMB
Department of State / United States Advisory Council on Human Trafficking	n/a	n/a	n/a	n/a	n/a	n/a	n/a	\$0.5	\$0.0	\$0.5	n/a	\$0.5	\$0.5
Department of State / Global Human Trafficking Hotline	n/a	n/a	n/a	n/a	n/a	n/a	n/a	\$0.3	\$0.0	\$0.3	Lang.	\$0.3	\$0.3
Office to Monitor and Combat Trafficking in Persons (J/TIP)/ Administration	\$6.5	n/a	\$7.5	\$12.0	n/a	\$12.0	\$12.0	\$12.0	\$12.5	\$12.0	\$12.5	\$12.0	\$14.0
J/TIP Emergency Capacity Fund	n/a	n/a	n/a	\$3.0	n/a	\$3.0	n/a	\$3.0	n/a	\$3.0	n/a		n/a
Bureau of International Narcotics and Law Enforcement (INL)/TIP Grants	\$24.0	\$20.7	\$30.3	\$45.0	\$20.7	\$3.5	\$39.0	\$45.0	\$20.7	\$45.0	Pending at time of writing.	\$50.0 (\$45 for INL, \$5 for CPCs)	\$50.0 (\$45 for INL, \$5 for CPCs)
INL/DA/End Modern Slavery Initiative	n/a	n/a	n/a	n/a	n/a	n/a	\$25.0	\$36.0	n/a	\$36.0	Pending at time of writing.	\$36.0	\$37.50
ESF/TIP Grants	\$12.0	n/a	\$10.9	n/a	n/a	n/a	\$11.2	n/a	n/a	n/a	Pending at time of writing.	n/a	n/a
ESF/Human Trafficking Risk Reduction Grants	n/a	n/a	n/a	\$45.0	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Bureau of Democracy, Rights, and Labor (DRL)	Lang.	n/a	n/a	\$7.0	n/a	\$7.0	n/a	\$7.0	n/a	\$7.0	n/a	\$10.0	\$10.0
U.S. Agency for International Development / Bureau for Democracy Human Rights and Governance (DCHA) / Counter-Trafficking in Persons Policy (CTIP)	n/a	n/a	n/a	\$2.8	n/a	\$2.8	n/a	\$2.8	n/a	\$2.8	Lang.	\$1.8	\$1.8
USAID/DCHA Global Labor Program	n/a	n/a	n/a	\$10.0	n/a	\$10.0	n/a	\$10.0	n/a	\$10.0	n/a	\$10.0	\$10.0
USAID/Foreign Assistance	n/a	n/a	n/a	n/a	n/a	Lang.	n/a	n/a	n/a	Lang.	n/a	n/a	n/a
Bureau of Population, Refugees, and Migration (PRM)	n/a	n/a	n/a	\$0.7	n/a	\$0.8	n/a	\$0.8	n/a	\$0.8	n/a	\$0.8	n/a
Department of State / A-3 and G-5 Visas	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	Lang.	n/a	n/a	n/a

## DOS | Program to End Modern Slavery

### Request for Funding and Report Language

» \$37,500,000 for the Program to End Modern Slavery (PEMS). This fully authorized funding should complement rather than replace existing anti-trafficking programs.

### Summary of Program

The PEMS creates a way for the U.S. to leverage its investment through marshaling resources from other donor governments and the private sector to fund programs to combat sexual exploitation and forced labor around the world, gather data, and establish best practices with civil society and national governments to significantly and measurably decrease the prevalence of modern slavery. PEMS grants will be awarded as cooperative agreements and will go to “transformational programs and projects that seek to achieve a measurable and substantial reduction of the prevalence of modern slavery in targeted populations in priority countries or jurisdictions.” Projects will also leverage the funds provided to attract other donors, while complementing and building on existing efforts, developing local capacity, incorporating the perspectives of survivors, and including robust monitoring and evaluation.<sup>36</sup>

### The Need

There is a clear need for new funding sources and new, targeted approaches to fight human trafficking in high priority countries around the world. Simply put, the existing programs, though commendable and impactful, remain fundamentally insufficient when compared to the scope of the problem. New solutions are needed to enhance both levels of investment and sustained strategic targeting in the countries with the highest levels of trafficking.

### The Solution

The PEMS model can galvanize funding from other donor governments and from the private sector, and would allow for sustained funding targeted at the highest priority countries. ATEST requests that PEMS, authorized in the FY 2017 National Defense Authorization Act, be fully funded at the authorized level of \$37,500,000. Funding for PEMS should complement existing anti-trafficking programs that address root causes while protecting existing human rights, development, humanitarian, and democracy assistance.

### *Proposed Bill Language*

Of the funds appropriated by this Act under the heading “Development Assistance” and “International Narcotics Control and Law Enforcement,” in addition to funds made available to combat human trafficking under the headings “Development Assistance,” “Economic Support Fund,” “Assistance for Europe, Eurasia and Central Asia,” and “International Narcotics Control and Law Enforcement,” not less than \$37,500,000, to remain available until expended, shall be made available on a competitive basis for a grant or grants to support innovative strategies, on a cost-matching basis, that reduce the prevalence of modern slavery in targeted populations within partner countries (or jurisdictions thereof) with a high prevalence of modern slavery.

### *Proposed Report Language*

The Committee recommends \$37,500,000 for a cost-matching grant program to end modern slavery, to be made available on an open and competitive basis.

## **DOS | United States Advisory Council on Human Trafficking**

### **Request for Funding and Report Language**

» \$500,000 to support the United States Advisory Council on Human Trafficking (Advisory Council).

### **Summary of Program**

The Advisory Council provides advice and recommendations to the Senior Policy Operating Group (SPOG) and the President's Interagency Task Force (PITF) to Monitor and Combat Trafficking, as authorized by Section 115 of the Justice for Victims of Trafficking Act of 2015 (Public Law 114-22).

The Advisory Council provides a formal mechanism for senior administration and agency representatives seeking expertise from survivors. The Advisory Council provides the opportunity for survivor input on government priorities and actions that will improve the likelihood that proposed plans and solutions are effective.

Human trafficking survivors are in the best position to speak to policies that have the greatest impact and will effect real change. We applaud the U.S. government for working with survivors, not only on their behalf.

See Appendix 5 for excerpts from the Advisory Council's 2016 report.

### **The Need**

ATEST firmly believes that policy and programs that address the needs of survivors should be informed by their experience and understanding, and should be developed and implemented in concert with them.

Sixteen years after the passage of the TVPA, there is a substantial group of identified survivors of human trafficking who are willing and capable of informing policy, shaping programmatic and funding decisions, providing training and technical assistance, and leading educational efforts. Their voices need to be prioritized.

In January 2016, 11 survivors were appointed to the newly established Advisory Council. Funds are still needed to cover the costs of organizing and convening meetings, reimbursing Advisory Council members' travel and incidental expenses, and other activities authorized by the authorizing legislation.

## Solution

ATEST requests \$500,000 to support the Advisory Council. We strongly recommend additional funding to establish an Advisory Council that reflects the diverse backgrounds of survivors of trafficking—including foreign national and U.S. citizen survivors of sex and labor trafficking. This request would fund support staff for the Advisory Council, travel expenses and per diem, and other authorized activities.

### *Proposed Report Language*

The Committee supports the United States Advisory Council on Human Trafficking, as authorized by Section 115 of the Justice for Victims of Trafficking Act of 2015 (Public Law 114-22). The Committee recommends \$500,000 for the Council for support staff for Council convenings, Council members' travel expenses and per diem, and other authorized activities.

## DOS | Global Human Trafficking Hotline

### Request for Funding and Report Language

» \$300,000 for the DOS to support the launch of the Global Human Trafficking Hotline referenced in the Federal Acquisition Regulation (FAR) on trafficking in federal contracts.

### Summary of Program

An important rule regarding human trafficking in federal contracts in the FAR requires “a process for employees to report, without fear of retaliation, activity inconsistent with the policy prohibiting trafficking in persons, including a means to make available to all employees the hotline phone number of the Global Human Trafficking Hotline at 1-844-888-FREE and its email address at [help@befree.org](mailto:help@befree.org).”<sup>37</sup>

### The Need

The policy as outlined in the FAR can ultimately succeed only if workers have an independent channel of communication to report concerns. Providing access to a multi-modal hotline (e.g. phone, email) gives contractor employees and agents a means to safely report any indication of exploitation or human trafficking in their workplace or community. In order to build trust with workers who may fear retaliation, they must receive swift and sustained support.

### The Solution

ATEST requests \$300,000 for DOS to support the launch of the Global Human Trafficking Hotline referenced by the FAR.

#### *Proposed Report Language*

The Committee recommends \$300,000 to launch the Global Human Trafficking Hotline to provide a confidential and independent hotline for employees to report, without fear of retaliation, activity inconsistent with the policy prohibiting trafficking in persons, including a means to make the hotline phone number and email address available to all employees.



### Request for Funding and Report Language

» \$14,000,000 to support the work of J/TIP in combating human trafficking around the world and in coordinating U.S. government anti-trafficking efforts.

### Summary of Program

Many countries lack the necessary resources to help combat human trafficking, modern slavery, and forced labor. The J/TIP office was established to work with other governments, international organizations, and civil society actors to eradicate human trafficking by prosecuting traffickers, protecting victims, and preventing human trafficking. J/TIP provides the resources and tools that are often needed in many of these countries. J/TIP currently funds projects in more than 76 countries to assist governments with a will to change and economic need to improve their response to human trafficking.

Since 2002, J/TIP has supported more than 880 projects around the world, utilizing over \$250 million in foreign assistance funding.<sup>38</sup> Partnering with civil society and multilateral organizations, the office funds anti-trafficking programmatic efforts to address issues or deficiencies identified in the annual Trafficking in Persons Report. A majority of programmatic efforts are strategically placed in countries that are identified as Tier 3 or are on the Tier 2 Watch List, but some Tier 2 countries also receive foreign assistance program funds. In addition to tier ranking, the office also considers the country's financial resources and need for additional expertise in human trafficking issues, a government's political will to address human trafficking, and other funding that may be already used to address trafficking in the country.

J/TIP is at the forefront of improving foreign government responses to human trafficking through its annual publication of the TIP Report. It serves as one of the world's most comprehensive and credible resources on the scope of the problem in more than 160 countries around the world and of governmental anti-human trafficking efforts.

### The Need

There is a growing awareness of the problem of human trafficking and forced labor in countries around the world, but many countries lack the resources needed to help combat the problem. J/TIP provides the resources and tools that are often needed in

many of these countries. J/TIP is already funding projects in over 76 countries in an effort to assist governments with the will to change but that lack the financial resources of doing so. J/TIP needs additional resources to ensure that the U.S. government continues to be a strong leader on these issues.

Robust funding would support overseas travel to improve collaboration with the posts and regional bureaus, and enable J/TIP to encourage foreign governments to comply with the minimum standards in the TVPA and implementation of the tier ranking system. This increase will enable recruitment of full time employees with functional expertise in prosecution and prevention strategies, to assist in addressing performance gaps, particularly for Tier 2 Watch List countries. The increase will also support ongoing reporting and grant functions vital to the office's efforts to encourage progress in achieving the TVPA's standards and building in-country capacity. These efforts with Tier 2 Watch List countries are increasingly important as countries are subject to the "auto-downgrade provision" and future sanctions.

## The Solution

ATEST requests \$14,000,000 to support the work of the J/TIP office in combating human trafficking. These funds would also support the PITF. Under the original TVPA, J/TIP is responsible for convening this task force, which coordinates anti-trafficking efforts across the U.S. government.

### *Proposed Report Language*

The Committee recommendation includes \$14,000,000 for the Office to Monitor and Combat Trafficking in Persons.

## **DOS | Bureau of International Narcotics and Law Enforcement**

### **Request for Funding and Report Language**

- » \$45,000,000 for the Bureau of International Narcotics and Law Enforcement Affairs (INL) to award grants to U.S.-based and foreign nonprofit and nongovernmental organizations, public international organizations, and universities to fight human trafficking internationally through prevention-focused workshops, training workshops for law enforcement, legal support, and strategic assistance.
- » \$5,000,000 in funding beyond the INL grants should be made available and designated specifically for Child Protection Compacts (CPC).

### **Summary of Program**

The INL “works to keep Americans safe at home by countering international crime, illegal drugs, and instability abroad. INL helps countries deliver justice and fairness by strengthening their police, courts, and corrections systems.”<sup>39</sup> Even though INL’s focus has been on combating drug trafficking, a substantial component of its work also consists of serious cross-border crimes, such as human trafficking. INL grants provide very specific support to law enforcement to help train and educate officers on how to recognize trafficking and forced labor, investigate, assist with prosecutions, and assist victims.

Under TVPRA 2013 (P.L. 113-4), DOS is authorized to provide assistance for each country that enters into a CPC with the U.S. to support policies and programs that prevent and respond to violence, exploitation, and abuse against children; and measurably reduce the trafficking of minors, by building sustainable and effective systems of justice, prevention, and protection. The assistance can be provided in the form of grants, cooperative agreements, or contracts to or with national governments, regional or local governmental units, or NGOs with expertise in the protection of victims of severe forms of trafficking in persons. Since 2015, J/TIP has signed CPCs with Ghana, the Philippines, and Peru to combat the sexual exploitation and forced labor of children.

### **The Need**

In 2016, only 66,520 victims of human trafficking were identified globally, of an estimated 21 million. This amounts to approximately 0.3 percent of victims. Additionally,

in 2016 there were an estimated 14,897 prosecutions and 9,071 convictions of traffickers globally.<sup>40</sup> Prosecution and prevention efforts should be expanded and strengthened given the global magnitude of human trafficking. INL funding is needed to continue essential work, which previously included programs in 21 target countries. These projects included: working to reduce trafficking in mining zones in the Democratic Republic of Congo; scaling up child protection systems in Mauritania to prevent and combat child trafficking; improving the identification of, and the provision of services to, trafficking victims for forced labor in the garment/textile, domestic work, and agricultural sectors in Jordan; and labor trafficking of men into the fishing industry in Thailand. Additional funding is also needed to respond to new challenges, particularly online commercial sexual exploitation of girls and boys in the Philippines. These funds are critical to ensuring that victims are identified and protected, traffickers are convicted, and systems and policies are in place to prevent future trafficking.

Evidence demonstrates that children, by virtue of their age, face particular vulnerabilities to both sex and labor trafficking. In Ghana, where the first CPC was implemented in 2015, a baseline study funded through the Compact found “... significant levels of child trafficking and slavery-like conditions in 20 communities in Ghana’s Volta and Central regions ... [with] ... child trafficking and slavery-like conditions in every community studied, with an average of 35.2 percent of households having a victim of child trafficking or slavery-like conditions.”<sup>41</sup> The funding requested is needed to continue to fund additional country-level interventions like the one in Ghana with cooperative governments, and expand the proven CPC model to help prevent child trafficking.

## The Solution

ATEST requests \$45,000,000 for the INL to award grants to U.S.-based and foreign nonprofit and nongovernmental organizations, public international organizations, and universities to fight human trafficking internationally through prevention-focused workshops, training workshops for law enforcement, and legal and strategic support.

ATEST also requests an additional \$5,000,000 be designated specifically for CPCs. This will allow additional funding be made available for another country to be chosen in FY 2019. ATEST further requests that J/TIP continue to be the implementing agency.

### *Proposed Report Language*

Of the amounts provided for activities to combat trafficking in persons internationally, \$45,000,000 is included under International Narcotics Control and Law Enforcement. The Committee directs that \$5,000,000 be made available for Child Protection Compacts. The Committee expects that funds will be prioritized for countries with the greatest need and to continue to support Child Protection Compacts pursuant to Public Law 113– 4.

### Request for Funding and Report Language

» \$10,000,000 designated specifically for the Bureau of Democracy, Human Rights and Labor's (DRL) activities to support labor rights, labor recruitment reform, and corporate accountability activities, as well as efforts to combat gender-based violence.

### Summary of Program

DRL works to protect human rights through the promotion of freedom and democracy, using the values outlined in the Universal Declaration of Human Rights.<sup>42</sup> DRL works with democratic partners, international organizations, NGOs, and engaged citizens that support freedom.<sup>43</sup>

DRL's important programs strengthen multi-stakeholder engagement on labor and sexual exploitation in supply chains (including of products or services exported to the United States). Examples of these programs include anti-child labor initiatives in cotton and cocoa, efforts to support Brazil's national plan against slave labor, capacity building for local labor monitoring and worker organizations, efforts to combat entrenched forms of slavery in Mauritania, Mali and Senegal, and initiatives to address the particular vulnerability of migrant workers and other vulnerable populations to forced labor and other forms of abuse and exploitation. DRL also supports programs that assist victims of gender-based violence, including human trafficking.

### The Need

One of the central focus areas of the U.S. government in the global fight against trafficking is the use of partnerships. Partnerships between governments, multilateral organizations, corporations, and NGOs are critical to creating a sustainable system that combats trafficking at every level. DRL is a central player in bringing together partners from all over the world especially in the areas of labor and corporate responsibility.

Further, DRL's critical role addressing the needs of vulnerable populations and promoting human rights makes an important contribution to international human trafficking prevention efforts.

## The Solution

Of the amounts provided for DRL, ATEST requests \$10,000,000 specifically for activities to support labor rights, labor recruitment reform, and corporate accountability activities, as well as efforts to combat gender-based violence.

### *Proposed Report Language*

The Committee recommendation includes \$10,000,000 for activities to support labor rights, labor recruitment reform, and corporate accountability activities, as well as efforts to combat gender-based violence.

### Request for Funding and Report Language

» \$800,000 for the Program on Migration within the Refugee Assistance account, to ensure continued services to support family reunification efforts for human trafficking survivors in the U.S. throughout the year.

### Summary of Program

The Bureau of Population, Refugees, and Migration (PRM) seeks to resolve the plight of persecuted and uprooted people around the world. PRM has the responsibility of formulating refugee and migration policies and administering U.S. refugee assistance and admittance programs. The Bureau "... encourages the creation of orderly, legal, and humane international migration regimes that respect the human rights of all migrants, including irregular migrants and survivors of human trafficking, and facilitates international cooperation to prevent and combat human trafficking."<sup>44</sup>

Services for human trafficking survivors' family members through the International Organization on Migration (IOM) provide invaluable on-the-ground assistance to reunite families after years of separation. IOM support includes arranging family members' travel, conducting pre-departure education, and accompanying children in transit. Similar services are available for victims who choose to return to their home countries rather than avail themselves of immigration benefits.<sup>45</sup>

### The Need

Between 2005, when the program began, and 2015, IOM facilitated the reunification of 1,522 family members and helped 28 survivors return to their countries of origin.<sup>46</sup> In FY 2016, the program reunited 279 family members with relatives in the U.S., up from 244 in FY 2015.<sup>47</sup> The requested funds are needed in order to avoid waitlists and manage the needs of the families of an overall upward trend of foreign national victims identified in the U.S.

### The Solution

ATEST requests \$800,000 for the PRM, implemented through funding to the IOM, within Migration and Refugee Assistance, to support family reunification efforts for human trafficking survivors in the United States throughout the year.

*Proposed Report Language*

The Committee recommendation includes no less than \$800,000 for the Program on Migration implemented through the International Organization on Migration.



## Request for Funding and Report Language

- » \$1,800,000 within the budget for the Bureau for Democracy, Conflict and Humanitarian Assistance (DCHA), to support efforts to integrate anti-trafficking in persons work into other USAID programs both at headquarters and within missions.

## Summary of Program

USAID is an independent federal agency that provides economic, development, and humanitarian assistance around the world in support of U.S. foreign policy objectives. USAID released its Counter-Trafficking in Persons (C-TIP) policy in February 2012 and the subsequent C-TIP Field Guide in April 2013, with DCHA taking the lead on anti-trafficking matters within USAID headquarters.

Effective integration of robust anti-trafficking policies and activities across the range of USAID assistance programs would: a) ensure that foreign assistance efforts do not inadvertently leave vulnerable community members behind, or even increase their vulnerability; b) generate new avenues and opportunities to maximize the impact on trafficking issues of U.S. interventions, budgetary investment, and activities, and enhance the impact of existing interventions; and c) help reinforce and support broader development objectives. Advancing these goals is a matter of efficiency and effectiveness of taxpayer investment, as well as a critical component of advancing counter-trafficking policy and American leadership on the international stage.

## The Need

USAID has a unique and critical role to play in addressing the development dimension of human trafficking prevention. This can range from direct anti-trafficking activities to integration of such policies and activities across the range of USAID foreign assistance programs. Foreign assistance programs should take proactive steps to become aware of, and responsive to, all forms of trafficking and forced labor that exist in the communities in which they work. Integrating anti-trafficking measures into the planning, design, implementation, and evaluation processes of foreign assistance programs across sectors ensures that foreign assistance efforts do not inadvertently leave vulnerable community members behind or even increase their vulnerability. Assistance programs that include anti-slavery objectives in India and Nepal, for

instance, have begun to show the promise of this approach in contributing positively to broader development objectives. In addition, post-earthquake assistance in Haiti benefited from an understanding of prevalent forms of human trafficking in Haiti, of which many Haitian children were already victims prior to the earthquake.

## The Solution

Within the budget for DCHA, ATEST requests \$1,800,000 to support efforts to integrate anti-trafficking in persons work into other agency programs both at headquarters and within missions, including but not limited to health, food security, humanitarian assistance, and economic development. In particular, we recommend the use of these funds to undertake research on how to integrate counter-trafficking analysis, interventions, and evaluation into broader development programming.

It appears that implementation of USAID's critical C-TIP Policy is lagging, and field operations are not reflecting significant integration. Therefore, we request that a greater emphasis be placed on implementation of the anti-trafficking strategy in the field by requiring USAID Missions located in Tier 2, Tier 2-Watch List and Tier 3 countries to have mandatory training in anti-trafficking policies and programs for USAID staff in these countries, and that future Country Development Cooperation Strategies in these countries and Regional Development Cooperation Strategies in regions that include these countries, incorporate a robust anti-trafficking analysis component. It is critical that all USAID staff operating in Tier 2, Tier 2 Watch List, and Tier 3 countries know, understand, and implement the agency's C-TIP policy, particularly its integration strategy.

### *Proposed Report Language*

The Committee recommends \$1,800,000 to integrate counter-trafficking in persons work into other USAID programs both at headquarters and within missions, including but not limited to health, food security, and economic development.

## **USAID** | Bureau for Democracy, Conflict and Humanitarian Assistance–Global Labor Program

### Request for Funding and Report Language

» \$10,000,000 to USAID/DCHA for the Global Labor Program (GLP).

### Summary of Program

The GLP supports efforts that promote international labor standards and strengthen labor unions and NGOs. A long-standing USAID program, the GLP is funded out of the Democracy Fund, through five-year cooperative agreements. The operational office for the program is the Center for Excellence in Democracy, Human Rights and Governance (DRG) at USAID, which is part of DCHA.

### The Need

The GLP plays a crucial role in addressing the underlying root causes of human trafficking and strengthens labor rights and workers' organizations around the world. The GLP strengthens human trafficking prevention initiatives by supporting programs that improve the economic and social development of vulnerable workers, such as migrant, informal economy, and women workers. These workers are particularly vulnerable to human trafficking, forced labor, and gender-based violence. The GLP also supports country-based regional and global programs on adherence to core labor standards.

### The Solution

ATEST requests \$10,000,000 to USAID's Bureau for DCHA for the GLP.

#### *Proposed Report Language*

The Committee recommends \$10,000,000 to implement the Global Labor Program within the Bureau for Democracy, Conflict, and Humanitarian Assistance to increase technical assistance in trade partner countries on worker rights and gender programming. The Global Labor Program is critical to addressing the root causes of human trafficking, strengthening worker and labor rights, and improving trade partnerships around the world.

## **USAID | Bureau for Democracy, Conflict and Humanitarian Assistance–Human Rights Grant Program**

### **Request for Funding and Report Language**

» We request \$1,000,000 to support C-TIP specific grants under USAID’s Human Rights Grants Program.

### **Program Description**

The Human Rights Grants Program is available to USAID Missions to address human rights objectives or support integration of human rights issues across all development initiatives.<sup>48</sup>

### **The Need**

These grants represent one of the few ways that small-scale NGOs with deep local expertise can apply for USAID funding. The lack of anti-trafficking grants represents a critical missed opportunity for effective interventions. To the degree that cross-sectoral projects including anti-trafficking elements can be prioritized within this framework, this funding could also be used to advance the anti-trafficking integration objectives, thereby supporting development and anti-trafficking objectives in tandem, as argued in earlier sections of this guide.

### **The Solution**

By specifically allocating \$1 million in funding for anti-trafficking projects, we can ensure that this important grant program can be leveraged to fight modern slavery. To the degree that cross-sectoral programming including anti-trafficking initiatives can be emphasized, the same investment can also enhance development outcomes.

#### *Proposed Report Language*

The Committee urges \$1,000,000 of the funds appropriated for the Human Rights Grants Program be used exclusively for Counter-Trafficking in Persons specific grants, with an emphasis on cross-sectoral programming, where possible.

# Homeland Security

## Department of Homeland Security (DHS)

- » Immigration and Customs Enforcement / Homeland Security Investigations
- » Child Exploitation Investigations Unit
- » Customs and Border Protection

## Homeland Security Appropriations History

Program	FY14 Enacted	FY15 PBR	FY15 Enacted	FY16 ATEST Request to OMB	FY16 PBR	FY16 ATEST Request to Congress	FY16 Enacted	FY17 ATEST Request to OMB	FY17 PBR	FY17 ATEST Request to Congress	FY17 Enacted	FY18 ATEST Request to OMB	FY19 ATEST Request to OMB
U.S. Immigration and Customs Enforcement (ICE)	Lang.	n/a	Lang.	\$8.8 above PBR for TIP	\$36.2 (HIS & ICE)	\$8.8 above PBR for TIP	\$5.0	\$34.4 (ICE) + \$20.0 (CSE Investigations) + \$20.0 (Victim Witness)	\$5.0	\$34.4 (ICE) + \$20.0 (CSE Investigations) + \$20.0 (Victim Witness) + language	\$10.0	\$54.4 (\$34.4 for HIS, \$20 for CEIU)	\$75 (\$20 for VWC's, \$20 for CEIU, \$34 for HSI)
U.S. Customs and Border Protection (CBP)	Lang.	n/a	Lang.	n/a	n/a	Lang.	Lang.	n/a	n/a	Lang.	Lang.	\$20.0	\$20.00

## **DHS | Immigration and Customs Enforcement– Homeland Security Investigations**

### **Request for Funding and Report Language**

» \$54,400,000 in funding for investigations, training, and victim services by Immigrations and Customs Enforcement (ICE) Homeland Security Investigations (HSI) to combat severe forms of trafficking in persons as authorized by Section 113(i) of the 2000 TVPA, as amended, with \$20,000,000 designated for Victim Witness Coordinators.

### **Description of Program**

HSI plays a critical role in combating severe forms of trafficking originating from foreign countries, including investigations of violations of Section 307 of the Tariff Act of 1930, and is therefore the first line of defense in stopping key aspects of this crime. The agency also coordinates with state tribal and local law enforcement authorities, and works closely with other federal and DHS components.<sup>49</sup>

### **The Need**

Additional resources are needed to continue to expand investigations against suspected human traffickers and help reduce the incidents of trafficking and forced labor in the U.S. In FY 2016 HSI initiated 1,029 TIP investigations, down slightly from 1,034 in FY 2015, and up from 987 in FY 2014. Overall, from 2005 to 2016, HSI has reported a 275 percent increase in human trafficking investigations.<sup>50</sup> Despite this progress, the proportion of sex trafficking to labor trafficking investigations remains unequal. For instance, in FY 2016, of the 241 federal human trafficking prosecutions initiated by DOJ, 228 involved predominantly sex trafficking and only 13 involved predominantly labor trafficking.<sup>51</sup> In addition, NGOs continue to express concern about the lack of survivor-centered practices and procedures in HSI investigations, and the continued use of immigration enforcement as an element of coercion in labor trafficking cases.

The Victim Witness Coordinator funding would allow HSI to hire five additional Victim Witness Coordinators to support victims interacting with law enforcement and ensure that the HSI response to this crime is victim-centered. The funds would also allow HSI to train these personnel on the provision of victim services and rights for this victim population.

## The Solution

Additional resources should be used train field officers to identify victims of human trafficking, distinguish between trafficking and smuggling, expand trafficking investigations, help reduce the incidents of trafficking and forced labor in the U.S., and make HSI investigations more victim-centered. Of the requested \$54.4 million, we request that the funds be allocated as follows: \$7,000,000 for specialized human trafficking ICE victims' services; \$12,000,000 for ICE forced labor investigations including the creation of new positions for ICE forced labor investigators; and \$15,400,000 to support ICE trafficking in persons investigations including new positions for ICE human trafficking investigators, and \$20,000,000 for Victim Witness Coordinators.

### *Proposed Report Language*

The Committee recommends \$54,400,000 to support investigations, training, and victim services by Immigration and Customs Enforcement (ICE) to combat forced labor and trafficking in persons, including new positions to expand ICE investigations of suspected forced labor and human trafficking. Congress called on ICE to take a more active role in pursuing investigations of human trafficking under Section 113(i) of the TVPA of 2000, as amended. ICE is one of the first lines of defense in combating this crime as it enters the United States.

## DHS | Immigration and Customs Enforcement– Child Exploitation Investigations Unit

### Request for Funding

» \$20,000,000 to support investigations overseas into child sex tourism and child forced labor through the Child Exploitation Investigations Unit within the ICE Cyber Crimes Center.

### Description of Program

DHS plays an important role in combating child sexual exploitation both at home and abroad. The Child Exploitation Investigations Unit uses “... cutting edge investigative techniques to bring justice to consumers, producers, and distributors of child pornography, as well as to predators engaging in child sex tourism. The efforts of the CEIU ... have resulted in the rescue of thousands of children.”<sup>52</sup>

### The Need

In FY 2015, ICE investigations resulted in the identification of over 1,000 child victims of trafficking.<sup>53</sup> We know, however, that there are a greater number of victimized children that are not able to be rescued. The funding requested would allow DHS to increase its ability to coordinate with other countries to prevent known registered child sex offenders from exploiting children.

### The Solution

ATEST requests \$20,000,000 to support investigations overseas into child sex tourism and child forced labor. We also urge HSI to prioritize partnering with NGOs and service providers that have expertise in victims’ and children’s rights so that child victims of sexual exploitation receive appropriate care and services to which they are entitled.

#### *Proposed Report Language:*

The Committee recommends \$20,000,000 for the Child Exploitation Investigations Unit within the Immigrations and Customs Enforcement Cyber Crimes Center to combat child sexual exploitation.



### Request for Funding and Report Language

» We request \$20,000,000 for Customs and Border Protection (CBP) to self-initiate investigations into the enforcement of Section 307 of the Tariff Act of 1930.

### Description of Program

Section 307 of the Tariff Act of 1930 empowers CBP to stop shipments at our borders of goods produced with forced labor, and the Trade Facilitation and Trade Enforcement Act of 2015 (TFTEA) strengthened the authority to prohibit the importation of goods made with forced or prison labor into the U.S., by repealing the exemption for goods for which there is a “consumptive demand” in the U.S.

### The Need

ATEST has welcomed the changes in TFTEA, which provides an effective tool for DHS, through CBP and ICE, to enforce the ban on importation of goods made with forced labor.

In the President’s 2017 Trade Policy Agenda, the current administration pledges to focus, among other things, on “Enforcing labor provisions in existing agreements and enforcing the prohibition against the importation and sale of goods made with forced labor.”<sup>54</sup> It is important to resource CBP, encourage coordination with HSI, and take any further steps needed to ensure this pledge becomes a reality.

### The Solution

ATEST requests \$20,000,000 for CBP to self-initiate investigations into the enforcement of Section 307 of the Tariff Act of 1930. Funds should be used to support CBP’s budget request for FY 2018 of 20 new auditors, to further enforce forced labor restrictions in imports as was addressed in Section 910 of TFTEA, and self-initiate investigations of particular types of goods suspected to be produced under conditions of forced labor; provide training to Customs officers and investigatory staff on forced labor, and develop new approaches to identifying and inspecting imports produced with forced labor.



# Transportation, Housing and Urban Development (THUD)

## Department of Housing and Urban Development (HUD)

» Homeless Assistance Grants

Program	FY14 Enacted	FY15 PBR	FY15 Enacted	FY16 ATEST Request to OMB	FY16 PBR	FY16 ATEST Request to Congress	FY16 Enacted	FY17 ATEST Request to OMB	FY17 PBR	FY17 ATEST Request to Congress	FY17 Enacted	FY18 ATEST Request to OMB	FY19 ATEST Request to OMB
HUD/Homeless Assistance Grants (HAG)	n/a	n/a	n/a	n/a	n/a	\$150.0 & Lang.	n/a	\$150.0	n/a	No less than \$33.0 for youth & Lang.	Lang.	\$300.0	Lang.

### Need for Report Language

» Within the Homeless Assistance Grants (HAG) program, we request report language to ensure HAG funding to Continuums of Care (CoC) does not continue to impose housing models that are inappropriate for homeless youth.

### Description of Program

The purpose of the CoC Program is “to promote communitywide commitment to the goal of ending homelessness; provide funding for efforts by nonprofit providers, and state and local governments to quickly rehouse homeless individuals and families while minimizing the trauma and dislocation caused to homeless individuals, families, and communities by homelessness; promote access to and effective utilization of mainstream programs by homeless individuals and families; and optimize self-sufficiency among individuals and families experiencing homelessness.”<sup>55</sup>

### The Need

Transitional housing, emergency shelter, and other emergency solutions programs are integral to preventing trafficking among the homeless youth population. A lack of housing increases vulnerability and heightens a young person’s risk of becoming a victim of human trafficking. Currently, HUD has been deprioritizing these housing and shelter programs with supportive services in exchange for prioritizing other housing interventions that are largely not youth-appropriate or accessible to youth experiencing homelessness. Having a stable place to live—coupled with services that reconnect youth with education and teach life skills—is necessary for youth to be able to fully support themselves when they become adults. Programs with a youth appropriate focus are the most effective way to prevent the human trafficking of youth experiencing homelessness.

### The Solution

A comprehensive approach to serving homeless youth age 24 and under can dramatically reduce homelessness of both minors and young adults. The committee should include report language to ensure HAG funding to CoC does not continue to impose specific housing models that are largely inaccessible to and developmentally inappropriate for homeless youth. The language we propose would prevent HUD from effectively defunding both transitional housing and supportive services-only projects through the use of incentives for other housing or service models.

### *Proposed Report Language*

Provided further, that in awarding grants from funds appropriated under this heading, the Secretary shall not award bonuses, greater priority, points, or weight in scoring, or other incentives that have the effect of prioritizing any specific subpopulation of homeless people, program component or housing or service model, including "Housing First," over another.



# Appendices

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## APPENDIX A: FY 2018 Appropriations Letter to Commerce, Justice, Science and Related Agencies (CJS)



1700 Pennsylvania Avenue, NW # 500  
Washington, DC 20006  
[www.endslaveryandtrafficking.com](http://www.endslaveryandtrafficking.com)

March 21, 2017

The Honorable John Culberson, Chairman  
House Appropriations Subcommittee on Commerce, Justice, Science and Related Agencies

The Honorable Jose E. Serrano, Ranking Member  
House Appropriations Subcommittee on Commerce, Justice, Science and Related Agencies

The Honorable Richard C. Shelby, Chairman  
Senate Appropriations Subcommittee on Commerce, Justice, Science and Related Agencies

The Honorable Jeanne Shaheen, Ranking Member  
Senate Appropriations Subcommittee on Commerce, Justice, Science and Related Agencies

Dear Chairs Culberson and Shelby and Ranking Members Serrano and Shaheen:

On behalf of the Alliance to End Slavery and Trafficking (ATEST) and the undersigned organizations, we are writing to seek your assistance to fund a series of authorized programs in the FY 2018 Commerce, Justice, Science and Related Agencies Appropriations bill that are absolutely critical to fighting the growing problem of human trafficking and forced labor.

The Trafficking Victims Protection Act (P.L.113-4) validated the Justice Department's role in investigating and prosecuting trafficking crimes, as well as serving its victims. The TVPA forms the core of the Department of Justice's efforts to prevent and prosecute human trafficking and protect the victims of trafficking and forced labor. Unfortunately, the problem of human trafficking is growing. These victims often experience severe trauma that requires intensive therapy and rehabilitation. In addition, human trafficking criminal cases are often complicated and involve lengthy legal proceedings requiring additional resources for prosecutors as well as victims. Many of these victims require comprehensive case management provided by victim service organizations to see them through their recovery and help them navigate the legal system.

With your help and leadership, we want to maintain and increase the resources available to the Department of Justice, victims, and the victim service organizations on the frontlines fighting to help the victims of these crimes. Therefore, we request the following:

### **Office of Justice Programs / State and Local Law Enforcement Assistance**

#### **1. Victim Services Grants**

We request that funding for existing victim services grant programs at the Department of Justice remain within the Office for Victims of Crime (OVC). OVC has done an efficient and effective



job in administering existing victim services grants and OVC should retain this role without disruption.

We request a total of \$67,000,000 for victim services programs as authorized by section 107(b)(2) of Public Law 106-386, Public Law 109-164 and Public Law 113-4. Of this amount, we request that no less than \$22,000,000 be appropriated to support the Enhanced Collaborative Model to Combat Human Trafficking Task Force Program, consistent with the FY2016 funding level, and ask that this be accompanied by statutory language authorizing the total funding level within OVC's victim services grants. Due to the recent enactment of funding levels that exceed the authorized funding levels, we recognize the Committee may want to consider amending the TVPRA to reflect the enacted levels.

The National Human Trafficking Hotline reported a 660% increase in substantive calls since 2008, identifying 7,572 trafficking cases in the United States in 2016 alone. Robust resources are needed to ensure that as more survivors of trafficking come forward they receive appropriate responses and services.

**Proposed Bill Language:**

*\$67,000,000 for victim services programs for victims of trafficking, as authorized by section 107(b)(2) of Public Law 106-386, as amended by Public Law 113-4. Of the amount provided under this section, no less than \$22,000,000 shall be provided for the Enhanced Collaborative Model to Combat Human Trafficking Task Force Program.*

**Proposed Report Language:**

*The bill provides \$67,000,000 for the Victims of Trafficking Grant program as authorized by Public Law 106-386 and amended by Public Law 113-4 of which no less than \$22,000,000 is for the Enhanced Collaborative Model to Combat Human Trafficking Task Force Program.*

**2. Minor Victim Services Grants**

We request \$10,000,000 for Minor Victim Services Grants, of which \$8,000,000 is for sex trafficked minors and \$2,000,000 is for labor trafficked minors. We further request that the budget contain additional statutory language to make this funding available for two years, instead of just one year.

The TVPRA of 2013 (P.L. 113-4) created a grant program to “develop, expand and strengthen assistance programs for certain persons subject to trafficking.” Under this grant program, the Attorney General is authorized under Sec. 202 of P.L. 109-164 (TVPRA of 2005), as amended by the TVPRA of 2013, to provide \$8,000,000 in grant funding to serve sex trafficked minors. Since the authorized funds are specific to sex trafficked minors, we are requesting an additional \$2,000,000 in grant funds to support appropriate services, training, and outreach for labor trafficked youth. We believe developing these programs simultaneously is imperative given that the federal definition of human trafficking includes both sex and labor trafficking.

Specialized, comprehensive, trauma-informed, gender-specific assistance to minor victims of human trafficking is essential to combating this crime. Minor victims of trafficking face major hurdles in recovering from the abuse and trauma of their trafficking situation. Law enforcement around the country has identified the lack of specialized housing programs as the greatest obstacle in bringing effective prosecutions against child traffickers.

According to the most recent data from the Department of Justice, 700 children were arrested for prostitution in 2014. Anecdotal data from selected cities further illustrates the need for these funds. In Los Angeles County, for example, the Succeed Through Achievement and Resilience (STAR) Court Program estimates that 210 girls are arrested annually for prostitution. (This does not include the number of children who disclose while they are in juvenile hall). In the first six months of 2016 alone, 141 juveniles have disclosed that they were in fact victims of trafficking, even though they were not arrested for prostitution.

While we support the need for additional funding for trafficked minors, especially sex trafficked minors, we believe DOJ must carefully administer this new grant fund in close collaboration with the Department of Health and Human Services (HHS) and that the key areas within the grant fund include: residential care, 24-hour response services, clothing and basic necessities, case management services, mental health counseling, comprehensive, trauma-informed, and gender specific services, legal services, and specialized training for social service providers, public and private sector personnel, and outreach and education. HHS, in its runaway and homeless youth programs and other services grant areas, already has technical expertise in all of the above-listed areas.

**Proposed Bill Language:**

*\$10,000,000 for victim services programs for minor victims of sex and labor trafficking, provided that no less than \$8,000,000 shall be for victim services grants for sex trafficked minors as authorized by section 202(i) of Public Law 113-4.*

**Proposed Report Language:**

*The bill provides \$10,000,000 for Minor Victims of Trafficking Grant program, of which \$8,000,000 is for victim services grants for sex trafficked minors as authorized by Public Law 113-4, and the remaining \$2,000,000 is for victim services grants for labor trafficked minors. The Committee encourages DOJ to work in close coordination with the Department of Health and Human Services to encourage collaboration and reduce duplication of effort.*

**Legal Activities / Civil Rights Division**

3. Human Trafficking Prosecution Unit (HTPU)

We request \$6,500,000 for the Human Trafficking Prosecution Unit, resources it needs to maintain its growing caseload. Despite a 62 percent increase in cases filed in the last five years (FY 2011-2015) compared to the previous five-year period, funding for the HTPU has been flat at \$5.3 million since FY 2010. These cases are resource intensive because they are procedurally

complex, and involve multiple jurisdictions and defendants. With increased funding, HTPU will be able to more effectively investigate and prosecute all forms of trafficking and modern slavery.

**Proposed Report Language:**

*The Committee provides \$6,500,000 for the Human Trafficking Prosecution Unit (HTPU) and encourages HTPU and the Anti-Trafficking Coordination Teams to continue working with victim service providers and non-governmental organizations to ensure victim needs are prioritized as part of the overall strategy to combat human trafficking and forced labor in the United States. Furthermore, the Committee directs the Human Trafficking Prosecution Unit (HTPU) to report to the Committees on Appropriations no later than 120 days following enactment of this Act on (1) the total number of human trafficking cases it prosecuted or assisted in prosecuting within the last three years disaggregated by type of trafficking, (2) the number of Assistant U.S. Attorneys who received training on human trafficking within the last three years, and (3) the number of Assistant U.S. Attorneys who received training on restitution for human trafficking victims within the last three years.*

**Federal Bureau of Investigation**

4. Federal Bureau of Investigation

The FBI remains the premier federal law enforcement agency fighting human trafficking and slavery. The presence of the FBI in any trafficking investigation significantly increases the chances of a successful investigation. Furthermore, with trafficking investigations often crossing state lines, the presence of the FBI becomes even more critical.

**Proposed Report Language:**

*The Committee recognizes the complex nature of human trafficking investigations and encourages the Director to allocate additional resources for human trafficking cases and designate a lead agent in each field office as a point of contact for slavery and human trafficking investigations.*

**Legal Activities / United States Attorneys**

5. U.S. Attorney's Office

We request that the Subcommittee include report language that continues to require a point of contact (POC) in each U.S. Attorney's Office (USAO) to serve as the coordinator of all human trafficking and forced labor matters within each USAO and to serve as a liaison with victim service organizations within each respective jurisdiction to improve coordination and communication.

**Proposed Report Language:**

*The Committee directs the Executive Office of U.S. Attorneys, in consultation with the United States Attorneys, to designate a point of contact in each U.S. Attorney's office who shall serve as the coordinator for all activities within that office concerning human trafficking and forced labor matters covered by the Trafficking Victims Protection Act (TVPA). Designating a point of*

*contact will improve communication and coordination within each jurisdiction, including victim service organizations, in order to better serve the victims of human trafficking and forced labor.*

6. Process for Survivors to Obtain Expedited Letter of Support

We request that the Executive Office of U.S. Attorneys, in consultation with the Department of Homeland Security, to develop a process to enable survivors with T-visas to obtain an expedited letter of support from the Department of Justice when their criminal case is closed.

Proposed Report Language:

*The Committee directs the Executive Office of U.S. Attorneys, in consultation with the Department of Homeland Security, to develop a process to enable survivors with T-visas to obtain an expedited letter of support from the Department of Justice when their criminal case is closed.*

We understand the extremely difficult funding situation you are facing in FY 2018. We have carefully vetted our requests to reflect true priorities that are targeted and focused on the most important and most effective programs. We thank you for your consideration of these requests and your continued leadership in fighting the scourge of human trafficking and forced labor. If you have any questions, please contact Melysa Sperber, ATEST Director, at [msperber@humanityunitedaction.org](mailto:msperber@humanityunitedaction.org) or (631) 374-0749.

Sincerely,

Adrian Dominican Sisters Portfolio Advisory Board

AIDS Alabama

Ann Weinman, Retired Judge

Benedictine Sisters of Chicago

Bilateral Safety Corridor Coalition

Boys & Girls Clubs of Harrison-Crawford Counties

California NOW

Catholic Health Initiatives

Center for the Human Rights of Children, Loyola University Chicago



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CenterLink: The Community of LGBT Centers

Central Valley Justice Coalition

Centro de los Derechos del Migrante, Inc. (CDM)

Changing Destinies Ministry

Chicago Benedictines for Peace

Children's Advocacy Institute

Church Women United in New York State

Civil Society

Coalition Against Trafficking & Exploitation

Coalition for Juvenile Justice

Coalition of Immokalee Workers (CIW)

Coalition to Abolish Slavery & Trafficking

Community Youth Services

Congregation of Holy Faith

CREA: Center for Reflection, Education and Action

Daughters of Charity

Daughters of Charity - Province of St. Louise

Dignity Health

Dominican Sisters of Hope

Douglas County Human Trafficking Task Force



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Durham County Task Force Against Child Sexual Exploitation

ECPAT-USA

Edmund Rice International

ENC Stop Human Trafficking Now

Episcopal Diocese of New York Task Force Against Human Trafficking

Equinox Domestic Violence Services

Franciscan Action Network

Freedom From Exploitation, Inc.

Freedom Network USA

Free the Slaves

Freedom United

Futures Without Violence

GenerateHope

Genocide Watch

Girl Up

Global Rights for Women

GoodWeave International

HEAL Trafficking

Healthy Teen Network



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Holy Family Convent

Holy Spirit Missionary Sisters - USA- Justice, Peace and Integrity of Creation

Hope for San Diego

Horizons Cambodia

Human Trafficking Search

Humans for Justice

IF Hummingbird Foundation Inc.

IL Women Religious Against Human Trafficking

Illinois Women Religious Against Human Trafficking

Illinois Collaboration on Youth

Illinois Women Religious Against Human Trafficking

Indiana Trafficking Victims Assistance Program

Indiana Youth Services Association

International Council of Jewish Women

International Institute of Buffalo

International Justice Mission (IJM)

International Labor Rights Forum (ILRF)

International Organization for Adolescents (IOFA)

Janus Youth Programs

Jewish Child Care Association (JCCA)



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[www.endslaveryandtrafficking.com](http://www.endslaveryandtrafficking.com)

Jewish Council for Public Affairs

Jewish Women's Theater

Justice for Families

Justice in Motion

Justice, Peace and Integrity of Creation Committee of St. Louis and Associates

Laboratory to Combat Human Trafficking

Law Offices of Laura J. Snoke

Leadership Conference of Women Religious

Life 107 Ministries

LifeWay Network

Loma Linda University Church

Love146

Loving Arms, Inc.

Loyola University Modern Slavery Research Project

Mark P. Lagon, School of Foreign Service, Georgetown University; former Ambassador-At-Large to Combat Trafficking in Persons

Maryknoll Office for Global Concerns

Maternal and Child Health Access

Mercy Investment Services

Mosaic Family Services





1700 Pennsylvania Avenue, NW # 500  
Washington, DC 20006  
[www.endslaveryandtrafficking.com](http://www.endslaveryandtrafficking.com)

My Life My Choice

National Association for the Advancement of Colored People (NAACP)

National Advocacy Center of the Sisters of the Good Shepherd

National Black Justice Coalition

National Center for Victims of Crime

National Council of Jewish Women

National Domestic Workers Alliance (NDWA)

National Network for Youth (NN4Y)

National Runaway Safeline

National Safe Place Network

Network of Jewish Human Service Agencies

New Jersey Chapter, American Academy of Pediatrics

Northwest Coalition for Responsible Investment

On Eagles Wings Ministries

Pacific Survivor Center

Pan Pacific and South East Asia Women's Association.

PeterCares House

Polaris

Presbyterian Church (U.S.A.)



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Presbyterian Church (USA) Washington Office of Public Witness

Project IRENE

Project Oz

Rabbinical Assembly

Religious of the Sacred Heart of Mary NGO - Stop Trafficking

Religious of the Sacred Heart, Redwood City, CA

Religious Sisters of Charity

Ruth Ellis Center

S.A.F.E.

Safe Horizon

Salvatorian Advocacy for Victims of Exploitation Inc.

School Sisters of Notre Dame Central Pacific Province Human Trafficking Committee

School Sisters of St. Francis

SchoolHouse Connection

SeraphimGLOBAL

Shared Hope International

Sisters of St. Francis

Sisters of the Presentation of the Blessed Virgin Mary

Sisters of the Presentation, San Francisco, CA

Slavery Today Journal



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Society of the Holy Child Jesus, American Province

Solidarity Center

St. Mary of the Lake Human Trafficking Working Group

StandUp For Kids National

Temple Isaiah Abolition of Human Trafficking Initiative

Thai Community Development Center

The Grey Nuns of the Sacred Heart

The Healing Center

The Human Trafficking Prevention Project at the University of Baltimore School of Law

The Lifeboat Project, Inc.

The National Crittenton Foundation

The United Methodist Church, Church and Society

There Is Hope For Me, Inc.

Thorn: Digital Defenders of Children

Tri-State Coalition for Responsible Investment

Truckers Against Trafficking

U.S. Catholic Sisters Against Human Trafficking

U.S. Fund for UNICEF

U.S. National Committee for UN Women



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Union for Reform Judaism  
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Ursuline Sisters of Tildonk, U.S. Province

Verité

Vida Legal Assistance Inc.

Vital Voices Global Partnership

Washington University School of Medicine

WestCoast Children's Clinic

Wisconsin Association for Runaway Services

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Women of Reform Judaism

Worker Justice Center of New York, Inc.

Worksafe

Xaverian Brothers

YouthCare

YWCA NorthEastern NY

Zoë Ministries, Inc.



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*ATEST is a U.S.-based coalition that advocates for solutions to prevent and end all forms of human trafficking and modern slavery around the world. ATEST member organizations include: Coalition to Abolish Slavery and Trafficking (CAST), Coalition of Immokalee Workers (CIW), ECPAT-USA, Free the Slaves, Futures Without Violence (FUTURES), International Justice Mission, National Domestic Workers Alliance (NDWA), National Network for Youth (NN4Y), Polaris, Safe Horizon, Solidarity Center, Verité, and Vital Voices Global Partnership. ATEST is a project of Humanity United Action.*

## APPENDIX B: FY 2018 Appropriations Letter to Labor Health and Human Services (LHHS)



1700 Pennsylvania Avenue, NW # 500  
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[www.endslaveryandtrafficking.com](http://www.endslaveryandtrafficking.com)

March 21, 2017

The Honorable Tom Cole, Chairman  
House Appropriations Subcommittee on Labor, Health and Human Services, Education, and Related Agencies

The Honorable Rosa DeLauro, Ranking Member  
House Appropriations Subcommittee on Labor, Health and Human Services, Education, and Related Agencies

The Honorable Roy Blunt, Chairman  
Senate Appropriations Subcommittee on Labor, Health and Human Services, Education, and Related Agencies

The Honorable Patty Murray, Ranking Member  
Senate Appropriations Subcommittee on Labor, Health and Human Services, Education, and Related Agencies

Dear Chairmen Cole and Blunt and Ranking Members DeLauro and Murray:

On behalf of the Alliance to End Slavery and Trafficking (ATEST) and the undersigned organizations, we thank you for your leadership in the fight to end child labor, forced labor, and human trafficking, and we appreciate your efforts to pass legislation to curtail these practices and provide resources to the federal agencies who are engaged in combating these issues. We are writing to seek your assistance in funding several programs related to child labor, forced labor, and human trafficking in the FY 2018 Labor, Health and Human Services, Education, and Related Agencies Appropriations bill.

The number of trafficking victims identified significantly exceeds the availability of services at the Departments of Education (ED), Labor (DOL), and Health and Human Services (HHS). These key departments must be given the resources to combat this horrific crime if we are to better prevent future exploitation and identify victims earlier. The Trafficking Victims Protection Act (P.L. 113-4), and its subsequent authorizations provides authority and authorizes funding for DOL and HHS to serve victims of trafficking, most especially children. In addition, the Department of Education through the nation's school system is integral to the identification of child trafficking victims and homeless children and youth and must be engaged further on this issue.

ATEST recommends robust funding and accountability for DOL, HHS, and ED programs to fulfill the highest priority mandates of the Trafficking Victims Protection Reauthorization Act (TVPPRA). With your leadership, DOL, HHS, and ED will document the trafficking problem and deter future trafficking, as well as provide significant services to assist trafficking victims.

## **Department of Labor**

### **1. DOL: International Labor Affairs Bureau**

We request \$103,500,000 for the Bureau of International Labor Affairs in the Department of Labor (DOL/ILAB). ILAB is responsible for implementing Section 105(b)(2) of the TVPRA of 2005 (P.L.109- 164) and Section 110 of the TVPRA of 2008 (P.L.110-457). Funding provided would allow ILAB to fulfill its Congressional mandates and ensure staff is able to travel to the countries with which it has partnered. Specifically, we request \$27,000,000 for the administration of the Bureau of International Labor Affairs, \$59,000,000 for the Child Labor and Forced Labor program, \$10,000,000 for the Workers' Rights program, and \$7,500,000 for program evaluation.

DOL/ILAB is an essential part of the U.S. Government's international response to forced labor, human trafficking, and child labor. ILAB's mandates include vital work that is trafficking-specific but also encompasses a range of related policy areas that touch on key elements of partnership, prevention, protection and prosecution, such as child labor, international labor diplomacy, and international economic affairs, and labor-related trade policy. The existence of a robust and expertly staffed entity within the USG foreign policy establishment that sits outside of the diplomatic constraints of the State Department and focuses particularly on worker rights is of inestimable value to the USG's ability to tackle both human trafficking and related underlying structural causes and key areas of vulnerability.

Through highly respected research, grant-making, and policy development work, ILAB has provided the critical tools and framework to ensure the protection of the world's most vulnerable workers. The agency's collaboration with the Department of State and the Department of Homeland Security in reporting the findings on the Worst Forms of Child Labor report pursuant to Section 142(c) of the Trade and Development Act of 2000 represents a well regarded body of knowledge for other USG agencies, civil society and the general public to understand where risks are present. These reports that identify cases of goods made with forced labor, child labor, and forced or indentured child labor, are crucial and necessary tools in the USG counter-trafficking mission and must therefore be maintained and strengthened. More resources must be allocated towards the ILAB to ensure that its "List of Goods Produced by Child Labor or Forced Labor," mandated by the Trafficking Victims Protection Reauthorization Act of 2005, is as strong, accurate, and comprehensive as possible. DOL/ILAB also needs funds to support field-based programs that find solutions to forced labor, trafficking, and the worst forms of child labor. Programs initiated by DOL/ILAB often serve as models for scaling up by the private sector, governments, and civil society.

This funding initiative will ensure that the TVPRA mandates are adequately fulfilled, and in doing so will advance Office of Child Labor, Forced Labor and Human Trafficking for the Child Labor and Forced Labor program efforts to accomplish related monitoring and reporting under the Farm Bill and Trade and Development Act mandates. These requirements include critical reporting and assessment tools to better evaluate the nature and scope of human trafficking and forced labor in the United States and around the world.

**Proposed Report Language:**

*The Committee recommends \$103,500,000 for the Bureau of International Labor Affairs to implement Section 105(b)(2) of the TVPRA of 2005 (P.L.109-164) and Section 110 of the TVPRA of 2008 (P.L.110-457), of which \$27,000,000 shall be for the administration of the Bureau of International Labor Affairs, \$59,000,000 shall be for the Child Labor and Forced Labor program, \$10,000,000 for the Workers' Rights program, and \$7,500,000 for program evaluation.*

**2. DOL: Employment and Training Administration**

We encourage the Employment and Training Administration in the Department of Labor to review all employment readiness, training and other discretionary programs and revise program guidance as needed to explicitly include eligibility for trafficking victims where possible as per Sec. 107(b) of the Trafficking Victims Protection Act (P.L. 106-386).

Furthermore, we recommend that the Department integrate training to identify potential signs of trafficking and referral options as a regular activity for State Farmworker Monitor Advocates, and during the provision of relevant services to particular at-risk populations, including through the Youth Build, Job Corps and Reentry Employment Opportunity programs.

Lastly we encourage further development of the initial pilot project to support networks of service providers that the Department of Labor undertook in collaboration with HHS and DOJ as part of the implementation of the Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States. Labor trafficking affects both US Citizens and Foreign Nationals working across many industries in the United States, most commonly domestic work, agriculture, manufacturing, janitorial services, hotel services, construction, health and elder care, hair and nail salons, and strip club dancing. DOL needs the resources to protect and support victims, particularly with much needed skills training and job placement services, as well as providing referrals to shelter, medical care, mental health services, legal services, and case management.

The U.S Advisory Council on Human Trafficking highlighted the need to provide access to employment and training programs to all survivors of human trafficking. In their inaugural report, released in 2016, the Council noted: “Survivors of human trafficking can find it difficult to live financially independent. Career development programs help survivors become self-sufficient and provide for their families. When survivors are employed, it positively affects their lives and prevents dependence on public benefits.”

**Proposed Report Language:**

*The Committee encourages the Employment and Training Administration to increase access and eligibility to employment and training services for survivors of all forms of human trafficking as required by Sec. 107(b) of the Trafficking Victims Protection Act (P.L. 106-386). The Committee also encourages the development and integration of training to identify potential signs of trafficking and referral options as a regular activity for State Farmworker Monitor Advocates, and during the provision of relevant services to particular at-risk populations, including through the Youth Build,*



*Job Corps and Reentry Employment Opportunity programs. The Committee also encourages the Department to continue and expand its pilot initiative to develop and support networks of service providers in collaboration with HHS and DOJ.*

#### **Department of Health and Human Services**

3. HHS: Administration for Children and Families (ACF) -- Office of Trafficking in Persons

We are excited that HHS ACF established the Office of Trafficking in Persons (OTIP), underscoring the importance of coordinating the human trafficking efforts across ACF. ACF works directly with **all** victims of human trafficking – men, women, children, LGBTQ, foreign nationals and domestic clients – stressing the need to have an office that is responsible for guiding principles and best practices.

We request funding for OTIP to fully staff this office. We applaud ACF for taking this important step in creating a more coordinated and collaborative model to better assist all victims of human trafficking. We look forward to working with OTIP's new staff to ensure victims receive the benefits and resources they need to recover and build a new life.

**Proposed Report Language:**

*Within the funds provided, the Committee encourages ACF to hire sufficient FTEs to support the newly established Office of Trafficking in Persons and coordinate trafficking efforts across ACF.*

4. HHS: ACF -- Victim Services

We request \$32,000,000 for the Administration for Children and Families (ACF) to make significant strides toward serving victims of trafficking and fulfilling the mandate of the distinct sections of the TVPRA:

- To identify and serve foreign national victims (TVPRA of 2005, Sec. 301(2));
- To create specialized case management programs to assist U.S. citizens (TVPRA of 2008, Sec. 213).

In 2015, 863 victims were identified and certified as in need of comprehensive, trauma-informed, gender specific services, an 872% increase since 2002. Though the number of victims has significantly increased, funding for these programs has not kept up and remains insufficient to meet victims' needs. We support the Department's decision to include legal services within the comprehensive services available to victims. We encourage ACF to use a portion of these increased funds for legal services for victims.

While the prevalence of human trafficking is difficult to determine, there are some indicators of the scope of the problem. For example, the National Human Trafficking Hotline has identified more than 31,000 potential human trafficking victims since 2007. Yet, HHS and its grantees have been able to serve less than 900 foreign national survivors annually. Each year since the passage of

TVPA, HHS funding has had to serve an increasing number of survivors with the same resources. For example, in FY 2015, the federal government issued 623 certifications to foreign adults and 240 eligibility letters to foreign children, an increase from 530 for adults and 219 for children in FY 2014 and an increase from 406 adults and 114 children in FY 2013. Since HHS has needed to serve increasing numbers of victims with the same level of funding, service periods for some clients are only as long as four months. This short service period challenges a survivor's ability to recover and to participate in criminal prosecutions, which can often last as long as two years.

**Proposed Report Language:**

*The Committee recommends \$32,000,000 for the Administration for Children and Families (ACF) to implement the Trafficking Victims Protection Reauthorization Act (P.L.113-4) through grants to non-governmental organizations working in communities around the country providing victim service programs for victims of severe forms of trafficking, of which \$16,000,000 shall be for foreign national victims and \$16,000,000 for U.S. citizen and legal permanent resident victims of severe forms of trafficking.*

**5. HHS: ACF -- The National Human Trafficking Hotline**

We request \$2,500,000 for the Administration of Children and Families to support the National Human Trafficking Hotline (formerly known as the National Human Trafficking Resource Center Hotline). The NHTH is authorized by Section 107(b)(1)(B) of the 2000 TVPRA as amended (22 U.S.C. 7105(b)(1)(B)(ii)).

The NHTH is a national, toll-free hotline, available to answer calls, online tips and email queries from anywhere 24 hours a day, seven days a week. The hotline is used to collect tips on human trafficking cases, connect victims with anti-trafficking services in their area, and where appropriate report actionable tips to law enforcement. The NHTH provides its services to both domestic and foreign victims of human trafficking, and was recently funded by the amounts appropriated to the Office of Refugee Resettlement at the level of \$1,500,000 for FY 2016.

Funding to the NHTH is insufficient to meet the growing call volume. Since 2007, it has received reports of over 31,659 cases of human trafficking in the United States, comprising one of the largest available data sets on trafficking in the country. In 2016, reports of human trafficking cases in the United States to the NHTH jumped 37%, reaching a record 7,572 cases in 2016. The Hotline also received 26,727 calls last year, up 22% from 2015. In addition, there was a 25% spike in calls coming specifically from survivors. The NHTH provides assistance to victims seeking shelter, case management, and legal services. The NHTH also collects and provides valuable data on the prevalence of victims in the United States, as well as on human trafficking trends. To better assist in the identification of victims and access to services, we request \$2,500,000 for the NHTH.

**Proposed Report Language:**

*The Committee recommends \$2,500,000 to the Administration for Children and Families to support the National Human Trafficking Hotline (NHTH) as authorized by section 107(b)(1)(B)(ii) of the 2000 TVPRA as amended (22 U.S.C. 7105(b)(1)(B)(ii)).*

6. HHS: ACF -- Runaway and Homeless Youth Act

ATEST is requesting a total of \$165,000,000 for the ACF to implement the Runaway and Homeless Youth Act, originally part of the Juvenile Justice & Delinquency Prevention Act and last reauthorized by the Reconnecting Homeless Youth Act of 2008 (P.L. 110-378), in order to prevent trafficking, identify survivors, and provide services to runaway, homeless and disconnected youth.

The Runaway and Homeless Youth Act provides vital services to runaway, homeless, and disconnected youth. This modest investment has laid the foundation for a national system of services for our most vulnerable young people who are at risk of becoming or have already been victims of exploitation and trafficking, abuse, familial rejection, unsafe communities, and poverty. ACF has been involved with monitoring, reporting on and consulting with other government agencies regarding Runaway and Homeless Youth (RHY) programs. These programs provide homeless and victimized youth with hope, safety, healing, and opportunities for a new life through: emergency shelters, family reunification when safe, aftercare, outreach, education and employment, health care, behavioral and mental health, transitional housing, and independent housing options. This support achieves the following successful outcomes for youth: 1) safe exit from homelessness and hopelessness; 2) family reunification and/or establishment of permanent connections in their communities; 3) education, employment and sustainable independence; and 4) prevention of human trafficking. Further, these programs are often best positioned to prevent trafficking and commercial sexual exploitation and provide early identification of victims of these crimes.

**Proposed Report Language:**

*The Committee recommends \$165,000,000 for the Administration of Children and Families to implement the Runaway and Homeless Youth Act, originally part of the Juvenile Justice & Delinquency Prevention Act and last reauthorized by the Reconnecting Homeless Youth Act of 2008 (P.L.110-378) as follows: \$150,000,000 to increase the capacity of programs that serve runaway and homeless youth to address human trafficking (\$130,000,000 for the Consolidated Runaway, Homeless Youth Programs and \$20,000,000 for Prevention Grants to Reduce Abuse of Runaway Youth), \$5,000,000 to increase capacity and provide training for service providers to identify and serve exploited and trafficked youth, and \$2,000,000 to conduct the National Study on the Prevalence, Needs and Characteristics of Homeless Youth.*

**Department of Education**

7. ED: Grants to Local Education Agencies, Title I

We request \$2,000,000 for the Department to develop additional education materials regarding all forms of child trafficking, including sex and labor trafficking, to assist and train educators to identify potential victims and help educate youth on prevention of child trafficking. The Department of Education interfaces with approximately 50 million elementary and secondary school children each year. The Department is in a unique position to identify victims of sex and labor trafficking and prevent the victimization and exploitation of those children who might be susceptible to this crime. The Department of Education has released an excellent preliminary guide for educators on ways to identify and help prevent child trafficking in schools. Educators are in a unique position to recognize

the signs of child abuse and trafficking and must have the tools in order to successfully report potential victims or identify children who are at risk. The Department has also partnered with the Department of Health and Human Services on discrete projects, including social media awareness campaigns such as the #WhatIWouldMiss campaign. While the Department has been able to accomplish a great deal without any dedicated federal resources, in order to achieve meaningful and lasting change, the Department must have funding dedicated to the prevention of child trafficking. As such, we also request that the Department undertake a study to examine the appropriate role of educators and the education system in preventing, identifying, and supporting child trafficking victims. The outcome of the study should inform the development of a model curriculum on the prevention of both sex and labor trafficking. The Department should consult stakeholders, including educators, NGOs, and the Survivor Advisory Council on the development of materials, the study, and the curriculum guidelines.

**Proposed Report Language:**

*The Committee directs the Department of Education to develop educational materials regarding all forms of child trafficking, including sex and labor trafficking, to ensure that educators are aware of how to identify and treat all types of trafficking, and to undertake a study to examine the appropriate role of educators and the education system in preventing, identifying, and supporting child trafficking victims.*

**8. ED: McKinney-Vento Act Education for Homeless Children and Youth Program**

We are requesting \$85,000,000 to implement the Education for Homeless Children and Youth Program (EHCYP), as authorized by section 722(d)(3) of the McKinney-Vento Act as amended by the Every Student Succeeds Act (ESSA) (P.L. 114-95).

The EHCYP removes barriers to the enrollment, attendance, and opportunity for success for homeless children and youth; all of whom are at high risk of human trafficking. The EHCYP is effective in addressing youth homelessness. With the support of EHCYP grants, local education agencies have provided identification, enrollment and transportation assistance, as well as academic support and referrals for basic services. The EHCYP has given homeless children and youth the extra support they need to enroll and succeed in school.

Unfortunately, the resources directed to child and youth homelessness programs have not been sufficient in recent years. In the 2013-2014 school year, public schools identified a record 1,360,747 homeless children and youth – an 7% increase over the previous year and 100% increase since 2006-2007. The recently enacted ESSA increased the authorized funding for the EHCYP to \$85 million, the first increase since FY 2010. However, only 22% of school districts receive support through the EHCYP in any given year. As a result, homeless children and youth are under-identified and continue to face significant barriers to school enrollment and continuity.

Homeless children and youth are particularly at risk for human trafficking. Under the McKinney-Vento Act's EHCYP, all school districts are required to designate a homeless liaison, who proactively identifies homeless children and youth and connects them to vital services like food, housing, and clothing. Under the Act, school districts are also required to provide transportation to

stabilize the educational experiences of homeless students. Because all school districts – even those in communities without youth shelters — must designate a liaison for homeless students, schools are uniquely positioned to identify youth who are being trafficked, or are at risk of being trafficked, and provide connections to services. Yet many liaisons are designated in name only and lack the time and the training to carry out their duties. This lack of capacity is particularly severe in light of the increase in student homelessness. Increasing funding for the EHCYP will support a dedicated infrastructure within the nation’s public schools to identify and serve children and youth who are at very high risk of human trafficking.

**Proposed Report Language:**

*The Committee recommends \$85,000,000 for U.S. Department of Education to fully implement the McKinney-Vento Act’s Education for Homeless Children and Youth programs (42 U.S.C. § 11431 et seq.) to increase the capacity of public schools to identify and serve homeless children and youth, who are at a high risk for human trafficking.*

As a champion of the victims of child labor, forced labor, and sex trafficking, you understand the complexities of these issues and the resources needed to respond to these problems. We have carefully vetted our requests to reflect the priorities of the community, focusing on the most important and effective programs. We thank you for your consideration of these requests and your continued leadership in fighting to end child labor, forced labor, and human trafficking. If you have any questions, please contact Melysa Sperber, ATEST Director, at [msperber@humanityunitedaction.org](mailto:msperber@humanityunitedaction.org) or (631) 374-0749.

Sincerely,

Adrian Dominican Sisters Portfolio Advisory Board

AIDS Alabama

Ann Weinman, Retired Judge

Benedictine Sisters of Chicago

Bilateral Safety Corridor Coalition

Boys & Girls Clubs of Harrison-Crawford Counties

California NOW

Catholic Health Initiatives

Center for the Human Rights of Children, Loyola University Chicago



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Central Valley Justice Coalition

Centro de los Derechos del Migrante, Inc. (CDM)

Changing Destinies Ministry

Chicago Benedictines for Peace

Children's Advocacy Institute

Church Women United in New York State

Civil Society

Coalition Against Trafficking & Exploitation

Coalition for Juvenile Justice

Coalition of Immokalee Workers (CIW)

Coalition to Abolish Slavery & Trafficking

Community Youth Services

Congregation of Holy Faith

CREA: Center for Reflection, Education and Action

Daughters of Charity

Daughters of Charity - Province of St. Louise

Dignity Health

Dominican Sisters of Hope

Douglas County Human Trafficking Task Force



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Douglas County Human Trafficking Task Force

Durham County Task Force Against Child Sexual Exploitation

ECPAT-USA

Edmund Rice International

ENC Stop Human Trafficking Now

Episcopal Diocese of New York Task Force Against Human Trafficking

Equinox Domestic Violence Services

Franciscan Action Network

Freedom From Exploitation, Inc.

Freedom Network USA

Free the Slaves

Freedom United

Futures Without Violence

GenerateHope

Genocide Watch

Girl Up

Global Rights for Women

GoodWeave International

HEAL Trafficking

Healthy Teen Network

Holy Family Convent

Holy Spirit Missionary Sisters - USA- Justice, Peace and Integrity of Creation

Hope for San Diego

Horizons Cambodia

Human Trafficking Search

Humans for Justice

IF Hummingbird Foundation

Illinois Women Religious Against Human Trafficking

Illinois Collaboration on Youth

Illinois Women Religious Against Human Trafficking

Indiana Trafficking Victims Assistance Program

Indiana Youth Services Association

International Council of Jewish Women

International Institute of Buffalo

International Justice Mission (IJM)

International Labor Rights Forum (ILRF)

International Organization for Adolescents (IOFA)

Jewish Child Care Association (JCCA)

Jewish Women's Theater





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Justice for Families

Justice in Motion

Justice, Peace and Integrity of Creation Committee of St. Louis and Associates

Laboratory to Combat Human Trafficking

Law Offices of Laura J. Snoke

Leadership Conference of Women Religious

Life 107 Ministries

LifeWay Network

Loma Linda University Church

Love146

Loving Arms, Inc.

Loyola University Modern Slavery Research Project

Mark P. Lagon, School of Foreign Service, Georgetown University; former Ambassador-At-Large to  
Combat Trafficking in Persons

Maryknoll Office for Global Concerns

Maternal and Child Health Access

Mercy Investment Services

Mosaic Family Services

My Life My Choice

National Association for the Advancement of Colored People (NAACP)

National Advocacy Center of the Sisters of the Good Shepherd

National Black Justice Coalition

National Center for Victims of Crime

National Council of Jewish Women

National Domestic Workers Alliance (NDWA)

National Network for Youth (NN4Y)

National Runaway Safeline

National Safe Place Network

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New Jersey Chapter, American Academy of Pediatrics

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Religious of the Sacred Heart, Redwood City, CA

Religious Sisters of Charity

Ruth Ellis Center

Safe Horizon

Salvatorian Advocacy for Victims of Exploitation Inc.

School Sisters of Notre Dame Central Pacific Province Human Trafficking Committee

School Sisters of St. Francis

SchoolHouse Connection

SeraphimGLOBAL

Shared Hope International

Sisters of St. Francis

Sisters of the Presentation of the Blessed Virgin Mary

Sisters of the Presentation, San Francisco, CA

Slavery Today Journal

Society of the Holy Child Jesus, American Province

Solidarity Center



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The Grey Nuns of the Sacred Heart

The Healing Center

The Human Trafficking Prevention Project at the University of Baltimore School of Law

The Lifeboat Project, Inc.

The National Crittenton Foundation

The United Methodist Church, Church and Society

There Is Hope For Me, Inc.

Thorn: Digital Defenders of Children

Tri-State Coalition for Responsible Investment

Truckers Against Trafficking

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U.S. National Committee for UN Women

Union for Reform Judaism

Union of Presentation Sisters, USA Province

United Church of Christ, Justice and Witness Ministries



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Wisconsin Association for Runaway Services

Womankind

Women of Reform Judaism

Worker Justice Center of New York, Inc.

Worksafe

Xaverian Brothers

YouthCare

YWCA NorthEastern NY

Zoë Ministries, Inc.

*ATEST is a U.S.-based coalition that advocates for solutions to prevent and end all forms of human trafficking and modern slavery around the world. ATEST member organizations include: Coalition to Abolish Slavery and Trafficking (CAST), Coalition of Immokalee Workers (CIW), ECPAT-USA, Free the Slaves, Futures Without Violence (FUTURES), International Justice Mission, National Domestic Workers Alliance (NDWA), National Network for Youth (NN4Y), Polaris, Safe Horizon, Solidarity Center, Verité, and Vital Voices Global Partnership. ATEST is a project of Humanity United Action.*

## APPENDIX C: FY 2018 Appropriations Letter to State Foreign Operations and Related Programs (SFOPS)



1700 Pennsylvania Avenue, NW # 500  
Washington, DC 20006  
[www.endslaveryandtrafficking.com](http://www.endslaveryandtrafficking.com)

March 21, 2017

The Honorable Harold Rogers, Chair  
House Appropriations Subcommittee on State, Foreign Operations, and Related Programs

The Honorable Nita M. Lowey, Ranking Member  
House Appropriations Subcommittee on State, Foreign Operations, and Related Programs

The Honorable Lindsey Graham, Chairman  
Senate Appropriations Subcommittee on State, Foreign Operations, and Related Programs

The Honorable Patrick J. Leahy, Ranking Member  
Senate Appropriations Subcommittee on State, Foreign Operations, and Related Programs

Dear Chairmen Rogers and Graham and Ranking Members Lowey and Leahy:

On behalf of the Alliance to End Slavery and Trafficking (ATEST) and the undersigned organizations, we are writing to urge you to fund important programs to combat human trafficking and forced labor in the FY 2018 State, Foreign Operations and Related Programs Appropriations bill and to include related Committee report language to further assist in anti-trafficking efforts.

The Trafficking Victims Protection Act (P.L. 113-4) validated the critical roles that the U.S State Department and USAID play in fighting this despicable crime that threatens the lives and well-being of children, women, and men across the globe, both abroad and in the United States.

As you begin to draft the FY 2017 State, Foreign Operations, and Related Programs Appropriations bill, we ask that you consider funding and report language for the following programs important to combating human trafficking and forced labor:

### **Department of State**

#### **1. State: End Modern Slavery Initiative**

We request that the End Modern Slavery Initiative, authorized in the FY17 National Defense Authorization Act, be fully funded at the authorized level of \$37,500,000. The End Modern Slavery Initiative creates a way for the U.S. to leverage its investment through marshaling of resources from other donor governments and the private sector to fund programs to combat sexual exploitation and forced labor around the world, gather data and establish best practices with civil society and national governments to significantly and measurably decrease the prevalence of modern slavery. Funding for the End Modern Slavery Initiative should

complement existing anti-trafficking programs that address root causes while protecting existing human rights, development, humanitarian, and democracy assistance.

**Proposed Bill Language:**

*Of the funds appropriated by this Act under the heading “Development Assistance” and “International Narcotics Control and Law Enforcement”, in addition to funds made available to combat human trafficking under the headings “Development Assistance”, “Economic Support Fund”, “Assistance for Europe, Eurasia and Central Asia” and “International Narcotics Control and Law Enforcement”, not less than \$37,500,000, to remain available until expended, shall be made available on a competitive basis for a grant or grants to support innovative strategies, on a cost-matching basis, that reduce the prevalence of modern slavery in targeted populations within partner countries (or jurisdictions thereof) with a high prevalence of modern slavery:*

**Proposed Report Language:**

*The Committee recommends \$37,500,000 for a cost-matching grant program to end modern slavery, to be made available on an open and competitive basis.*

**2. State: United States Advisory Council on Human Trafficking**

We request \$500,000 to support the United States Advisory Council on Human Trafficking ("Council"). The Council provides advice and recommendations to the Senior Policy Operating Group and the President's Interagency Task Force to Monitor and Combat Trafficking, as authorized by the Survivors of Human Trafficking Empowerment Act (Sec. 115 of Public Law 114-22). Human trafficking survivors are in the best position to speak to policies that have the greatest impact and will effect real change. We applaud the U.S. Government for working with survivors, not only on their behalf. We strongly recommend additional funding to establish a Council that reflects the diverse backgrounds of survivors of trafficking — including foreign national and U.S. citizen survivors of sex and labor trafficking. This request would fund support staff for the Council convenings, Council members' travel expenses and per diem, and other activities authorized by the Act.

**Proposed Report Language:**

*The Committee supports the United States Advisory Council on Human Trafficking, as authorized by Sec. 115 of P.L. 114-2. The recommends \$500,000 for the Council for support staff for Council convenings, Council members' travel expenses and per diem, and other authorized activities.*

**3. Global Human Trafficking Hotline**

We request \$300,000 for the Department of State to support the launch of the Global Human Trafficking Hotline referenced by the regulations implementing Executive Order 13627, Strengthening Protections Against Trafficking in Persons in Federal Contracts. These regulations, released in January 2015, require “a process for employees to report, without fear of retaliation, activity inconsistent with the policy prohibiting trafficking in persons, including a

means to make available to all employees the hotline phone number of the Global Human Trafficking Hotline at 1-844-888-FREE and its email address at [help@befree.org](mailto:help@befree.org).” (FAR § 52.222-50(h)(3)(ii)).

The policy as outlined in FAR § 52.222-50(h)(3)(ii) can ultimately succeed only if workers have an independent channel of communication to report concerns. Providing access to a multimodal hotline (e.g. phone, email) gives contractor employees and agents an easy means to safely report any indication of exploitation or human trafficking in their workplace or community. We recognize that in order to build trust with workers who may fear retaliation they must receive swift and sustained support.

**Proposed Report Language:**

*The Committee recommends \$300,000 to launch the Global Human Trafficking Hotline to provide a confidential and independent hotline for employees to report, without fear of retaliation, activity inconsistent with the policy prohibiting trafficking in persons, including a means to make available to all employees the hotline phone number and email address.*

**4. State: Office to Monitor and Combat Trafficking in Persons (J/TIP) Administration**

There is a growing awareness of the problem of human trafficking and forced labor in countries around the world, but many countries lack the resources needed to help combat the problem. J/TIP provides the resources and tools that are often needed in many of these countries. J/TIP is already funding projects in over 76 countries in an effort to assist governments with the will to change but that lack the financial resources of doing so. According to a 2012 Inspection of the Office to Monitor and Combat Trafficking in Persons, released by the State Department Inspector General (IG), U.S. grant funding to assist Tier 2 and Tier 2 Watch List countries has been cut significantly at a time when U.S. leadership continues to elevate worldwide trafficking awareness.

We request \$12,500,000 for J/TIP for combatting human trafficking. J/TIP needs additional resources to ensure that the United States government continues to be a strong leader on these issues. The IG report asserts that the assessment and evaluation methodology related to the tier ranking system of the Trafficking Victims Protection Act of 2000, as amended, is not well understood among other State Department offices outside of J/TIP, which leads to challenges with implementation. Resources are needed to improve collaboration with the posts and regional bureaus and enable J/TIP to encourage foreign governments to comply with the minimum standards in the TVPA and implementation of the tier ranking system. Additional resources will enable J/TIP to provide additional expertise in prosecution and prevention strategies; address performance gaps, particularly for Tier 2 Watch List countries; and support ongoing reporting and grant functions to achieve the TVPA’s standards and building in-country capacity. These grants in Tier 2 Watch List countries are increasingly effective because they are leveraged with diplomatic and fiscal pressure as Tier 2 Watch List countries are subject to the “auto-downgrade provision” and future sanctions.



Additionally, this funding would help support the President's Interagency Task Force. Under the original TVPA, J/TIP is responsible for convening this task force, which coordinates anti-trafficking efforts across the U.S. Government.

**Proposed Report Language:**

*The Committee recommendation includes \$12,500,000 for the Office to Monitor and Combat Trafficking in Persons.*

**5. State: International Narcotics and Law Enforcement TIP Grants**

We request \$45,000,000 for the Bureau of International Narcotics and Law Enforcement Affairs (INL) to award grants to U.S.-based and foreign non-profit and non-governmental organizations (NGO), public international organizations (PIO), and universities to fight human trafficking internationally through preventative workshops, training workshops for law enforcement, and legal and strategic support. These grants provide very specific support to law enforcement to help train and educate officers on how to recognize trafficking and forced labor, how to investigate it, assist with prosecutions, and how to assist victims.

This funding is needed to continue essential work, which previously included programs in 21 target countries. These projects included: working to reduce trafficking in mining zones in DRC; scaling up child protection systems in Mauritania to prevent and combat child trafficking; improving the identification of, and the provision of services to, trafficking victims for forced labor in the garment/textile, domestic work, and agricultural sectors in Jordan; and labor trafficking of men into the fishing industry in Thailand. Additional funding is also needed to respond to new challenges, particularly online commercial sexual exploitation of children, both girls and boys, in the Philippines.

These funds are critical to ensuring that victims are identified and protected, traffickers are convicted, and systems and policies are in place to prevent future trafficking. In 2015, only 77,823 victims of human trafficking were identified globally, of an estimated 21 million. This amounts to less than 0.4% of victims. Additionally, the 2016 TIP Report states that in 2015 there were an estimated 18,930 prosecutions and 6,609 convictions of traffickers globally. Prosecution and prevention efforts should be expanded and strengthened given the global magnitude of human trafficking.

We also request an additional \$5,000,000 be designated specifically for Child Protection Compacts. Under the Trafficking Victims Protection Reauthorization Act of 2013 (P.L. 113-4), the State Department is authorized to provide assistance for each country that enters into a child protection compact with the United States to support policies and programs that prevent and respond to violence, exploitation, and abuse against children; and measurably reduce the trafficking of minors, by building sustainable and effective systems of justice, prevention, and protection. The assistance can be provided in the form of grants, cooperative agreements, or contracts to or with national governments, regional or local governmental units, or non-governmental organizations with expertise in the protection of victims of severe forms of trafficking in persons. In 2015, J/TIP administered the first Child Protection Compacts in Ghana

through the award of cooperative agreements. In FY 2016, Congress appropriated \$5 million for a second Child Protection Compact, and we are encouraged by the progress J/TIP has made in the selection process of choosing the second country in which to administer this money. We look forward to the announcement of the country later this year. We recommend that additional funding is made available for another country to be chosen in FY 2018 and that J/TIP continues to be the implementing agency of the Child Protection Compacts and that sufficient funding is appropriated to allow them to fulfill this mandate.

**Proposed Report Language:**

*Of the amounts provided for activities to combat trafficking in persons internationally, \$45,000,000 is included under International Narcotics Control and Law Enforcement.*

*The Committee directs that \$5,000,000 be made available for child protection compacts. The Committee expects that funds will be prioritized for countries with the greatest need and to continue to support child protection compacts pursuant to Public Law 113– 94.*

**6. State: Bureau of Democracy, Human Rights, and Labor**

Of the amounts provided for the Bureau of Democracy, Human Rights and Labor (DRL), we request \$10,000,000 specifically for activities to support labor rights, labor recruitment reform, and corporate accountability activities, as well as efforts to combat gender-based violence. These important programs strengthen multi-stakeholder engagement on labor and sexual exploitation in supply chains (including of products or services exported to the United States). Examples of these programs include anti-child labor initiatives in cotton and cocoa, efforts to support Brazil's national plan against slave labor, capacity building for local labor monitoring and worker organizations, efforts to combat entrenched forms of slavery in Mauritania, Mali and Senegal, and initiatives to address the particular vulnerability of migrant workers and other vulnerable populations to forced labor and other forms of abuse and exploitation.

**Proposed Report Language:**

*The Committee recommendation includes \$10,000,000 for activities to support labor rights, labor recruitment reform, and corporate accountability activities.*

**7. State: Migration and Refugee Assistance -- Program on Migration**

We request \$800,000 for the Program on Migration, implemented through funding to the International Organization on Migration (IOM), within Migration and Refugee Assistance, to ensure continued services to support family reunification efforts for human trafficking survivors in the United States throughout the year. Services for human trafficking survivors' family members sponsored by this program are unique in that they provide on-the-ground assistance for human trafficking survivors' families around the world and ensure that families can be reunited after years of separation.

Overall, the demand for IOM's assistance has been consistently high for the past 3 years with the agency helping almost 500 derivative family members annually. IOM is receiving more requests

for assistance from across the United States. Requests for assistance have steadily increased over five years. In 2011 IOM received only 139 requests; yet in 2015, IOM received 496 requests. This is a 357% increase in requests. Funding must keep pace with these requests; otherwise, IOM will face challenges meeting survivors' families' needs, such as in 2013 when IOM ran a waitlist of over 149 family members, and trafficking victims were notified that there would be no support for family reunification.

**Proposed Report Language:**

*The Committee recommendation includes no less than \$800,000 for the Program on Migration implemented through the International Organization on Migration.*

**United States Agency for International Development**

**8. USAID: Democracy, Conflict and Humanitarian Assistance (DCHA) -- Counter-Trafficking in Persons (C-TIP)**

Effective integration of robust C-TIP Policies and activities across the range of USAID assistance programs would: (a) ensure that foreign assistance efforts do not inadvertently leave vulnerable community members behind, or even increase their vulnerability, (b) generate new avenues and opportunities to maximize the impact on trafficking issues of US interventions, budgetary investment, and activities, and enhance the impact of existing interventions, and c) help reinforce and support broader development objectives. Advancing these goals is a matter of efficiency and effectiveness of taxpayer investment, as well as a critical component of advancing counter-trafficking policy and American leadership on the international stage.

Within the budget for Bureau for Democracy, Conflict and Humanitarian Assistance (DCHA), we request \$1,800,000 to continue to support such efforts to integrate counter-trafficking in persons work into other Agency programs both at headquarters and within missions, including but not limited to health, food security, and economic development.

While we support USAID's 2012 Counter-Trafficking in Persons Policy it appears that implementation of this critical policy, which includes a C-TIP integration strategy is lagging, and field operations are not reflecting significant integration. Therefore, we additionally request that a greater emphasis be placed on implementation of the anti-trafficking strategy in the field by requiring USAID Missions located in Tier 2, Tier 2-Watch List and Tier 3 countries to have a dedicated FTE for anti-trafficking programs and by requiring mandatory training in anti-trafficking policies and programs for USAID staff in these countries, and that future Country Development Coordination Strategies in these countries include a robust C-TIP analysis component. It is critical that all USAID staff operating in Tier 2, Tier 2 Watch List, and Tier 3 countries know, understand, and implement the Agency's anti-trafficking policies and integration strategy that cut across all divisions and programs so that they are able to effectively report on program successes.

Proposed Report Language:

*The Committee recommends \$1,800,000 to integrate counter-trafficking in persons work into other Agency programs both at headquarters and within missions, including but not limited to health, food security, and economic development.*

9. USAID: DCHA -- Global Labor Program

We request \$10,000,000 to USAID's Bureau for Democracy, Conflict and Humanitarian Assistance (DCHA) for the Global Labor Program (GLP). The GLP plays a crucial role in addressing the underlying root causes of human trafficking and strengthens labor rights and workers' organizations around the world.

The GLP strengthens human trafficking prevention initiatives by supporting programs that improve the economic, social, and democratic development of vulnerable workers, such as migrant, informal economy, and women workers. These workers are particularly vulnerable to human trafficking, forced labor, and gender-based violence. The GLP also supports country-based regional and global programs on adherence to core labor standards. The GLP is an official long-standing USAID program, funded out of the Human Rights and Democracy Fund, through five-year cooperative agreements. The operational office for the program is the Center for Excellence in Democracy, Human Rights and Governance (DRG) at USAID, which is part of the Bureau for Democracy, Conflict, and Humanitarian Assistance (DCHA).

Proposed Report Language:

*The Committee recommends \$10,000,000 to implement the Global Labor Program within the Bureau for Democracy, Conflict, and Humanitarian Assistance to increase technical assistance in trade partner countries on worker rights and gender programming. The Global Labor Program is critical to addressing the root causes of human trafficking, strengthening worker and labor rights, and improving trade partnerships around the world.*

10. USAID Spend Plan and Integrated Programming Transparency on Human Trafficking and TIP Integrated Funding and Activities

In order for Congress, the public, and advocacy community to better understand spending and the current state of integration of the C-TIP activities at the mission level, we request that you include report language within the Funds Appropriated to the President, Operating Expenses, seeking a detailed report on the obligation of all anti-trafficking funds and inclusion of anti-trafficking programs in future annual budget submissions. In addition, we request that you include language requiring USAID to develop a mechanism to report out on instances where larger program investments are being leveraged to accomplish some limited C-TIP activity, other than reporting out a percentage of budget spent through simple attribution. USAID should develop a category of attribution, "TIP Integrated Development Programs," which would include, though not be limited to, any programming to address health, food security, economic development, education, democracy and governance, and humanitarian assistance that includes a threshold of significant C-TIP elements integrated in the program design and/or delivery. The

USAID Administrator should set that threshold. This information will prove critical in understanding spending of taxpayer dollars on C-TIP activities, as well as what broader programming is being leveraged, and where C-TIP elements can be targeted for integration.

**Proposed Report Language:**

*The Committee directs the Administrator to report to the Committees on Appropriations no later than 120 days following enactment of this Act, on the obligation of all funds expended by the Agency to combat human trafficking and forced labor for FY 2015 and FY 2016. The report shall include a breakdown of funds by division, program and project as well as a detailed report on the Agency's management structure for obligating funds for these activities. In addition, the Committee urges the Administrator to include detailed and specific budget information on all anti-trafficking and anti-slavery programs and expenditures in future budget submissions.*

As leaders in countering trafficking in persons, you understand the complexities of these issues and the resources needed to respond to these problems. We have vetted our requests to focus on the most important and effective programs in the State Department and USAID related to human trafficking. We thank you for your consideration of these requests and your continued leadership in fighting the scourge of human trafficking, forced labor, and modern slavery. If you have any questions, please contact Melysa Sperber, ATEST Director, at [msperber@humanityunitedaction.org](mailto:msperber@humanityunitedaction.org) or (631) 374-0749.

Sincerely,

Adrian Dominican Sisters Portfolio Advisory Board

AIDS Alabama

Ann Weinman, Retired Judge

Benedictine Sisters of Chicago

Bilateral Safety Corridor Coalition

Boys & Girls Clubs of Harrison-Crawford Counties

California NOW

Catholic Health Initiatives

Center for the Human Rights of Children, Loyola University Chicago

CenterLink: The Community of LGBT Centers



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[www.endslaveryandtrafficking.com](http://www.endslaveryandtrafficking.com)

Central Valley Justice Coalition

Centro de los Derechos del Migrante, Inc. (CDM)

Changing Destinies Ministry

Chicago Benedictines for Peace

Children's Advocacy Institute

Church Women United in New York State

Civil Society

Coalition Against Trafficking & Exploitation

Coalition for Juvenile Justice

Coalition of Immokalee Workers (CIW)

Coalition to Abolish Slavery & Trafficking

Community Youth Services

Congregation of Holy Faith

CREA: Center for Reflection, Education and Action

Daughters of Charity

Daughters of Charity - Province of St. Louise

Dignity Health

Dominican Sisters of Hope

Douglas County Human Trafficking Task Force



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Durham County Task Force Against Child Sexual Exploitation

ECPAT-USA

Edmund Rice International

ENC Stop Human Trafficking Now

Episcopal Diocese of New York Task Force Against Human Trafficking

Equinox Domestic Violence Services

Franciscan Action Network

Freedom From Exploitation, Inc.

Freedom Network USA

Free the Slaves

Freedom United

Futures Without Violence

GenerateHope

Genocide Watch

Girl Up

Global Rights for Women

GoodWeave International

HEAL Trafficking

Healthy Teen Network

Holy Family Convent

Holy Spirit Missionary Sisters - USA- Justice, Peace and Integrity of Creation

Hope for San Diego

Horizons Cambodia

Human Trafficking Search

Humans for Justice

IF Hummingbird Foundation

IL Women Religious Against Human Trafficking

Illinois Women Religious Against Human Trafficking

Illinois Collaboration on Youth

Illinois Women Religious Against Human Trafficking

Indiana Trafficking Victims Assistance Program

Indiana Youth Services Association

International Council of Jewish Women

International Institute of Buffalo

International Justice Mission (IJM)

International Labor Rights Forum (ILRF)

International Organization for Adolescents (IOFA)

Jewish Child Care Association (JCCA)

Jewish Women's Theater





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Justice for Families

Justice in Motion

Justice, Peace and Integrity of Creation Committee of St. Louis and Associates

Laboratory to Combat Human Trafficking

Law Offices of Laura J. Snoke

Leadership Conference of Women Religious

Life 107 Ministries

LifeWay Network

Loma Linda University Church

Love146

Loving Arms, Inc.

Loyola University Modern Slavery Research Project

Mark P. Lagon, School of Foreign Service, Georgetown University; former Ambassador-At-Large to Combat Trafficking in Persons

Maryknoll Office for Global Concerns

Maternal and Child Health Access

Mercy Investment Services

Mosaic Family Services

My Life My Choice

National Association for the Advancement of Colored People (NAACP)



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National Advocacy Center of the Sisters of the Good Shepherd

National Black Justice Coalition

National Center for Victims of Crime

National Council of Jewish Women

National Domestic Workers Alliance (NDWA)

National Network for Youth (NN4Y)

National Runaway Safeline

National Safe Place Network

Network of Jewish Human Service Agencies

New Jersey Chapter, American Academy of Pediatrics

Northwest Coalition for Responsible Investment

On Eagles Wings Ministries

Pacific Survivor Center

Pan Pacific and South East Asia Women's Association.

PeterCares House

Polaris

Presbyterian Church (U.S.A.)

Presbyterian Church (USA) Washington Office of Public Witness

Project IRENE

Project Oz



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Rabbinical Assembly

Religious of the Sacred Heart of Mary NGO - Stop Trafficking

Religious of the Sacred Heart of Mary, Western American Province

Religious of the Sacred Heart, Redwood City, CA

Religious Sisters of Charity

Ruth Ellis Center

Safe Horizon

Salvatorian Advocacy for Victims of Exploitation Inc.

School Sisters of Notre Dame Central Pacific Province Human Trafficking Committee

School Sisters of St. Francis

SchoolHouse Connection

SeraphimGLOBAL

Shared Hope International

Sisters of St. Francis

Sisters of the Presentation of the Blessed Virgin Mary

Sisters of the Presentation, San Francisco, CA

Slavery Today Journal

Society of the Holy Child Jesus, American Province

Solidarity Center



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St. Mary of the Lake Human Trafficking Working Group

StandUp For Kids National

Temple Isaiah Abolition of Human Trafficking Initiative

Thai Community Development Center

The Grey Nuns of the Sacred Heart

The Healing Center

The Human Trafficking Prevention Project at the University of Baltimore School of Law

The Lifeboat Project, Inc.

The National Crittenton Foundation

The United Methodist Church, Church and Society

There Is Hope For Me, Inc.

Thorn: Digital Defenders of Children

Tri-State Coalition for Responsible Investment

Truckers Against Trafficking

U.S. Catholic Sisters Against Human Trafficking

U.S. Fund for UNICEF

U.S. National Committee for UN Women

Union for Reform Judaism

Union of Presentation Sisters, USA Province

United Church of Christ, Justice and Witness Ministries



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United Way Worldwide

Ursuline Sisters of Tildonk, U.S. Province

Verité

Vida Legal Assistance Inc.

Vital Voices Global Partnership

Washington University School of Medicine

WestCoast Children's Clinic

Wisconsin Association for Runaway Services

Womankind

Women of Reform Judaism

Worker Justice Center of New York, Inc.

Worksafe

Xaverian Brothers

YouthCare

YWCA NorthEastern NY

Zoë Ministries, Inc.

*ATEST is a U.S.-based coalition that advocates for solutions to prevent and end all forms of human trafficking and modern slavery around the world. ATEST member organizations include: Coalition to Abolish Slavery and Trafficking (CAST), Coalition of Immokalee Workers (CIW), ECPAT-USA, Free the Slaves, Futures Without Violence (FUTURES), International Justice Mission, National Domestic Workers Alliance (NDWA), National Network for Youth (NN4Y),*



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*Polaris, Safe Horizon, Solidarity Center, Verité, and Vital Voices Global Partnership. ATEST is a project of Humanity United Action.*

## APPENDIX D: Sanctuary Cities Appropriations Letter

In 2017, members of ATEST were approached by appropriators seeking feedback on how sanctuary cities legislation might impact services for victims of trafficking. In response, the attached letter was drafted and sent to congressional staff.



April 14, 2017

The Honorable John Culberson, Chairman  
House Appropriations Subcommittee on Commerce, Justice, Science and Related  
Agencies

The Honorable Jose E. Serrano, Ranking Member  
House Appropriations Subcommittee on Commerce, Justice, Science and Related  
Agencies

The Honorable Richard C. Shelby, Chairman  
Senate Appropriations Subcommittee on Commerce, Justice, Science and Related  
Agencies

The Honorable Jeanne Shaheen, Ranking Member  
Senate Appropriations Subcommittee on Commerce, Justice, Science and Related  
Agencies

Dear Chairs Culberson and Shelby and Ranking Members Serrano and Shaheen:

The Alliance to End Slavery and Trafficking (ATEST), Freedom Network USA, and the International Labor Recruitment Working Group (ILRWG) are writing to raise concerns about how the implementation of the Executive Order on Enhancing Public Safety in the Interior of the United States (Executive Order on Public Safety), issued on January 25, 2017, will negatively impact efforts to combat trafficking in persons. Specifically, we strongly believe that the policy on sanctuary cities will have a detrimental effect on anti-trafficking efforts and, therefore, should be viewed as essentially counterproductive to any comprehensive attempt to tackle this horrific crime.

Under the Trafficking Victims Protection Act (TVPA), survivors are eligible for protections that enable them to effectively cooperate with law enforcement in anti-trafficking investigations and prosecutions. Local enforcement of immigration law is counterproductive to anti-trafficking efforts because it impedes law enforcement's ability to work with trafficking survivors. Traffickers regularly threaten victims with arrest and deportation. If victims fear detention or removal, they are less likely to cooperate with law enforcement. As a result, traffickers will act

with impunity. The Administration's policies will undermine victims' confidence in those local, state and federal institutions whose core mission is to prevent crime and protect victims.

Under the Executive Order on Public Safety, newly expanded enforcement priorities make most members of the undocumented community "priorities" for enforcement. In addition to tearing families apart and further silencing immigrants subject to trafficking or other forms of exploitation, such broad prioritization will effectively result in no prioritization. Further, contrary to objective evidence, the Executive Order on Public Safety erroneously equates immigrants with criminality, painting a troublingly false narrative about the role of immigrants in American society. This narrative also obfuscates the reality of human trafficking: many survivors have been forced to engage in illegal acts for their trafficker's profit and benefit—many of them have extensive criminal backgrounds and records and therefore are even less likely to come forward to seek assistance and services. In fact, it could be more likely that they could be deported without law enforcement learning the true nature of the horrific crimes committed against them. Law enforcement cannot prevent trafficking unless victims cooperate. In addition to the mounting evidence of crime victims' unwillingness to report abuses to police, the Department of Labor has reported unwillingness of workers to discuss workplace abuses, increasing the likelihood that labor trafficking will go unreported. Service providers are already reporting that clients are afraid of reaching out to any law enforcement, even if they were in harm's way – reflecting the major rift between law enforcement and the communities they are obligated to serve and protect.

Our coalitions share the following specific concerns about the provisions in the Executive Order on Public Safety -

- **Penalization of Anti-Trafficking Service Providers:** Section 6 of the Executive Order on Public Safety orders the Secretary to set up a framework to issue fines and penalties not only against undocumented immigrants but also against those who facilitate their presence in the US. Anti-trafficking agencies and organizations, faith-based service providers and other community groups who provide services to undocumented immigrants could risk being found in violation of this provision. It is contrary to our values to force service providers to risk punishment for serving crime victims.
- **Anti-Trafficking Victim Services Jeopardized:** In addition to serious constitutional concerns raised by threatening to withhold federal funding from local jurisdictions that have established local policies that limit their role in federal immigration enforcement, withholding federal funding from so-called sanctuary jurisdictions will devastate victim services agencies and mean that life-saving services are no longer available to victims and survivors. For example, in Los Angeles, California, where one in ten individuals are undocumented, an anti-trafficking service provider, serves clients that are 70% immigrants and 30% US citizens. Seventy percent of the service provider's programs are federally funded so the Executive Order could result in shutting down the 24-hour hotline the organization operates to support victims and law enforcement and in the closure of its shelter even though housing is the most acute need that trafficking victims lack. Similarly, a New York City based anti-trafficking victim service provider - the largest in



the country, touches the lives of over 250,000 children, adults and families affected by crime and abuse throughout the city every year. The loss of \$7 billion annually in federal aid received by the City of New York will directly impact the organization's operations, including its anti-trafficking program and 24 hour hotline.

- **Cuts to Anti-Poverty and Victim Services Programming Jeopardizes Trafficking Survivors' Safety and Well-Being:** If domestic violence programs, immigrant rights programs, and faith-based social service programs face funding cuts or restrictions are placed on immigrants' eligibility for programs, the impact on trafficking survivors will be devastating. There could simply be nowhere for immigrant trafficking victims to turn for basic necessities like food, shelter and access to medical services after fleeing from trafficking.

The Executive Order on Public Safety will undermine efforts to combat human trafficking in America. For many trafficking victims, it may close the door to accessing services and bringing their traffickers to justice. We urge appropriators to consider the implications to efforts to combat trafficking and bring justice to survivors by protecting sanctuary jurisdictions' eligibility for federal funding.

Thank you for your consideration. If you have any questions, please contact Melysa Sperber, ATEST Director, at [msperber@humanityunitedaction.org](mailto:msperber@humanityunitedaction.org).

Sincerely,

Alliance to End Slavery & Trafficking

Freedom Network USA

International Labor Recruitment Working Group

## APPENDIX E: Excerpts from the U.S. Advisory Council on Trafficking in Persons 2016 Report.

**VICTIM SERVICES:** Survivors of human trafficking are exposed to severe levels of trauma in their trafficking situations. When a survivor escapes, the individual needs to receive a range of services to help cross the bridge from victim to survivor. These services should be comprehensive and focused on the whole individual, not only on the physical wellbeing, but also on the psychological, emotional, and holistic wellbeing. These services should include, but not be limited to medical, dental, vision, mental health, housing, family, job training and placement, substance abuse, and family reunification. These services should be individualized and sensitive to cultural and religious beliefs.

Additionally, the housing needs of survivors of human trafficking are immense. Survivors need access to emergency, transitional, and long-term housing to establish a safe place to live, far away from their traffickers if needed, especially if they are escaping from their trafficker. Survivors of human trafficking need services that empower social justice and inclusion and provide the tools needed to succeed.

**LAW ENFORCEMENT TRAINING:** Training on human trafficking for law enforcement has increased over the years, and while more and more officers are familiar with human trafficking, there are still significant gaps in knowledge and awareness. Current anti-trafficking training for law enforcement is not universal throughout federal agencies, is not always survivor-centered, and has minimal survivor input. Ensuring law enforcement officers and federal victim assistance staff have a comprehensive and standardized understanding of all forms of human trafficking is the first step to effectively combating this crime.

**PUBLIC AWARENESS:** Efforts to prevent the exploitation of people in the United States are essential, but largely absent when it comes to addressing diversity, prevention, and trauma. There is a lack of diversity and failure to depict different typologies of trafficking as it relates to public awareness posters. Additionally, there is a lack of training among professionals who interact with children and adolescents, especially those who are vulnerable, which inhibits timely and appropriate action on behalf of victims and survivors.

Efforts to identify and respond to human trafficking in the United States are emerging, with some noteworthy examples, but most are largely under-supported, insufficient, uncoordinated, and unevaluated. Identification of trafficking victims is crucial to ensure both the protection of the rights of trafficked persons, and the successful prosecution of the traffickers. Failure to identify victims at an early stage can result in

insufficient protection of victims and violation of their rights. Additionally, trauma-informed awareness needs to be included in public outreach as traumatic experiences are inherently complex.

**LABOR LAWS:** Survivors of human trafficking have firsthand experience with traffickers and are experts in the field. Based on their own experiences with government agencies, law enforcement, and service providers, it is essential survivors are included in the development of anti-trafficking training curricula and material. Additionally, survivors should be involved directly in agencies' anti-trafficking trainings.

DOL has identified industries with exploited, trafficked, and vulnerable workers, including industries that hire large numbers of immigrants. DOL's Wage and Hour Division has investigated many cases within these industries to ensure protections for vulnerable workers. We believe that there should be increased funding for monitoring and investigation to protect these workers.

Survivors of human trafficking can find it difficult to live financially independent. Career development programs help survivors become self-sufficient and provide for their families. When survivors are employed, it positively affects their lives and prevents dependence on public benefits.

**GRANTMAKING TO SUPPORT SURVIVOR LEADERSHIP AND EMPOWERMENT:** We have identified the strong need for funding of survivor leadership and empowerment programs. Survivors continue to find themselves in situations where organizations and agencies are not able to meet their needs in leadership development due to lack of cultural competency or due to not having the proper resources available to support survivors. Additionally, there are circumstances in which survivors are put in the position to tell their story to raise money or to seek funding and are not provided with opportunities to support their professional development. Survivors are being used and re-exploited through their experiences and it is our duty to ensure that the empowerment of survivors is implemented in a way that goes beyond a survivor's traumatic story.

Survivor collaboration and input is a critical component to strengthen the overall response to combat human trafficking. Survivors are increasingly requested to participate in different conferences, events, and meetings as speakers, consultants, and researchers. However, there is no uniform financial support available. Survivor empowerment is critical for trafficking survivors to move forward in their lives and become financially independent to avoid re-exploitation. Survivors know firsthand what services are essential to assist a survivor on his or her journey. Survivors can offer critical guidance on what types of anti-trafficking programming is needed in the field, from emergency services to public awareness to training. Additionally, it is important that we learn what works and what does not and document promising practices as we go.

## APPENDIX F: Historical Table of Appropriations

[Insert table here: See Tab 1 of attached Excel document.]

## Endnotes

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