



Alliance to End Slavery and  
Trafficking  
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March 2, 2015

The Honorable Kay Granger, Chair  
House Appropriations Subcommittee on State, Foreign Operations, and Related Programs

The Honorable Nita 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 Chairwoman Granger / Chairman 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 2016 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 wellbeing of children, women, and men across the globe, both abroad and in the U.S.

As you begin to draft the FY 2016 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:

1. \$12,000,000 for the Administration of the Office to Monitor and Combat Trafficking in Persons

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 lack the financial resources to do so. According to a report 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.

J/TIP needs additional resources to ensure that the United States government continues to be a strong leader on these issues. J/TIP is at the forefront of improving foreign government responses

to human trafficking through its annual publishing of the Trafficking in Persons (TIP) Report. The Department of State compiles information into the TIP Report from foreign governments, U.S. embassies, non-governmental organizations, international organizations, reports, news articles, academic studies, and research trips. 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. Consequently, the TIP Report makes a significant impact on global government responses and actions with respect to human trafficking. (See ATEST Memo on TIP Report Impact – copies available on request.) 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.

Additional funding for J/TIP is needed:

1. To support overseas travel to improve collaboration with the posts and regional bureaus, and enable J/TIP to further its diplomatic efforts to encourage foreign governments to comply with the minimum standards in the TVPA and implementation of the tier ranking system.
2. To 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.
3. To 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.
4. To support the President's Interagency Task Force. Under the original TVPA, J/TIP is responsible for convening and leading this task force, which coordinates anti-trafficking efforts across the U.S. Government, including both domestically and abroad. However, more resources are needed for this critical function.
5. To fund the emergency response mechanism created under the 2013 TVPRA to deploy a rapid response team to assist foreign governments to prevent and respond to trafficking in persons in the aftermath of a conflict or natural disaster.

In recent years, J/TIP has struggled with meager funding to implement its mandates under the TVPA. At the same time, J/TIP has been a global leader in the movement to combat human trafficking. It is imperative that as the office grows, it is provided with adequate funding to meet its mandates. With your help and leadership, we believe J/TIP can make significant progress in meeting its objectives.

2. \$3,000,000 for the Emergency Capacity Fund for the Office to Monitor and Combat Trafficking in Persons

We request \$3,000,000 and five full time equivalent (FTE) positions for J/TIP to establish a rapid response team with training and technical assistance capabilities to help write TIP laws, train law enforcement, establish fast-track courts, and advise the establishment of shelters overseas as unanticipated needs arise. Authorized in the most recent 2013 TVPRA, these funds will help J/TIP respond to crises like the 2013 Typhoon Haiyan in the Philippines or an increase in violence in Central America and to respond to other requests for assistance from foreign governments.

3. \$35,000,000 for International Narcotics Control and Law Enforcement Trafficking in Persons Grants

We request \$30,000,000 under International Narcotics Control and Law Enforcement (INCLE) for J/TIP to award grants to fight human trafficking internationally through prevention programs, strengthening protection mechanisms for survivors, training for law enforcement, and legal and strategic support.

Given the scope of human trafficking around the world, J/TIP needs additional funding to meet its objectives under the “3 P’s approach,” supporting prevention, protection, and prosecution efforts around the world. Additionally, in 2009, the State Department added an additional priority of “partnerships” within its strategy to combat trafficking. J/TIP needs additional funding in order to strengthen these partnerships and make a more significant impact through comprehensive and coordinated efforts with its partners. Many of these partnerships are with non-governmental organizations, which are on the frontlines of combating trafficking in persons around the world. In FY 2014, J/TIP received applications for \$107 million in assistance and was only able to provide \$18 million for 41 grants. This funding is needed to continue essential work, which previously included programs in 21 target countries. Among these projects include: 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. This year, however, J/TIP funds programs in 14 countries and focuses almost exclusively on “protection.”

J/TIP needs additional funding to strengthen its diplomatic efforts with programmatic support through the grants program. As efforts to support a global fund demonstrate, significantly more resources are needed, and as a global leader, J/TIP is on the frontlines of implementing effective policies through its programs. At current levels, J/TIP has insufficient funding to effectively combat human trafficking and forced labor, especially in countries ranked under the Tier 2 Watch List and Tier 3 categories in J/TIP’s annual Trafficking in Persons (TIP) Report. As the U.S. Government negotiates trade agreements with, and imports products from, countries ranked under Tier 3, it is imperative J/TIP has the resources it needs to improve these countries’ responses to human trafficking. Additional funding would enable J/TIP to meet this need.

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. Compacts would include measurable objectives to be achieved and a country strategy to ensure sustainability after the end of the Compact. In 2015, J/TIP announced Ghana as the first country chosen in which to implement the Child Protection Compacts. We applaud the selection of Ghana and recommend that additional funding is made available for another country to be chosen in FY 2016. It is critical 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.

4. \$7,000,000 for the Bureau of Democracy, Human Rights, and Labor and Report Language

In addition to funds provided to DRL under the Human Rights and Democracy Fund (HRDF), we request \$7,000,000 specifically for support of labor rights, labor recruitment reform, and corporate accountability activities, as well as efforts to combat gender-based violence within the Bureau of Democracy, Human Rights and Labor (DRL). These important programs strengthen multi-stakeholder engagement on labor and sexual abuses in supply chains (including of products exported to the United States). Examples of these programs include 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, and initiatives to address the particular vulnerability of migrant workers and other vulnerable populations to abuse and exploitation.

DRL also supports programs that assist victims of gender-based violence, including human trafficking, and works directly with governments, international organizations, civil society, nongovernmental organizations, and others to compile information about international human rights violations such as human trafficking and forced labor, and publishes the annual Country Reports on Human Rights Practices. In addition to the above request, we request the following report language to encourage DRL to continue these activities.

Proposed Report Language:

*The Committee urges the Bureau of Democracy, Human Rights and Labor to continue its efforts to combat human trafficking and exploitive labor practices overseas, including its efforts to encourage businesses to adopt policies and participate in multi-stakeholder initiatives to eliminate such practices within corporate supply chains, to reform labor recruitment processes, and to strengthen its efforts to include issues related to human trafficking, forced labor, and other forms of modern slavery within its South-South intergovernmental cooperation programs. This also includes working directly with governments, international organizations, civil society, nongovernmental organizations, and others to compile information about international human rights violations such as human trafficking, and publishing the annual Country Reports on Human Rights Practices.*

5. \$2,800,000 for U.S. Agency for International Development / Counter-Trafficking in Persons Policy

In addition, we request \$1,800,000 to the Bureau for Democracy, Conflict and Humanitarian Assistance (DCHA) to support efforts to integrate counter-trafficking in persons work and USAID's Counter-Trafficking in Persons Policy (C-TIP) into other Agency programs both at headquarters and within missions, including but not limited to health, food security, economic development, and democracy and governance. ATEST and its member organizations applaud the release of USAID's C-TIP policy in February 2012 and the subsequent Field Guide released in April 2013, with the DCHA taking the lead on anti-trafficking matters within USAID headquarters. While we support USAID's strategy to combat human trafficking and forced labor around the world, it appears that the implementation of this new strategy in the field is lagging and not reflective of its prioritization by USAID headquarters or the Administration. 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 or 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. It is critical that all USAID staff operating in Tier 2, Tier 2 Watch List, or Tier 3 countries knows, understands, and implements the Agency's anti-trafficking policies and integration strategy that cut across all divisions and programs.

In addition to funding to DCHA, we request \$1,000,000 to USAID's Human Rights Fund, which is available to USAID Missions around the world to support integration across all development initiatives.

6. \$10,00,000 for U.S. Agency for International Development / DCHA Global Labor Program

We also 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). Currently, the program is funded at \$7,500,000 per year. Additional funding is necessary to increase the GLP's technical assistance to improve worker rights in trade partner countries. Increased funding is also necessary to strengthen existing gender programming and to promote gender equality to achieve full worker rights. We request the following report language.

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.*

7. USAID Report on Human Trafficking Funding and Activities

USAID is actively involved in efforts to combat trafficking around the world. However, the agency's anti-trafficking efforts are not visible in their Presidential budget request. We are seeking greater transparency in USAID's anti-trafficking activities and funding. We request that you include report language within the Funds Appropriate 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.

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 2014 and FY 2015. 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.*

#### 8. Foreign Assistance Report Language

Foreign assistance programs should take proactive steps to become aware of and responsive to hidden 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, through proper identification of child victims who may otherwise have been returned to situations of extreme vulnerability and abuse. To ensure foreign assistance does not inadvertently promote human trafficking and forced labor, we request the following report language.

Proposed Report Language:

*The Committee urges the Secretary and the Administrator of USAID to strengthen implementation of the Counter-Trafficking in Persons (C-TIP) policy. The Secretary and Administrator of USAID should specifically ensure that all USAID Mission personnel and partners are appropriately educated and trained according to the Counter-Trafficking in Persons Field Guide. USAID staff, mission personnel and partners should integrate C-TIP activities into larger development programs, tools for designing stand-alone activities, and evaluation techniques. The Committee believes the Secretary and the Administrator should ensure that foreign assistance programs relating to humanitarian assistance, food security, poverty reduction, social and economic growth and development, education, and democracy and governance contribute to decreasing vulnerability to or prevalence of human trafficking and forced labor, consistent with U.S. policy, including with section 107A(e) of the Trafficking Victims Protection Act of 2000.*

#### 9. \$750,000 for the Program on Migration

We request \$750,000 for the Program on Migration, implemented through funding to the International Organization on Migration (IOM), within the 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 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 2014, IOM received 306 requests. This is a 120% 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. In addition, two victims wishing to voluntarily return to their countries of origin received return and reintegration assistance. To ensure continued support for this important program we request \$750,000 for this program.

10. Report Language to Post the National Human Trafficking Resource Center Hotline Number

The National Human Trafficking Resource Center is a national, toll-free hotline, available to answer calls from anywhere 24 hours a day, seven days a week, every day of the year. The hotline is used to collect tips on human trafficking cases, connect victims with anti-trafficking services in their area, and to provide training and technical assistance and specific anti-trafficking resources. We request that the Committee include report language directing the Secretary of State to post the hotline number and website in all U.S. Embassies and Consulates in areas where visas are processed.

Proposed Report Language:

*The Committee directs the Secretary of State to post the National Human Trafficking Resource Center hotline, email address, text messaging number, and website information in all U.S. Embassies and Consulates in areas where visa applications are processed.*

We understand the extremely difficult funding situation you are facing in FY 2016 and, as a group of leading NGOs, we have collectively carefully vetted our requests to reflect true priorities that are targeted and focused on the most important and most effective programs in the State Department 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@humanityunited.org or (631) 374-0749.

Sincerely,

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

Vital Voices Global Partnership

World Vision

**ATEST is a diverse alliance of U.S.-based human rights organizations, acting with a shared agenda to end all forms of modern-day slavery and human trafficking domestically and globally. 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, Vital Voices Global Partnership, and World Vision.**