



Alliance to End Slavery and
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The Honorable Shaun Donovan
Director
Office of Management and Budget
Executive Office of the President
725 17th Street, NW
Washington, DC 20503

Dear Director Donovan,

On behalf of the Alliance to End Slavery and Trafficking (ATEST) and the undersigned organizations, we are writing to urge you to advise the President to request funds in the President's fiscal year 2017 budget to combat human trafficking and forced labor in accordance with the Trafficking Victims Protection Reauthorization Act of 2013 (TVPRA, P.L. 113-4).

In 2013, Congress voted overwhelmingly to reauthorize the Trafficking Victims Protection Act (P.L. 113-4). This bipartisan reauthorization further validates the roles the federal government plays in investigating, prosecuting and preventing this despicable crime, and assisting its victims. Human trafficking is one of the fastest growing criminal industries in the world, generating over \$150 billion in profits for traffickers per year, according to the International Labour Organization. Trafficking does not only affect vulnerable individuals abroad. Victims also include U.S. citizens and foreign nationals within the United States. Globally, trafficking affects children and adults who are trapped in forced labor and situations of commercial sexual exploitation, with little hope of escape. The U.S. Government has the opportunity to strengthen its leadership to combat human trafficking around the world by resourcing efforts to prevent this crime and provide comprehensive services to those who are victimized.

In September 2012, the President signed Executive Order 13627, Strengthening Protections Against Trafficking in Persons in Federal Contracts. The final regulations released in January 2015 require significant additional training to contracting officers and additional funds to prepare and carry out trainings to meet the Executive Order and the regulation's standards. It also provides for new compliance mechanisms that will be funded in part through Inspectors General Offices. We look forward to discussing these additional needs as the implementation of the Executive Order becomes clearer.

In addition, in July 2014, the President signed Executive Order 13673, Fair Pay and Safe Workplaces. EO 13673 is intended to improve contractor compliance with federal labor laws and directs each federal agency to designate a senior agency official to serve as a labor compliance advisor (LCA). The LCAs are responsible for the implementation of the EO within the agency, as well as for assisting contracting officers in implementing EO 13627. LCAs will play a key new role in agencies, strengthening efforts to combat human trafficking in federal supply chains and meet labor standards. Adequate resources are critical to ensure that agencies and LCAs meet their objectives. As the Administration develops regulations for its implementation, ATEST strongly

recommends additional funds for federal agencies to provide the capacity necessary to engage in the investigations and oversight provided under EO 13673.

In March 2015, the Senate introduced Senate bill 553, which authorizes the United States to contribute \$250,000,000 over seven years to the End Modern Slavery Initiative, a grant-making organization that will leverage public and private resources to fund programs to combat sexual exploitation and forced labor around the world. It is one of our top priorities to enact this legislation in the 114th session of Congress, and we look forward to working with you to ensure that the End Modern Slavery Initiative is fully-funded at \$36,000,000 per year to complement existing anti-trafficking programs that address root causes, while protecting existing development, humanitarian, and democracy assistance, and is included in future Presidential Budget Requests.

We understand the tremendous fiscal challenges the nation faces, and we appreciate the increased requests in certain accounts in the President's FY2016 budget. However, during this time, we cannot lose sight of the needless human tragedies that are occurring within and beyond our borders. Modern slavery is the civil rights issue of our generation. We can only hope to eradicate it within our lifetime by dedicating the necessary resources to end this scourge.

Consistent with the Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States (2013-2017), ATEST strongly encourages agencies throughout the budget process to focus on a comprehensive, holistic response to the needs of victims of all forms of human trafficking, including sex and labor trafficking. ATEST recommends additional funds for agencies to effectively reach their objectives. We describe below the critical need for funding across the federal government to curtail the human trafficking industry and provide the resources necessary to rehabilitate survivors, both in the United States and around the world.

DEPARTMENT OF JUSTICE

We appreciate the Administration's leadership in the FY2016 Budget and the request for funding of \$10,000,000 through the Victims of Crime Act Fund (VOCA) for victims of trafficking grants focused on domestic victims. However, we are concerned with the creation of separate pots of funding that serve only one type of victim, in this case "domestic" victims, and would prefer to use these funds toward increasing funding for existing comprehensive and specialized trafficking victims grants in the Office of Justice Programs, rather than limiting those grants to "domestic" victims under VOCA.

Office of Justice Programs / State and Local Law Enforcement Assistance

1. Victim Services Grants:

We request \$35,000,000 for the Victims of Trafficking Grant program for foreign nationals and U.S. citizens and legal permanent residents. Within this amount, we are seeking no less than \$17,500,000 for victim service grants for foreign national victims of trafficking as authorized by Sec. 107(b)(2) of P.L. 106-386 as amended by P.L. 113-4; and \$17,500,000 for victim services grants to assist U.S. citizen and legal permanent residents as authorized by Sec. 107A(f) and by Sec. 213(a)(2) of P.L. 110-457 as amended by P.L. 113-4. According to the 2014 TIP Report, DOJ awarded funding to 19 victim service organizations across the United States, totaling approximately \$7.9 million, an increase from \$5.7 million in FY2012. However, at least two major victim service providers reported running waitlists of between 46 and 139 clients in 2014.

Robust resources are needed to ensure no trafficking victims in crisis are waitlisted for services.

2. Human Trafficking Task Forces:

We are requesting \$10,000,000 for Human Trafficking Task Forces as authorized by Sec. 1242 of P.L. 113-4.

Historically, funding for the Human Trafficking Task Forces has come from the Victim Services grants. However, Sec. 1242 of the TVPRA of 2013 (P.L. 113-4) authorized, for the first time, \$10,000,000 specifically for human trafficking task forces focused on all forms of human trafficking. This authorization also provides funds to train law enforcement personnel on how to identify severe forms of trafficking and related offences. Therefore, we request that the Law Enforcement Taskforce funds no longer be appropriated from the Victim Services Funds described above and that the authorized \$10,000,000 be used for the Department of Justice's Human Trafficking Task Forces, which integrate federal, state and local enforcement, and prosecutorial and victim service organizations to prevent and prosecute human trafficking.

3. Minor Victim Services Grants:

We are requesting \$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.

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(i) 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 the same 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. Therefore, to ensure funds are available to meet the needs of all child victims of severe forms of trafficking, we are requesting \$10,000,000, of which \$8,000,000 is for sex trafficked minors and \$2,000,000 is for labor trafficked minors.

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. Anecdotal data from selected cities further illustrates the need for these funds. For example, in Los Angeles County, in 2012, 72 commercially sexually exploited children were processed through L.A. County's Succeed Through Achievement and Resilience (STAR) Court Program; similarly, in 2013, nearly 150 youth were arrested for prostitution. In addition, a 2013 report found that 469 children were commercially sexually exploited in the Portland, Oregon area over the previous four years.

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 have technical expertise in all of the above-listed areas.

Legal Activities / Civil Rights Division

4. Human Trafficking Prosecution Unit (HTPU):

We request \$6,500,000 for the HTPU. The HTPU has seen a 600% increase in its caseload over the past several years and needs resources to maintain its growing caseload. These cases are resource intensive because they are procedurally complex and involve multiple jurisdictions and defendants. Without this critical funding, the Department of Justice will be unable to effectively investigate and prosecute trafficking and modern slavery cases.

Federal Bureau of Investigation

5. Salaries and Expenses:

We request \$15,000,000, as authorized by Sec. 113(h) of the TVPA of 2000 (P.L. 106-386), as amended by the TVPRA of 2005 (P.L. 109-164) and the TVPRA of 2008 (P.L. 110-457), for the Federal Bureau of Investigation's (FBI) Salaries and Expenses account to investigate severe forms of trafficking in persons. As the lead federal law enforcement agency, the FBI's ability to combat human trafficking and forced labor would be significantly enhanced through additional resources devoted specifically to this crime. In FY2013, the FBI opened 220 human trafficking investigations concerning suspected adult and foreign child victims, a decrease from 306 in FY2012 and a decrease from 337 in FY2011. In addition, in FY2013, the FBI initiated 514 investigations involving the sex trafficking of children, an increase from 440 in FY2012. While the total number of investigations of child sex trafficking has increased, the FBI reported a decrease in pending human trafficking investigations in the last two fiscal years. This decline suggests that specialized funding for human trafficking is needed, as well as additional resources to ensure all types of trafficking cases continue to be appropriately investigated.

DEPARTMENT OF LABOR

6. International Labor Affairs Bureau:

We request \$117,500,000 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). In the past, these requirements have not been funded. In FY2013, ILAB systematically monitored and analyzed child labor and forced labor in 157 countries. 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 Bureau of International Labor Affairs, \$57,500,000 for Child Labor and

Forced Labor program, \$9,000,000 for the DOL International Labor Affairs Bureau/Office of Child Labor, Forced Labor and Human Trafficking, \$9,000,000 for Workers' Rights program, and \$15,000,000 for the DOL International Labor Affairs Bureau/Human Trafficking Risk Reduction Grants.

The Bureau of International Labor Affairs at the Department of Labor is an essential part of the United States government's international response to forced labor, human trafficking, and child labor. ILAB works to ensure the protection of the world's most vulnerable workers through technical assistance, bilateral and multilateral engagement, and research. ILAB needs more resources to support research 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. Government officials, civil society advocates, and businesses around the world look to DOL/ILAB reports to help them understand where risks are present and which research to consult for more information and context. 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.

Since 1995, ILAB has worked with NGO partners to withdraw 1.7 million children from the worst forms of child labor through the Office of Child Labor, Forced Labor and Human Trafficking for the Child Labor and Forced Labor program. In 2013 ILAB worked with partners in 40 countries to provide education or vocational services to over 90,000 children engaged in or at high risk for entering the worst forms of child labor, and helped increase government capacity to address child labor in 29 countries. These time-bound and measurable programs seek to create sustainable change through community and government engagement.

DOL/ILAB/OCFT has been involved in monitoring, reporting on, and consulting with other government agencies regarding child labor since 1993 and forced labor since 1999 – the longest of any government agency. As such, OCFT provides expertise and information for the range of government agencies that address forced and child labor issues. Annually, OCFT produces the List of Goods Produced by Child Labor or Forced Labor, which creates opportunities for ILAB to engage and assist foreign governments. In addition, OCFT has made important progress with the release of the toolkit for responsible businesses to assist them in reducing child labor and forced labor.

This funding initiative will ensure that the TVPRA mandates are adequately fulfilled, and in doing so will advance OCFT 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. The \$9,000,000 increase for OCFT will be used to implement Section 105(b)(2) of the TVPRA of 2005 as follows:

- To monitor the use of forced labor and child labor in violation of international standards;
- To work with persons who are involved in the production of goods on the list described above to create a standard set of practices that will reduce the likelihood that such persons will produce goods using forced labor and child labor; and

- To consult with other departments and agencies of the United States government to reduce forced and child labor internationally and ensure that products made by forced labor and child labor in violation of international standards are not imported into the United States.

The Workers' Rights program provides technical assistance to countries on a variety of worker rights issues. 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. ILAB also provides technical advice and other support to labor ministries through workshops and exchange programs.

DOL/ILAB/Human Trafficking Risk Reduction Grants to nongovernmental and governmental organizations offer formal and informal education and job training programs targeted to at-risk populations. More and more children are vulnerable to trafficking in an economic recession, especially AIDS orphans and vulnerable children, migrants and refugees, and women and girls in post-conflict and post-disaster settings. The risk reduction grants from ILAB will enable organizations to protect and empower these vulnerable groups from forced labor and other forms of trafficking by funding initiatives that promote decent work.

7. Wage and Hour / Services and Benefits for Victims of Trafficking:

We request \$5,000,000 for the extension of services and benefits for victims of trafficking to implement Sec. 107(b) of the TVPA of 2000 (P.L. 106-386). DOL is oftentimes the initial investigator of human trafficking crimes. We support the 2016 Budget Request for Wage and Hour was \$277,100,000, an increase of \$43,390,000 and 317 FTE, including 300 new investigators, for FY2015. DOL requires additional resources to train the over 300 new investigators and 1,000 investigators it employed in FY2014. All of its inspectors to be able to identify and respond to survivors of trafficking. Among victims of trafficking in the United States, trafficking often occurs for labor and most commonly in 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 during these investigations, including providing access and referrals to shelter, medical care, mental health services, legal services, and case management. Without these necessary services many victims of this horrific crime will remain vulnerable to exploitation and abuse.

Additionally, in November of 2014, as part of President Obama's Executive Actions on Immigration, it was announced that DOL would begin providing T-visa certification and U-visa certification for three additional crimes (extortion, forced labor and fraud in foreign labor contracting). Wage and Hour employees must be fully trained on investigation protocols and handling of U- or T-visa certification requests. It is imperative that Department of Labor has the resources necessary to support survivors of trafficking and other workplace crimes with either U- or T-visa certification depending on the survivors' requests.

Although funding for victim services through DOL has been authorized for over a decade, no funds have been provided for victim service programs through DOL. The

2014 Trafficking in Persons Report (TIP 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 [Wage and Hour Division] targeted industries employing vulnerable workers, such as the agriculture, garment, janitorial, restaurant, and hospitality industries.

Furthermore, the 2014 TIP Report noted that one “federally-funded report found that 30 percent of migrant laborers surveyed in one California community were victims of trafficking,” and it raised the need for increased funding for comprehensive victim services. *Id.*

DEPARTMENT OF HEALTH AND HUMAN SERVICES

8. Administration for Children and Families / Office on Trafficking in Persons:

We are excited HHS ACF established a new 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 will be responsible for guiding principles and best practices. It is critical that these principles and practices are uniformly and cohesively implemented to create core standards of care for all victims. In addition, the office will focus on increased collaboration across ACF and external partners.

OTIP will require a core team of staff. ATEST requests robust and new resources for HHS to hire 12 FTEs to help launch this new 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.

9. Administration for Children and Families / Foreign National Victims:

We request \$16,000,000 for the Administration for Children and Families (ACF) to implement the TVPA, as amended in 2013, to serve foreign national victims. These grants are crucial to providing victims, including children, the comprehensive aid and services once they have been identified as a victim of trafficking. Since 2002, there has been a 569% increase in the number of victims identified and certified as in need of comprehensive, trauma-informed, gender specific services. Yet, funding for these programs has minimally increased for over 14 years 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.

The U.S. Government is failing to support services for the victims that are currently being identified, but identification will only increase as public awareness around this issue mounts. 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 Resource Center has identified 17,345 potential human trafficking victims

since 2007. Yet, HHS and its grantees have been able to serve less than 800 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 FY2013, the federal government issued 406 certifications to foreign adults and 114 eligibility letters to foreign children, an increase from 449 for adults and 92 for children in FY2010 and an increase from 330 adults and 50 children in FY2009. 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.

10. Administration for Children and Families / U.S. Citizens:

We request \$16,000,000 for the Administration for Children and Families (ACF) to implement the TVPA, as amended in 2013, by issuing grants to nongovernmental organizations working in communities around the country providing case management programs for U.S. citizens and legal permanent resident victims of severe forms of trafficking. We appreciate the Administration's leadership to include this funding in the FY2016 Budget Request. These grants are crucial to providing victims, including children, the necessary aid and services once they have been identified as a victim of trafficking. We appreciate the Administration's support for grant funding for U.S. citizens and legal permanent residents within ACF and encourage the Administration to include this item again in the FY2017 Budget Request.

Recovery programs for U.S. citizens include medical and psychological treatment, housing, access to educational programs, life skills development, and other assistance through HHS-funded NGO programs. In 2014, the National Human Trafficking Resource Center (NHTRC) hotline identified 1,465 child trafficking cases: 1,322 cases of child sex trafficking cases (involving at least one minor) and 143 cases of child labor trafficking (involving at least one minor). The NHTRC hotline also found that of the sex trafficking cases it identified, 43.8% involved U.S. citizen victims (127 cases), and of the labor trafficking cases it identified, 15.5% involved U.S. citizen victims (1,577 cases). Yet, funding for services for this population remains woefully low. The request for \$16,000,000 in funding reflects the need to appropriately address the needs of this population. These funds may also support public awareness, training, and coalition building to raise awareness about human trafficking among law enforcement, social services, medical staff and other potential first responders, in addition to other faith-based and community groups.

We are encouraged by the request included in the President's FY16 request, which recommended \$15,000,000 to provide comprehensive services to youth in the child welfare system who are victims or at-risk of human trafficking, including an evaluation component to help build a research base of effective interventions for this population. We recommend that the President's FY17 request include these additional funds so as to address the unmet needs of this vulnerable population.

11. Administration of Families and Children / The National Human Trafficking Resource Center:

We request \$1,600,000 for the Administration of Families and Children to support the National Human Trafficking Resource Center (NHTRC) as authorized by section 107(b)(1)(B) of the 2000 TVPRA as amended (22 U.S.C. 7105(b)(1)(B)).

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. The NHTRC receives calls and text messages and provides services to both domestic and foreign victims of human trafficking, although it has been funded by the amounts appropriated to the Office of Refugee Resettlement at the level of \$800,000 per year.

Funding to the NHTRC has plateaued while call volume continues to grow. In 2008, the NHTRC received 5,748 calls, and in 2014 it received 21,431 calls, 1,149 e-mails, and 1,482 online tip reports. The NHTRC provides assistance to victims seeking shelter, case management, and legal services. The NHTRC 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 \$1,600,000 for the NHTRC.

12. Administration for Children and Families / Runaway and Homeless Youth Act:

ATEST is requesting \$50,000,000 for the Administration of Children and Families (ACF) in HHS 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. This amount of funding would fund the Runaway and Homeless Youth Act at the level it is currently authorized.

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 exploitation and provide early identification of victims of these crimes.

Despite large increases in child and youth homelessness, funding has remained flat for RHY programs. \$115 million per year provides funding for approximately 1,639 Basic Center Program beds and 5,780 Transitional Living Program beds, a national crisis and

resource hotline, and street outreach programs. In communities where they operate, RHYA-funded Basic Center Programs have turned away 14,855 youth since FY2010 due to a lack of an available bed, while RHYA-funded Transitional Living Programs have turned away 28,488 youth since FY2010 due to a lack of an available bed. In addition, the U.S. Department of Housing and Urban Development's (HUD) 2014 Point-in-Time, which included unaccompanied homeless youth for the first time, counted on a single night in January 2014:

- 6,274 unaccompanied homeless minors (under 18 years old) – 59.3% were unsheltered;
- 38,931 unaccompanied homeless youth (18-24 years old) – 45.6% were unsheltered.

Based on these numbers, we need funding for a minimum of an additional 22,000 beds in youth appropriate programs that is a combination of emergency and transitional housing. Without emergency and transitional housing and crisis intervention, these children and youth are at even greater risk for trafficking and other life-threatening conditions.

13. HHS / Highly Vulnerable Populations Study:

We also request \$2,500,000 to be directed to the Department of Health and Human Services for a study on the prevalence, characteristics, and needs of evaluation of programs serving homeless youth in America. Because homeless and human trafficked youth are often indiscernible and unwilling to disclose their housing and victimization status, a national multi-tiered research and data collection effort is needed. To scale-up the most effective housing and interventions and services needed for homeless youth, it is critical to know where to target these interventions. To know how much housing and services are needed to care for our vulnerable homeless and human trafficked youth, regular large-scale research is needed to gather data and information on the number, characteristics, and needs of unaccompanied homeless youth in America.

DEPARTMENT OF EDUCATION

14. McKinney-Vento Act Education for Homeless Children and Youth Program:

We are requesting \$50,000,000 in FY2017 for U.S. Department of Education (ED) to implement the McKinney-Vento Act's Education for Homeless Children and Youth (ECHY) program in order to provide services to and identify homeless children and youth, who are at high risk of human trafficking. The EHCY program 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 EHCY program 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 8% increase over the previous year and 100% increase since 2006-2007. Meanwhile, funding for EHCY has remained flat since FY2010. Only 22% of school districts receive support through the EHCY program 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 EHCY program, all school districts are required to designate a homeless liaison, who pro-actively 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 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.

15. ED Grants to Local Education Agencies Title I:

We request \$2,000,000 for the Department to fulfill its mandate under the Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States (2013-2017). 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.

Pursuant to the Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States (2013-2017), we request that the Department develop materials regarding all forms of human trafficking, including sex and labor trafficking, to ensure that educators are aware of how to identify and treat all types of trafficking. Further, we 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 as well as both labor and sex trafficking survivors, on the development of materials, the study, and the curriculum guidelines.

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

16. Homeless Assistance Grants / Continuums of Care (CoC) For Youth:

Within the Homeless Assistance Grants program, we request \$150,000,000 be set aside for Continuums of Care (CoC) for homeless youth, inclusive of both minors and young adults as authorized under Title IV, Subtitle C, section 422 of the McKinney-Vento Act.

Transitional housing, emergency shelter, and other emergency solutions programs are integral parts to prevent trafficking among the homeless youth population because a lack of housing increases vulnerability and strengthens a young person's risk of becoming a victim of human trafficking. Currently, HUD has been deprioritizing housing and shelter programs with supportive services in exchange for prioritizing other housing interventions that are largely not youth-appropriate or accessible to homeless youth. Having a stable place to live coupled with services that reconnect youth with education while also teaching 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. Without these programs and their resources available to youth, they are more likely to fall victim to trafficking.

Unaccompanied homeless youth need transitional housing and supportive services, which have been deprioritized by HUD. HUD should ensure that through its funding mechanisms it creates appropriate incentives for Continuums of Care to fund developmentally appropriate models for unaccompanied homeless youth.

DEPARTMENT OF STATE

17. Department of State / United States Advisory Council on Human Trafficking

We request additional resources, in the amount that would total less than \$500,000 annually, to create the United States Advisory Council on Human Trafficking ("Council"). In May 2015, the President signed into law the Survivors of Human Trafficking Empowerment Act (Sec. 115 of Public Law 114-22), which established this Council to provide advice and recommendations to the Senior Policy Operating Group and the President's Interagency Task Force to Monitor and Combat Trafficking. Human trafficking survivors are in the best position to speak to policies that have the greatest impact and will effect real change. Survivors of human trafficking are more than just their stories—they have a deep understanding of the problem and what is needed to combat it and support survivors. As the Administration initiates Council appointments, ATEST strongly recommends additional funding necessary 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. The request would fund organizing convening, funding Council members travel and incidental expenses, and other activities authorized by the Act. We applaud the U.S. Government for working with survivors, not only on their behalf.

18. Department of State / Global Human Trafficking Hotline:

We request \$300,000 for the Department of State to support the launch of the Global Human Trafficking Hotline reference by 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.” FAR § 52.222-50(h)(3)(ii).

The FAR 22.17 policy can only ultimately succeed 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.

The \$300,000 will enable the Department of State to provide a confidential and independent hotline to support the goals of Executive Order 13627.

Office to Monitor and Combat Trafficking in Persons (J/TIP)

19. 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 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.

We request \$12,000,000 for J/TIP for additional staff and programmatic support. 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. 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 also 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.

Additionally, we ask that this funding 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. However, more resources are needed for this critical function.

20. Office to Monitor and Combat Trafficking in Persons / Emergency Capacity Fund:

In addition, 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, and advise the establishment of shelters overseas as unanticipated needs arise. Authorized in the most recent TVPRA, these funds will help J/TIP respond to acute crises like recent earthquake in Nepal and to respond to other requests for assistance from foreign governments. Currently, J/TIP does not have the staff needed to respond to these international onsite requests.

Grants Administered by the Office to Monitor and Combat Trafficking in Persons (J/TIP)

21. International Narcotics Control and Law Enforcement / Trafficking in Persons grants:

We request \$45,000,000 for the International Narcotics Control and Law Enforcement (INCLE) office 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.

As mentioned, in FY2014, J/TIP received applications for \$107,000,000 in assistance and was only able to provide \$18,000,000 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.”

These funds are critical to ensuring that victims are identified and traffickers are convicted. In 2013, only 44,758 victims of human trafficking were identified globally, of an estimated 21 million. This amounts to 0.2% of victims. Additionally, the 2014 TIP Report states that in 2013 there were an estimated 9,460 prosecutions and 5,776 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. 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 FY2017. 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. We encourage the administration to provide additional resources for at least two more compacts in 2017.

Democracy, Human Rights, and Labor

22. Bureau of Democracy, Human Rights, and Labor:

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 or services 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.

U.S. Agency for International Development

23. USAID / Counter-Trafficking in Persons Policy:

We request \$1,800,000 to DCHA to support 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. ATEST and its member organizations applaud the release of USAID's Counter-Trafficking in Persons Policy in February 2012 and the subsequent Field Guide released in April 2013, with the Bureau for Democracy, Conflict and Humanitarian Assistance (DCHA) taking the lead on anti-trafficking matters within USAID headquarters.

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.

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 so that they are able to effectively report on program successes.

24. 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). 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.

Program on Migration

25. Migration and Refugee Assistance:

We request \$750,000 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, 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. To ensure continued support for this important program we request \$750,000 for this program.

DEPARTMENT OF HOMELAND SECURITY

ATEST welcomes recent legislation that strengthens the authority to prohibit the importation of goods made with forced or prison labor into the United States, by repealing the exception for goods for which there is a "consumptive demand" in the United States. The legislation provides a much more effective tool for the Department of Homeland Security, through Customs and Border Protection (CBP) and Immigration and Customs Enforcement (ICE), to take steps to prevent the importation of these goods. This enforcement would incentivize companies to examine their supply chains more deeply for the use of such labor to avoid disruptions of their supply. We urge the Administration to review the operations and funding for the Department of Homeland Security, especially within CBP and ICE, to ensure that DHS has the resources and structure to effectively implement this change of law.

26. Immigration and Customs Enforcement:

We request \$34,400,000 in funding for investigations, training, and victim services by Immigration and Customs Enforcement (ICE) to combat severe forms of trafficking in persons as authorized by Sec. 113(i) of the TVPRA of 2013 (P.L. 113-4). This request is \$8,800,000 above the FY16 President's request to support 40 new positions to conduct forced labor and human trafficking investigations by ICE. ICE plays a critical role in combating severe forms of trafficking originating from foreign countries and is therefore the first line of defense in stopping this crime. Additional resources will be used to

expand trafficking investigations and help reduce the incidents of trafficking and forced labor in the United States.

27. ICE / Child Sexual Exploitation Investigations Unit:

We request \$20,000,000 for the Department of Homeland Security to combat child sexual exploitation. DHS plays an important role in combating child sexual exploitation both at home and abroad. In FY2014, investigations led to the conviction of over 1,000 people for child exploitation. This was an increase of 50 percent over FY2010. Additionally investigations resulted in the identification of over 1,000 children. The funding requested would allow DHS to increase their ability to coordinate with other countries to prevent known registered child sex offenders from exploiting children.

28. DHS / Victim Witness Coordinators:

We request an additional \$20,000,000 for the Department of Homeland Security for victim witness coordinators and to support investigations overseas into child sex tourism and forced labor. With this additional funding DHS would be able to hire 5 additional victim witness coordinators, staff essential to making sure that the DHS response to this crime is victim-centered. We also urge DHS to prioritize partnering with NGOs and service providers that are experienced in children's rights so that child victims of sexual exploitation receive appropriate care and services.

DEPARTMENT OF DEFENSE

29. Office of the Secretary of Defense / Office of Human Trafficking:

We request that the Department of Defense include \$2,000,000 in FY2017 to establish an Office of Human Trafficking located in the Office of the Secretary of Defense. These funds would be used to establish permanent FTEs within the Office and provide support for implementing DOD's Strategic Plan for Combating Trafficking in Persons (CTIP). DOD is uniquely positioned to play an important role in combating trafficking in persons given the breadth and scope of its work in both its domestic and international operating environments. The implementation of the CTIP Strategic Plan would include issuing a DOD-wide policy that conforms to laws and executive orders on CTIP such as Title XVII of the National Defense Authorization Act (NDAA) entitled, "Ending Trafficking in Government Contracting." It would also include instituting training, education, and outreach programs to ensure greater awareness within the Department, as well as implementing standardized CTIP monitoring and enforcement processes and procedures that improve compliance and the reporting of incidents of trafficking.

We look forward to working with you and with Congress to secure the funding necessary to make strong inroads against the problem of human trafficking, forced labor, and modern slavery. Should you have any questions, please feel free to contact Melysa Sperber, ATEST Director, at (631) 374-0749 or msperber@humanityunited.org.

Sincerely,

Coalition to Abolish Slavery and Trafficking (CAST)

Coalition of Immokalee Workers (CIW)

ECPAT-USA

Free the Slaves

International Justice Mission

National Domestic Workers Alliance (NDWA)

National Network for Youth (NN4Y)

Polaris

Safe Horizon

Solidarity Center

Verité

Vital Voices Global Partnership

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.