



Alliance To End Slavery & Trafficking

September 30, 2022

The Honorable Shalanda Young
Director | Office of Management and Budget
Executive Office of the President
725 17th Street, NW
Washington, DC 20503

Dear Director Young,

The member organizations of the Alliance to End Slavery and Trafficking (ATEST) urge you to advise the President to request funds in the President's Fiscal Year 2024 (FY24) Budget in accordance with initiatives in the Administration's National Action Plan to Combat Human Trafficking¹, the package of laws passed by Congress to reauthorize the Trafficking Victims Protection Act², and other relevant laws.

"Human trafficking is a stain on our society's conscience and an affront to the ideals that form the basis of our national strength: liberty, justice, equality, and opportunity," President Biden states in the National Action Plan. Released in December 2021, the plan outlines how combating trafficking promotes gender and racial equity, workers' rights, fair trade, support for underserved communities and national security.

Since passage of the original Trafficking Victims Protection Act (TVPA) in 2000, Congress has voted overwhelmingly to reauthorize and expand the Act in 2003, 2005, 2008, 2013, and 2018. Reauthorization in the 117th Congress is pending. The TVPA was created to "ensure just and effective punishment of traffickers, and to protect their victims"³. There are three main components of the TVPA, commonly referred to as the three P's: protection, prosecution and prevention.

This letter provides concrete recommendations from ATEST — a nonpartisan coalition of organizations working at the front lines in the United States and internationally — that

¹ <https://www.whitehouse.gov/wp-content/uploads/2021/12/National-Action-Plan-to-Combat-Human-Trafficking.pdf>

² P.L. 115-425, P.L. 115-392, P.L. 115-393, P.L. 115-427

³ P.L. 106-386

articulate how this Administration and Congress can provide resources critical to ensuring the U.S. government is taking a comprehensive, victim-centered approach consistent with its commitment to address labor and sex trafficking and to support survivors’ paths to self-sufficiency.

Human trafficking is one of the fastest growing criminal industries in the world, affecting 28 million people⁴ and generating more than \$150 billion in annual profits for traffickers⁵. More people have become vulnerable to trafficking in the past year because of ongoing impacts of the COVID-19 pandemic, the affordable housing crisis, impacts of climate change, the invasion of Ukraine, and global economic disruptions. A robust fiscal response is essential to mitigate these increased risks and to provide essential services to survivors. Through the FY24 budget process, the U.S. government has the opportunity to strengthen its leadership in combating human trafficking both at home and abroad by resourcing efforts to prevent this crime, hold perpetrators accountable, and provide comprehensive services to those who are victimized.

We understand the fiscal challenges our nation faces. However, we cannot lose sight of the human tragedies occurring every day within and beyond our borders. Trafficking is a national security, criminal justice, civil rights and human rights issue that will define our generation. We can only hope to eradicate it in our lifetime by dedicating the necessary resources.

Summary of ATEST FY24 Requests			
Department	Program	FY22 Enacted⁶	FY24 Request
Department of State	1.Office to Monitor and Combat Trafficking in Persons Administration (J/TIP)	\$17,000,000	\$20,000,000
	2.Grants Administered by J/TIP: International Narcotics Control and Law Enforcement / Trafficking in Persons Grants	\$77,000,000	\$67,000,000
	3.Grants Administered by J/TIP: Child Protection Compacts		\$10,000,000
	4.Program to End Modern Slavery	\$25,000,000	\$37,500,000

⁴ https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---ipecc/documents/publication/wcms_854733.pdf

⁵ https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---declaration/documents/publication/wcms_243391.pdf

⁶ Reauthorization of the Trafficking Victims Protection Act is pending, so authorization levels have lapsed, and new ones aren't available at this time. The most recent Congressionally enacted figures, from FY22, are provided here for reference.

Department	Program	FY22 Enacted	FY24 Request
Department of State (continued)	5.United States Advisory Council on Human Trafficking		Compensation
	6.Bureau of Democracy, Human Rights, and Labor		\$10,000,000

U.S. Agency for International Development	7.Bureau for Democracy, Development and Innovation (DDI): Justice, Rights and Security Team: Counter-Trafficking in Persons Policy Integration		\$10,000,000
	8.Bureau for Democracy, Development and Innovation (DDI), Democracy, Human Rights and Governance Center (DRG), Global Labor Program	\$12,500,000	\$12,500,000
	9.Human Rights Grants Program		\$1,000,000
Department of Health and Human Services	10.Office on Trafficking in Persons (OTIP): Foreign National Victims	\$28,800,000	\$25,000,000
	11.Office on Trafficking in Persons (OTIP): U.S. Citizens and Lawful Permanent Residents		\$25,000,000
	12.National Human Trafficking Hotline	\$4,500,000	\$6,000,000
	13.Runaway and Homeless Youth Act	\$140,280,000	\$362,000,000
	14.Highly Vulnerable Populations Study		\$2,000,000
Department of Labor	15.International Labor Affairs Bureau	\$96,100,000	\$168,000,000
	16.Employment & Training Administration		\$5,000,000

Department	Program	FY22 Enacted	FY24 Request
Department of Justice	17.Office of Justice Programs / State and Local Law Enforcement Assistance: Victim Services Grants & Human Trafficking Task Forces	\$88,000,000	\$140,000,000
	18.Office of Justice Programs / State and Local Law Enforcement Assistance: Minor Victim Services Grants		\$10,000,000
	19.Legal Activities / Civil Rights Division: Human Trafficking Prosecution Unit	\$5,300,000	\$8,000,000
	20.Federal Bureau of Investigation: Salaries and Expenses		\$15,000,000
	21.National Institute of Justice / Prevalence Methodology & Study		\$7,000,000
Department of Homeland Security	22.Immigration and Customs Enforcement / Homeland Security Investigations	Requested from allocated funding	
	23.Immigration and Customs Enforcement / Homeland Security Investigations: Office of Victims Assistance		
	24.Customs and Border Protection		
Department of Education	25.Department of Education Grants to Local Education Agencies, Title I		\$2,000,000
	26.McKinney-Vento Act Education for Homeless Children and Youth Program	\$114,000,000	\$300,000,000

DEPARTMENT OF STATE

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

We request \$20,000,000 for the Office to Monitor and Combat Trafficking in Persons (J/TIP) to ensure it can fulfill its statutory mandates, including to support: coordination of the President’s Interagency Task Force to Monitor and Combat Trafficking in Persons

(PITF) and Senior Policy Operating Group (SPOG); deployment of rapid response teams; production of and improvements to the integrity of the Trafficking in Persons Report (“TIP Report”); administration of Child Protection Compacts, diplomatic engagement and technical assistance; and management and oversight of increased assistance to combat trafficking in persons. These 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 build in-country capacity. We recommend \$500,000 be used to continue to provide training for J/TIP and mission staff worldwide who contribute to the annual TIP Report to ensure that requirements are implemented in ranking countries solely on anti-trafficking impacts.

While there is a growing awareness of the problem of human trafficking and forced labor around the world, many countries lack the resources needed to help combat the problem. J/TIP provides the necessary resources and tools to assist foreign nations’ prevention and response to these crimes. J/TIP provides funding to NGOs and public international organizations (PIOs) for projects that address prosecution, protection, and prevention of both sex trafficking and forced labor globally.

2. Grants Administered by J/TIP: INCLE / Trafficking in Persons Grants

We request \$67,000,000 for J/TIP from the International Narcotics Control and Law Enforcement (INCLE) account to award grants to U.S.-based and foreign NGOs, and PIOs to fight human trafficking internationally through training for law enforcement, legal support, and aftercare services for survivors.

This funding is needed to continue essential work to combat trafficking internationally. As of August 1, 2022, J/TIP manages 116 bilateral, regional, and global anti-trafficking projects in more than 95 countries. Previous grants have included programs to reduce trafficking in mining zones in the Democratic Republic of Congo; scale up child protection systems in Mauritania to prevent and combat child trafficking; provide safe migration, process support and crucial services to vulnerable migrant workers in Bangladesh; and improve the identification of and services for victims of forced labor in the garment/textile, domestic work, and agricultural sectors in Jordan, as well as male forced labor victims in Thailand’s fishing industry. Particularly in light of the COVID-19 crisis, more people are vulnerable to trafficking. Additional funding and support are required to meet the increased need for ongoing and new services.

According to the 2022 TIP Report, in 2021, only 90,354 victims of human trafficking were identified globally, of an estimated 28 million, continuing a downward trend in victim identification. Additionally, in 2020 there were an estimated 5,260 convictions of traffickers globally and 10,572 prosecutions. The funding administered by J/TIP is critical to ensure that victims are identified and protected, traffickers are prosecuted and convicted, and systems and policies are in place to prevent future trafficking. These numbers continue

to highlight the urgent need for increased funding for trafficking in persons grants and a greater focus on prevention efforts worldwide.

3. Grants Administered by J/TIP: Child Protection Compacts

We request an additional \$10,000,000 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 NGOs with expertise in the protection of victims of severe forms of trafficking in persons. Since 2015, J/TIP has signed Child Protection Compacts with Ghana, the Philippines, Jamaica, Peru, Mongolia, and Benin to combat the sexual exploitation and forced labor of children. We recommend that additional funding is made available for additional partnerships to be developed in FY24, that J/TIP continues to be the implementing agency of the Child Protection Compacts, and that sufficient funding is requested to allow them to fulfill this mandate.

4. Program to End Modern Slavery

In 2016, under Section 1298(b) of the National Defense Authorization Act for Fiscal Year 2017 (PL 114-328), Congress had authorized the Program to End Modern Slavery (PEMS), a new initiative focused on advancing 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, up to the level of \$37,500,000 per year. We urge the administration to request funding at the fully authorized level. This funding should complement existing anti-trafficking programs, while protecting existing foreign assistance for human rights, development, humanitarian aid, and democracy. One important area funded by PEMS is the development of cost effective and reliable methods to measure the prevalence of human trafficking in hot spots around the world through the Prevalence Reduction Innovation Forum, which can help create rigorous standards for measuring the impact of federally-funded anti-trafficking projects.

5. U.S. Advisory Council on Human Trafficking

We recommend that up to \$400,000 be designated specifically for the U.S. Advisory Council on Human Trafficking (“Advisory Council”), which was established by the Justice for Victims of Trafficking Act of 2015 (P.L. 114-22). The Advisory Council is made up of human trafficking survivors and tasked with providing advice and recommendations to the Senior Policy Operating Group and the President’s Interagency Task Force. We applaud

the U.S. Government for working with survivors, who are in the best position to analyze and recommend policies that have the greatest impact. This request would fund support staff for council convenings, council member travel expenses and per diem, consulting fees for council members and other authorized activities. Per Section 1299R of the William M. (Mac) Thornberry National Defense Authorization Act for Fiscal Year 2021 (P.L. 116-283), Congress extended the Advisory Council's mandate through FY 2024 and also authorized Advisory Council members to receive compensation for their work. Dedicated funding would increase the Advisory Council's capacity and sustainability in supporting the U.S. government's response to human trafficking.

6. 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, corporate accountability activities, and efforts to combat gender-based violence. We encourage DRL to prioritize activities centered on advocacy and capacity building aimed at supporting survivors, advocates, and survivor-advocates. To this end, public-private partnerships and other forms of multi- and cross-sector engagement ensure more inclusive and sustainable support in preventing and addressing violence, trafficking, and exploitation. These important programs strengthen multi-stakeholder engagement in areas including, but not limited to, labor and sexual exploitation in supply chains (including 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.

U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT

7. Bureau for Democracy, Development and Innovation (DDI); Justice, Rights and Security Team, Counter-Trafficking in Persons (C-TIP) Policy Integration

Within the budget for the U.S. Agency for International Development's Bureau for Democracy, Development and Innovation, we request \$7,000,000 in support for counter-trafficking projects at USAID missions and \$3,000,000 to support the Justice, Rights and Security Team's efforts at headquarters to integrate anti-trafficking work into other USAID programs including but not limited to health, food security, disaster response, and economic development. USAID updated its C-TIP policy in 2021, and funding is needed to provide global coordination at headquarters and to support a growing demand by missions to launch integrated anti-trafficking programs.

Approximately half of the anti-trafficking projects being proposed by missions are rejected for lack of resources. Those that are approved have resulted in funding being diverted from other human rights initiatives.

Effective integration of robust anti-trafficking analysis, evaluation, and interventions across the range of assistance programs, bureaus and missions is critically important. Such integration can: 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. investments and enhance the impact of existing interventions; and c) help reinforce and support broader development objectives.

The effectiveness of foreign assistance in reducing poverty and generating economic development relies in part on community resilience against human trafficking. We know from a growing body of evidence that the benefits of freedom from forced labor to a community include improved outcomes for education, medical care, food security, income generation, wage levels, family debt, civic and gender participation, and the rule of law.⁷ These social improvements, in turn, reduce vulnerability to trafficking.

Further, we recognize that human trafficking is inexorably linked to current global challenges of climate change, migration (including conflict-related migration from Ukraine), and international trade. For these reasons, we request funding for a greater emphasis on implementation of anti-trafficking strategies in the field, by requiring a point of contact and mandatory training in anti-trafficking policies and programs for USAID staff in missions. It is critical that all USAID staff know, understand, and implement the agency's anti-trafficking policies and integration strategy. We also request that all future Country Development Coordination Strategies, as well as Regional Development Coordination Strategies, integrate robust C-TIP approaches.

The requested headquarters funding would support USAID staffers in C-TIP policy education and implementation activities throughout the agency. These include periodic training sessions and a help-desk function for mission-based staff seeking guidance on C-TIP policy implementation, as well as assistance to missions in conducting landscape analyses, project design and monitoring, evaluation, and learning. The funding would also support headquarters staffers to accurately report USAID anti-trafficking expenditures to Congress and to the Justice Department and State Department for their annual anti-trafficking reports.

⁷ <https://freedomfund.org/wp-content/uploads/FINAL-When-We-Raise-Our-Voice-.pdf>

8. Global Labor Program

We request \$12,500,000 for USAID's Global Labor Program (GLP). The GLP plays a crucial role in addressing the underlying root causes of human trafficking and strengthening labor rights and workers' organizations around the world. The GLP strengthens human trafficking prevention initiatives by supporting coordinated cross-border and regional programs that improve the economic, social, and democratic development of vulnerable workers, including 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.

9. Human Rights Grants Program

We request \$1,000,000 to support USAID's Human Rights Grants Program, which is available to USAID missions around the world to address human rights objectives or support integration of human rights issues across all development initiatives. ATEST urges these funds be used for anti-trafficking specific grants to in-country NGOs, with an emphasis on cross-sectoral programming.

DEPARTMENT OF HEALTH AND HUMAN SERVICES

Children, youth, and families who are vulnerable to trafficking, as well as survivors of human trafficking, are served across all Department of Health and Human Services (HHS) Administration for Children and Families (ACF) programs. This means HHS, ACF in particular, is uniquely suited to address human trafficking from a prevention and protection perspective, including utilizing a public health lens in developing anti-trafficking initiatives. Further, ACF works directly with all victims of human trafficking – men, women, children, LGBTQI+ individuals, foreign nationals and U.S. citizen clients – underscoring the need to have an office that is responsible for guiding principles and best practices.

Of particular importance, we have seen firsthand how the Office of Trafficking in Persons (OTIP) at ACF has served its important purpose of coordinating human trafficking efforts across ACF while leveraging existing resources and bringing important expertise on human trafficking to intersectional issues. OTIP requires a core team of staff to coordinate this important work across divisions and bureaus in HHS. ATEST requests continued resources for HHS to maintain key staff for 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 staff to ensure victims receive the benefits and resources they need to recover and build a new life, and efforts and energies are not duplicative within agencies.

10. Office on Trafficking in Persons (OTIP): Foreign National Victims

We request \$25,000,000 for ACF to implement the TVPA, as amended in 2013 and 2018, to serve foreign national victims. These grants are crucial to providing victims, including children, comprehensive services once they have been identified as victims of trafficking. In 2017, 412 victims were identified and certified as in need of comprehensive, trauma-informed, gender specific services, a 271 percent increase since 2001. The COVID-19 crisis has drastically changed the landscape for serving human trafficking victims and survivors. We have, and continue to observe, unprecedented unemployment rates and significantly heightened client financial needs in all areas, including social and legal needs, and thus expect a significant increase in the need for sustained comprehensive services.

In FY2019, HHS provided \$10,900,000 in grants to three non-governmental organizations (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 1,573 individuals and their family members, a significant increase from prior years. We applaud the increased appropriations since FY16 that have allowed OTIP to serve more foreign national victims and encourage this trend to continue, especially in light of the critical increase in need during the continued COVID-19 crisis. In FY2020, HHS served 2,352 clients, a 31% increase in clients from FY2019, and largely due to the COVID-19 pandemic crisis, supported by only \$5,400,000 in awards, a significant decrease from the grantmaking in FY2019.

In FY2021, HHS provided \$2,000,000 in new funding and \$14,000,000 in unspent funding grants for foreign national victims, serving 3,461 clients (2,047 victims and 1,414 family members) a 47% increase in clients served from FY2020.

In FY2021, HHS issued 527 certification letters, an increase from 508 letters issued in FY2020 and a significant increase from 311 letters issued in FY2019. These letters certify foreign nationals as victims of human trafficking and allow them to access public benefits to the same extent as refugees. Increased issuance of certification letters corresponds to increasing numbers of survivors seeking services from service providers who are strapped for resources in supporting higher numbers of clients. Even more striking, HHS issued 1200 eligibility letters to foreign national minors in FY2021 who were at risk of or had experienced human trafficking, a 78% increase from 673 eligibility letters issued in FY2020. These eligibility letters also allow foreign national youth to access benefits to the same extent as refugees, putting a similar strain on service providers who are serving higher numbers of caseloads with decreased levels of funding. We support the Department's decision to include legal services within the comprehensive services available to victims, as an important service in a survivor's recovery.

11. OTIP: U.S. Citizens and Lawful Permanent Residents

We request \$25,000,000 for ACF to implement the TVPA, as amended by Congress in 2013 and 2018, by issuing grants to Non-Governmental Organizations (NGO) working in communities around the country providing case management programs for U.S. citizen and lawful permanent resident (LPR) victims of severe forms of trafficking. These grants are crucial to providing victims, including children, the necessary aid and services once they have been identified as a victim of trafficking. In prior years, Congress has enacted this type of grant funding specifically for U.S. citizens and LPRs within ACF, and we encourage the new administration to continue that support and include this item again in the FY24 Budget Request. Due to the unprecedented COVID-19 crisis, there is a significant increase in the need for sustained comprehensive services for victims of trafficking. We request funding be increased to \$25,000,000 for U.S. citizens and LPRs to match our funding request services for foreign national victims.

In FY2021, HHS provided \$5,300,000 in grants to 18 grantees serving domestic victims, including 829 clients. In 2020, the National Human Trafficking Hotline received information about at least 584 cases of sex or labor trafficking involving U.S. citizen or LPR victims. Vulnerable populations of U.S. citizens and LPRs include, among others, runaway and homeless youth, the LGBTQI+ community, Native Americans, Asian Americans and Pacific Islanders, Latinos, migrant workers, youth of color, children, low literacy or numeracy individuals, and those with disabilities. When U.S. citizens and LPRs experience trafficking, they suffer similarly devastating consequences to those foreign nationals trafficked into the United States: psychological and physical trauma, fear of law enforcement, family estrangement, loss of income, etc. Specialized services are necessary to support U.S. citizen and LPR survivors to recover from the trauma they experienced and to build a support system to prevent re-exploitation.

12. The National Human Trafficking Hotline

We request \$6,000,000 for ACF to support the National Human Trafficking Hotline (Trafficking Hotline, formerly known as the National Human Trafficking Resource Center), while preserving victim services funding. Authorized by Section 107(b)(1)(B) of the 2000 TVPRA as amended 22 U.S.C. 7110(b)(1), the Trafficking Hotline is a national, toll-free hotline, available to answer phone calls, texts, online chats, emails, and online tip reports from anywhere 24 hours a day, seven days a week. The Trafficking Hotline connects victims and survivors with anti-trafficking services in their area (such as shelter, case management, and legal services), collects tips on human trafficking cases, and, where appropriate, reports actionable tips to law enforcement. The hotline serves both domestic and foreign victims inside the U.S. The Trafficking Hotline also maintains one of the most extensive data sets on the issue of human trafficking in the United States, as well as on human trafficking trends, and was recently funded by the amounts appropriated to OTIP at the level of \$4,500,000 for fiscal year 2022 (FY22).

As efforts to increase awareness, training, and education of the public and key industries on human trafficking generally and the National Human Trafficking Hotline specifically have succeeded, call volume on the hotline has increased thirty-fold since its inception in 2007. From FY19 to FY21, the hotline experienced an extraordinary 60 percent increase in total signal volume. In FY21, the Trafficking Hotline received 13,450 signals from victims and survivors themselves, a 26 percent increase from FY19. The significant increase in signals from victims and survivors underscores the important and trusted resource the hotline has become for people experiencing trafficking. Given the disruptive impact of the COVID-19 pandemic on social, economic, and health outcomes, call volume will continue to steadily increase throughout FY 2024 and beyond.

13. Runaway and Homeless Youth Act

We request a total of \$362,000,000 for ACF to implement the Runaway and Homeless Youth Act (RHYA) programs, Title III of the Juvenile Justice & Delinquency Prevention Act. This is the amount included in the most recently introduced bill to fully reauthorize RHYA, the Runaway and Homeless Youth and Trafficking Prevention Act of 2022. RHYA programs have been chronically underfunded since its inception, despite these programs costing less than other systems that many youth experiencing homelessness and survivors of trafficking encounter. Everyone should have the opportunity to succeed regardless of their start in life, but young people who are trafficked and youth experiencing homelessness are not plugged into the networks, resources, and supports they need for healthy development.

Runaway and homeless youth are particularly at risk to become victims of trafficking and have been significantly impacted as a result of the COVID-19 pandemic. An estimated 4.2 million young people (ages 13-25) experience homelessness annually according to research from Chapin Hall at The University of Chicago. Recent data from the National Human Trafficking Hotline also shows that being a runaway homeless youth and living in unstable housing are two of the top risk factors for human trafficking. Numerous studies have found trafficking rates among youth experiencing homelessness ranging from 19 percent to 40 percent. Using the lower end estimate means that about 900,000 of the youth and young adults who experience homelessness in a year are also victims of sex trafficking or forced labor in cities, suburbs, rural communities, and American Indian Reservations across the country.

The cost of not investing in the lives of youth experiencing homelessness is an economic burden that affects the young person, taxpayers, and society. Researchers have found that taxpayers face an estimated lump sum 2011 fiscal cost per youth of \$248,182 and

social cost of \$613,182.⁸ Taking the modest taxpayer⁹ cost of \$248,182 per youth and applying it to *only half* of the 4.2 million youth who experience homelessness every year in America, the taxpayer cost is over \$521 billion (2.1 million x \$248,182). Through increased investments, all youth in need of safe and stable housing and supportive services will be able to connect to the networks of support and resources needed to stabilize, heal, and thrive. These connected youth in turn become part of the solution to trafficking and homelessness and contribute to the community's well being.

RHYA has provided base funding to communities across the country to develop community-based responses to youth and young adult homelessness and trafficking. These local systems of care are based on the unique needs of each region, their available resources, and local priorities. When we support young people experiencing homelessness, we prevent trafficking. RHYA programs are also trained in identifying and serving survivors of trafficking. Specifically, RHYA funds: emergency shelters, family reunification when safe, aftercare, street outreach, education, employment training, behavioral and mental health care, 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 best positioned to prevent trafficking and commercial sexual exploitation and provide early identification of and services to youth victims of crimes.

14. Highly Vulnerable Populations Study

We request \$2,000,000 to be directed to HHS for a new study on the prevalence, characteristics, and needs 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 identify, scale, and improve access to the most effective interventions, including housing and services for 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.

⁸ Foldes, Steven S. and Lubov, Andrea. (2015) The Economic Burden of Youth Experiencing Homelessness and the Financial Case for Investing in Interventions to Change Peoples' Lives: An Estimate of the Short-and Long-Term Costs to Taxpayers and Society in Hennepin County, Minnesota. <https://www.youthlinkmn.org/wp-content/uploads/2016/04/the-economic-burden-of-homeless-youth-in-hennepin-county.pdf>
Social cost is defined as the total costs to society including lost earnings, lost tax payments, public crime expenditures, victim costs, welfare support programs, education, excess tax burden and public housing support.

⁹ Belfield, et. al., The Economic Value of Opportunity Youth. January 2012

DEPARTMENT OF LABOR

15. International Labor Affairs Bureau

We request \$168,000,000 for the Bureau of International Labor Affairs (ILAB) in the Department of Labor (DOL). Specifically, we request \$27,000,000 for the administration of ILAB, \$70,000,000 for the Child Labor and Forced Labor program, \$48,000,000 for Workers' Rights Programs, and \$23,000,000 for program evaluation.

ILAB is an essential part of the U.S. government's international response to forced labor, human trafficking, and child labor. It 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. Funding provided would allow ILAB to fulfill its Congressional mandates including: producing annual findings on worst forms of child labor in certain U.S. trade beneficiary countries; the development and maintenance of a List of Goods produced by child or forced labor, including inputs to goods made with child or forced labor; and increased responsibilities in enforcing the U.S. Mexico Canada Agreement (USMCA). Adequate funding will ensure that staff is able to travel to the countries with which ILAB has partnered or where important research is needed to accurately maintain the list of goods made with forced labor or child labor. In addition, a robust and expertly staffed entity within the U.S. government's foreign policy establishment – that sits outside of the diplomatic constraints of the State Department and focuses particularly on worker rights – is tremendously important to the government's ability to tackle human trafficking and address the underlying factors that place individuals at risk of trafficking.

We request \$48,000,000 for Workers' Rights Programs because they are essential to maintaining coherence with the U.S. trade agenda. ILAB provides technical assistance to countries on a variety of worker rights issues, many of which correspond directly to labor rights commitments under trade agreements. 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 and hones-in on areas of particular concern including the cocoa and fishing sectors as well as other supply chains with heightened risks of child labor or forced labor.

16. Employment and Training Administration

We request \$5,000,000 for the Employment and Training Administration (ETA) in the DOL to conduct a review of all employment readiness, training, and other discretionary programs, and revise program guidance as needed to explicitly include eligibility for trafficking victims where possible, per Sec. 107(b) of the Trafficking Victims Protection

Act (P.L. 106-386). The requested funds should be used to develop and implement a pilot grant program to deliver trauma-informed employment and training services that address particular barriers to service, and challenges to finding employment, faced by survivors of human trafficking. 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 that “...after leaving their 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.”

We also recommend that the DOL 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.

DEPARTMENT OF JUSTICE

Office of Justice Programs | State and Local Law Enforcement Assistance

17. Victim Services Grants & Human Trafficking Task Forces

We request \$150,000,000 for all services for victims of trafficking programs, including those authorized by section Public Law 117-103, section 107(b)(2) of Public Law 106–386, Public Law 109–164, Public Law 113–4, and Public Law 115-393. Robust resources are needed to ensure that as more survivors of trafficking come forward, they receive appropriate responses and services. Out of the total amount, \$10,000,000 should be designated for victim service grants for minor victims of human trafficking. More detail on this funding is provided in the next section.

According to the 2022 Trafficking in Persons (TIP) Report, a subset of Department of Justice (DOJ) grantees served 10,070 clients during the most recent one-year period (7/1/20 to 6/30/21), approximately 2.2 percent more clients than DOJ grantees served the prior year (9,854). Finally, in FY21, the National Human Trafficking Hotline received 13,450 signals from victims and survivors, a 26 percent increase from FY19. Robust resources are needed to ensure that as more survivors of trafficking come forward, they receive appropriate responses and services. Data from the Trafficking Hotline demonstrate that despite current levels of funding, many survivors cannot access necessary services.

The COVID-19 crisis has drastically changed the landscape for serving human trafficking victims and survivors. We anticipate a 35 percent decrease in funding for service providers in the anti-trafficking movement as part of the economic fallout from this global health crisis. We are seeing unprecedented unemployment rates and significantly heightened client financial needs in all areas, including social and legal needs, and thus expect a significant increase in the need for sustained comprehensive services. In FY2021, DOJ awarded \$60,000,000 over 85 anti-trafficking awards for victim protection, a significant decrease from awarding \$74,600,000 over 131 awards in FY2020. The \$60,000,000 awarded in FY2021 included \$15,000,000 for housing-related grants, \$22,000,000 for case management and specialized needs, \$13,000,000 for child-related grants and \$10,000,000 in other funding, including TTA-related grants. Despite the ongoing COVID-19 pandemic and lingering effects of housing and food insecurity for human trafficking victims, there was a decrease in DOJ grant-making for protection-related services, at the same time service providers reported an increasing number of clients served. We have accordingly included a 35 percent increase of funds for FY24 over the \$85,000,000 that was appropriated in FY22 (an increase of approximately \$30,000,000), which, when combined with ATEST's recommended level of \$120,000,000 for human trafficking service provision and law enforcement, equals \$150,000,000.

Given the increased vulnerability to trafficking due to high unemployment rates and general financial, legal and social instability, we request that no less than \$120,000,000 of the appropriation be for victim services, and that the majority of OVC money continued to be spent supporting direct services for all forms of trafficking in persons including intensive case management, legal and shelter services. While housing needs remain one of the biggest resource scarcities for human trafficking victims, service provider funding must be comprehensive and meaningfully address food insecurity, need for clothing medical, dental and mental health care and treatment, and financial instability from un/under-employment, lack of educational opportunities, and other inequities. We also request that OVC review monies granted to law enforcement task forces to ensure task forces are adopting and implementing victim-centered approaches.

We also request that funding for victim services grant programs at DOJ remain within the Office for Victims of Crime (OVC). OVC has done an efficient and effective job in administering victim services grants and OVC should retain this role without disruption. Given the increase in grant funding that OVC must allocate for human trafficking victims, ATEST recommends that additional FTE positions support OVC Human Trafficking grant programs. These newly supported FTEs should be consistent with the percent of increased grant funding. The victims of human trafficking are all genders, adults and children, and include both U.S. citizens and foreign nationals who are victims of sex trafficking and/or forced labor. OVC's current program provides critical services to all these victim groups in a carefully balanced program as authorized by the Trafficking Victims Protection Act (P.L.106- 386).

18. Minor Victim Services Grants

We request \$10,000,000 for Minor Victim Services Grants, of which \$5,000,000 is for sex trafficked minors and \$5,000,000 is for labor trafficked minors. This amount should come out of the total \$150,000,000 we request for Victim Services Grants & Human Trafficking Task Forces for DOJ.

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.” Since the authorized funds are specific to sex trafficked minors, we are requesting an additional \$5,000,000 in grant funds to support the same services, training, and outreach for labor trafficked youth. We believe including labor trafficked children is imperative given that the federal definition of human trafficking includes both sex trafficking and forced labor.

From FY19 to FY21, the National Human Trafficking Hotline experienced an extraordinary 60 percent increase in total signal volume. In FY21, the Trafficking Hotline received 13,450 signals from victims and survivors themselves, a 26 percent increase from FY19. Additionally, a 2017 study of runaway and homeless youth populations found that nearly one in five (19.4 percent) of 911 youth interviewed were victims of human trafficking, with 15 percent having been trafficked for sex, 7.4 percent trafficked for labor, and 3 percent trafficked for both. 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, and law enforcement around the country has identified the lack of specialized housing programs as the greatest obstacle in bringing effective prosecutions against child traffickers.

We support the need for additional funding for trafficked minors, especially sex trafficked minors. The key areas within the grant fund should include: residential and non-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; specialized training for social service providers, public and private sector personnel and outreach and education.

Legal Activities / Civil Rights Division

19. Human Trafficking Prosecution Unit

We request \$8,000,000 for the Human Trafficking Prosecution Unit (HTPU), for resources it needs to increase its caseload. HTPU houses the government’s top legal experts on prosecuting human trafficking cases. These cases are resource intensive because they are procedurally complex and involve multiple jurisdictions and defendants. Funding for HTPU has been flat at \$5,300,000 since FY10. With increased funding, HTPU will be able

to increase prosecutions of sex trafficking and forced labor. Additionally, the Abolish Human Trafficking Act (P.L. 115-392), designates an assistant U.S. attorney in every U.S. Attorney's Office across the United States to prosecute human trafficking cases. HTPU is responsible for supporting training these prosecutors. Lastly, we support the U.S. Advisory Council on Human Trafficking's recommendation that HTPU form a specialized forced labor unit to create and enhance training on forced labor cases.

Federal Bureau of Investigation

20. 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 and train agents on the investigation of these cases. As the lead federal law enforcement agency, the FBI's ability to combat human trafficking and forced labor would be significantly enhanced if additional resources were devoted specifically to this crime. According to the most recently released Attorney General report, in FY17, the FBI entered the names of 448 identified victims of human trafficking into the Victim Notification System, of which 73 percent were from domestic minor sex trafficking and child sex tourism cases, and 27 percent were from adult sex trafficking or forced labor cases or foreign national minor cases. Resources are needed to support the FBI's important work and to ensure all types of trafficking cases continue to be appropriately investigated.

21. National Institute of Justice / Prevalence Methodology & Study

We request such sums as necessary for the National Institute of Justice (NIJ) to conduct the evaluation research and develop a methodology to assess the prevalence of human trafficking in the United States as mandated by Sec. 401(a) of the Trafficking Victims Protection Act of 2017 (P.L. 115-393) and \$7,000,000 for NIJ to conduct this prevalence study. Funding provided will allow NIJ to finally conduct a prevalence study on the nature of trafficking in the United States, or more accurately, a series of prevalence studies focused on specific geographies, economic sectors, and forms of trafficking. For the past several years, the global anti-trafficking community (notably led by civil society organizations and academics) has come to realize that the value of prevalence studies lies in the ability of policymakers and researchers to correlate changes in prevalence with changes in policies and interventions. This is only possible through more granular study that allows for distinct methodologies to be used to assess different forms of human trafficking among distinct communities. This research is essential to inform future appropriations decisions for counter-trafficking in persons programs. Conducting pilot studies that target specific high-prevalence regions, economic sectors, and population

groups is a crucial step in developing a comprehensive and accurate prevalence methodology study. Moreover, narrowly tailoring the target populations/demographics (as opposed to a national prevalence estimate) will allow the work to be conducted on a shorter timeline.

Data about the prevalence of human trafficking in the United States has not been prioritized. The lack of coordinated efforts across the country to collect reliable data about trafficking means funds are appropriated and programs are established without verified information regarding the types of trafficking happening, the locations in which trafficking occurs, and the effectiveness of counter-trafficking measures. A concerted effort to collect reliable, accurate, relevant, and impartial data is necessary to establish more effective counter-trafficking in persons programs and to more appropriately determine federal funding levels.

The study should include information from federal and state law enforcement agencies, alongside direct service providers, in order to present a comprehensive landscape of human trafficking in the United States.

DEPARTMENT OF HOMELAND SECURITY

The Department of Homeland Security (DHS) plays a critical role in combating severe forms of trafficking across borders, including through Immigration and Customs Enforcement (ICE) Homeland Security Investigations (HSI), Customs and Border Protection (CBP), and the Child Sexual Exploitation Investigations Unit. The Trade Facilitation and Trade Enforcement Act (TFTEA) of 2015 (P.L. 114-125) strengthened the authority to prohibit the importation of goods made with forced or prison labor into the United States, by repealing the exemption for goods for which there is a “consumptive demand” in the United States. TFTEA has provided an effective tool for CBP and ICE to take steps to prevent the importation of these goods. This enforcement incentivizes companies to examine their supply chains more deeply for the use of such labor to avoid disruptions of their supply. We urge you to include appropriate and necessary resources for DHS to combat trafficking and child sexual exploitation, protect trafficking victims, and effectively implement their mandate under TFTEA and the Tariff Act of 1930.

Since October 2020, DHS has moved to consolidate coordination of its anti-trafficking efforts under the Center for Countering Human Trafficking¹⁰. The Center serves as a resource across 16 DHS programs for training, operational support, and policy implementation. Efforts to build out the center’s activities are ongoing.

¹⁰ <https://www.dhs.gov/dhs-center-countering-human-trafficking>

22. Immigration and Customs Enforcement / Homeland Security Investigations

We request \$54,400,000 from the Immigration and Customs Enforcement allocated funds for investigations, training, victim services, and victim witness coordinators within ICE Homeland Security Investigations (HSI) to combat severe forms of trafficking in persons as authorized by Sec. 113(i) of the TVPRA of 2013 and updated in the TVPRA of 2017. Of these funds, \$20,000,000 should be designated specifically for Victim Witness Coordinators.

HSI plays a critical role in combating severe forms of trafficking originating from foreign countries, including investigating violations of Section 307 of the Tariff Act of 1930, and is therefore the first line of defense against key aspects of this crime. In FY19, HSI initiated 1,024 TIP investigations, up from 849 in FY18 and from 833 in FY17. In addition, the proportion of sex trafficking to forced labor investigations remains unequal. For instance, in FY19 of the 220 federal human trafficking prosecutions initiated by DOJ, 208 involved predominantly sex trafficking and only 12 involved predominantly forced labor. Additional resources will be used to train field officers on identifying victims of human trafficking and distinguishing between trafficking and smuggling, expanding trafficking investigations, and helping reduce the incidents of trafficking and forced labor in the United States. The Victim Witness Coordinator funding would allow HSI to hire 5 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.

23. Immigration and Customs Enforcement / Homeland Security Investigations: Office of Victims Assistance

We request \$33,500,000 from the Immigration and Customs Enforcement allocated funds to the Secretary for the establishment of an Office of Victims Assistance within the ICE Homeland Security Investigations unit. Such funds shall be used to provide national oversight to ensure that all employees of ICE comply with all applicable federal laws and policies concerning victims' rights, access to information, advisement of legal rights, just and fair treatment of victims, and respect for victims' privacy and dignity; and to oversee and support specially trained victim assistance personnel through guidance, training, travel, technical assistance, and equipment to support Homeland Security Investigations in domestic and international investigations with a potential or identified victim or witness.

24. Customs and Border Protection

We request \$110,000,000 for Customs and Border Protection for efforts to combat forced labor, including fully implementing the Uyghur Forced Labor Prevention Act and enforcing Section 307 of the U.S. Tariff Act of 1930, as amended. We note this number is a significant increase from previous requests and is a result of new mandates required by the Uyghur Forced Labor Prevention Act, which was signed into law in December 2021.

Of that total amount, we request no less than \$20,000,000 be specifically allocated for CBP to enhance its Section 307 enforcement efforts, including increasing investigations, issuing more Withhold Release Orders (WROs) and Findings, and imposing more civil and criminal penalties for forced labor violations. The funds should be used to hire new analysts for CBP's Forced Labor Division (Office of Trade) and any other CBP personnel as needed to support forced labor investigations. Funding would also support the Forced Labor Division within the Office of Trade to self-initiate investigations of particular types of goods suspected to be produced under conditions of forced labor; provide training to CBP officers and investigatory staff on forced labor; conduct effective investigations within reasonable timelines; publicly disclose WRO enforcement data every quarter; oversee forced labor remediation efforts in consultation with civil society and affected workers; conduct quarterly meetings with civil society groups and other stakeholders; develop new technologies and targeting practices to identify and inspect cargo that may be produced with forced labor; and enhance coordination with counterparts in Canada and Mexico to monitor cross-border movement of such goods.

DEPARTMENT OF EDUCATION

25. Department of Education Grants to Local Education Agencies, Title I

We request \$2,000,000 for the Department of Education (ED) to help identify victims of sex trafficking and forced labor, and to prevent the victimization and exploitation of those children who might be susceptible to this crime. The funds should be used to develop materials regarding all forms of human trafficking, including sex trafficking and forced labor, to ensure that educators and students are aware of how to identify and treat all types of trafficking. Further, we request that ED publish a white paper examining the appropriate role of educators and students, as well as the role of 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 trafficking and forced labor.

ED interfaces with approximately 50 million elementary and secondary school children each year, and is, therefore, in a unique position to reach vulnerable youth; they should consult stakeholders—including educators, NGOs, both forced labor and sex trafficking survivors—on the development of materials, the white paper, and the model curriculum.

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

We request \$300,000,000 to implement the Education for Homeless Children and Youth program (EHCY), 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 EHCY 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 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 EHCY 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. ED reported that during the 2020-2021 school year, public schools identified over one million homeless children and youth. However, only 22 percent of school districts receive support through the vita 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, all school districts are required to designate a homeless liaison, who proactively identifies homeless children and youth, connecting 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 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 look forward to working with you and with Congress to secure the funding necessary to make strong inroads against the problem of human trafficking and forced labor.

Should you have any questions, please contact ATEST Director Terry FitzPatrick: terry.fitzpatrick@ATEST-US.org.

Sincerely,

Members of the Alliance to End Slavery and Trafficking (ATEST)

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. We advocate for lasting solutions to prevent forced labor and sex trafficking, hold perpetrators accountable, ensure justice for victims and empower survivors with tools for recovery. Our collective experience implementing programs at home and abroad provides our coalition an unparalleled breadth and depth of expertise.

ATEST member organizations include: Coalition to Abolish Slavery and Trafficking (CAST), Coalition of Immokalee Workers (CIW), Covenant House, Free the Slaves, HEAL Trafficking, Human Trafficking Institute, Human Trafficking Legal Center, Humanity United Action (HUA), McCain Institute for International Leadership, National Network for Youth (NN4Y), Polaris, Safe Horizon, Solidarity Center, T'ruah: The Rabbinic Call for Human Rights, United Way Worldwide, Verité, and Vital Voices Global Partnership.