



March 7, 2024

The Honorable Mario Diaz-Balart  
Chair  
House Appropriations Subcommittee on State,  
Foreign Operations, and Related Programs

The Honorable Christopher Coons  
Chair  
Senate Appropriations Subcommittee on State,  
Foreign Operations, and Related Programs

The Honorable Barbara Lee  
Ranking Member  
House Appropriations Subcommittee on State,  
Foreign Operations, and Related Programs

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

Dear Representative Diaz-Balart, Representative Lee, Senator Coons, and Senator Graham,

The Alliance to End Slavery and Trafficking (ATEST) thanks you for your leadership in the fight to end child labor, forced labor and human trafficking. We appreciate your efforts to pass legislation and provide resources to federal agencies engaged in combating these widespread violations of fundamental human rights. We seek your assistance in funding essential programs in the FY 2025 State, Foreign Operations and Related Programs Appropriations bill, including related Committee report language. The U.S State Department and USAID play vital roles in fighting this global crime.

This letter provides concrete recommendations from ATEST — a nonpartisan coalition of organizations working at the front lines in the United States and internationally — that articulate how Congress can provide resources critical to ensure the U.S. government takes a comprehensive, victim-centered approach. Our recommendations are based on levels of programming that can substantively address forced labor and sex trafficking and support survivors' paths to self-sufficiency. Because FY24 enacted levels are not yet determined, and the President's FY25 budget is pending, we may need to update the figures in this letter if necessary.

Human trafficking is one of the fastest growing illicit industries in the world, affecting 28 million people, and generating more than \$150 billion in annual profits for traffickers. More people have become vulnerable to trafficking because of migration, climate change, ongoing impacts of the COVID-19 pandemic, and conflicts in Ukraine and the Middle East. A robust fiscal response is essential to mitigate these increased risks. 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 an economic, national security, criminal justice, civil rights, and human rights issue. We can eradicate it only by dedicating the necessary resources.

## **Summary:**

### **Department of State**

- Office to Monitor and Combat Trafficking in Persons: \$167,000,000
- Bureau for Democracy, Human Rights and Labor: \$10,000,000

### **U.S. Agency for International Development**

- Counter-Trafficking in Persons Program: \$15,000,000
- Global Labor Program: \$12,500,000
- Human Rights Grants Program: \$1,000,000

## **Details:**

### **DEPARTMENT OF STATE**

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

#### **Trafficking in Persons Grants: Total: \$142,000,000**

##### **1) International Narcotics Control and Law Enforcement (INCLE) TIP Grants: \$92,000,000**

INCLE grants enable nonprofits, non-governmental organizations, public international organizations, and universities to fight human trafficking internationally through prevention programs, training workshops for law enforcement and the judiciary, and legal and strategic support. These grants provide specialized training for law enforcement officers to recognize trafficking and forced labor, conduct investigations, assist with prosecutions, and support victims. These funds are critical to ensuring that victims are identified and protected, especially children; traffickers are convicted; and systems and policies are in place to prevent future trafficking.

## **2) International Narcotics Control and Law Enforcement (INCLE), Child Protection Compacts (CPCs): \$12,500,000**

State Department CPCs 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. This 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 human trafficking. CPCs have been established in Columbia, Ghana, Jamaica, Mongolia, Peru, Philippines, and Côte d'Ivoire. Funding will help the program continue and expand.

## **3) Program to End Modern Slavery (PEMS): \$37,500,000**

Congress authorized the Program to End Modern Slavery (PEMS) to advance 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. This funding, administered by J/TIP, 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 will help create rigorous standards for measuring the impact of federally-funded anti-trafficking projects.

**Proposed report language:** *Of the funds appropriated by this Act under the headings “Development Assistance”, “Economic Support Fund”, “Assistance for Europe, Eurasia and Central Asia” not less than \$142,000,000 for activities to combat trafficking in persons internationally, of which:*

*● \$104,500,000 be made available under the heading “International Narcotics Control and Law Enforcement”, of which:*

- \$92,000,000 be made available to the Office to Monitor and Combat Trafficking in Persons (J/TIP) for Trafficking in Persons (TIP) Grants*
- \$12,500,000 be made available to the Office to Monitor and Combat Trafficking in Persons (J/TIP) for Child Protection Compacts*

- \$37,500,000 be made available to the Office to Monitor and Combat Trafficking in Persons (J/TIP) for the Program to End Modern Slavery. These funds should complement existing anti-trafficking programs that address root causes, while protecting existing human rights, development, humanitarian, and democracy assistance.

The Committee encourages any program design or delivery that may directly serve victims of trafficking in persons is age-appropriate, linguistically accessible, culturally responsive, and survivor- and trauma-informed, and provides opportunities for anonymous and voluntary feedback from the beneficiaries receiving such services.

### **Office to Monitor and Combat Trafficking in Persons (J/TIP) Administration: \$25,000,000**

J/TIP provides funding and tools to assist governments that have the will to change, but lack financial resources to do so. U.S. leadership through the J/TIP office continues to elevate worldwide awareness and advance global responses to human trafficking. These resources are needed to strengthen collaboration with posts and regional bureaus, to enable J/TIP to encourage foreign governments to comply with minimum standards in the Trafficking Victims Protection Act (TVPA), and to facilitate implementation of the tier ranking system and publication of the annual Trafficking in Persons Report (TIP Report). These resources will enable J/TIP to provide additional expertise in protection, 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. Additionally, this funding will support the Senior Policy Operating Group and the President's Interagency Task Force, which J/TIP convenes, to coordinate anti-trafficking efforts across the U.S. Government. As well, this funding helps support the inclusion of trafficking survivors in U.S. policy development and implementation through the Human Trafficking Expert Consultant Network, and to support efforts to prevent the importation of goods made with child or forced labor through the interagency Forced Labor Enforcement Task Force.

Additionally, we request that up to \$600,000 of this funding be dedicated to support J/TIP's administration of the United States Advisory Council on Human Trafficking, which was created by Congress in the Survivors of Human Trafficking Empowerment Act (section 115 of Public Law 114-22), and whose mandate has been extended indefinitely by the Abolish Trafficking Reauthorization Act of 2022 (section 102 of Public Law 117-348). The council provides advice and recommendations to the Senior Policy Operating Group and the President's Interagency Task Force to Monitor and Combat Trafficking, as well as directly to federal agencies. 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.

**Proposed report language:** *The Committee recommends \$25,000,000 for the Office to Monitor and Combat Trafficking in Persons. Funds are provided to ensure the Office can fulfill its statutory mandates, including coordination of the President’s Interagency Task Force and Senior Policy Operating Group, deployment of rapid response teams, production of the Trafficking in Persons Report, diplomatic engagement and technical assistance, and management and oversight of assistance appropriated in this Act to combat trafficking in persons. Of the amounts provided, up to \$600,000 shall support the U.S. Advisory Council on Human Trafficking.*

## **Bureau of Democracy, Human Rights, and Labor (DRL)**

### **DRL Grants: \$10,000,000**

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 (a contributing root cause of human trafficking). We encourage DRL to prioritize activities centered on advocacy and capacity building aimed at supporting survivors, advocates, and survivor-advocates, and in protecting the most vulnerable populations such as children and youth. 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.

## **UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT**

### **Bureau for Democracy, Human Rights and Governance, Office of Justice, Rights and Security, Counter-Trafficking in Persons (C-TIP) Program Integration: \$15,000,000**

Within the budget for the U.S. Agency for International Development’s Bureau for Democracy, Human Rights and Governance, we request \$12,000,000 in support for counter-trafficking projects at USAID missions and \$3,000,000 to support the Office of Justice, Rights and Security’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 by 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. 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), humanitarian responses in Gaza, 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. All future Country Development Coordination Strategies, as well as Regional Development Coordination Strategies, must 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.

**Bureau for Development, Democracy, and Innovation, Global Labor Program (GLP),  
\$12,500,000**

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.

**Human Rights Grants Program, \$1,000,000:**

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 and special attention to children’s rights.

**Spend Plan and Integrated Programming Transparency on Human Trafficking and TIP  
Integrated Funding and Activities: Report Language**

For Congress, the public, and the advocacy community to better understand spending and the current state of integration of C-TIP activities at the mission level, we request that the Committee include report language within Funds Appropriated to the President, Operating Expenses, seeking a detailed report on the obligation of all anti-trafficking funds and inclusion of anti-trafficking programs in future annual budget submissions. In addition, we request that the Committee include language requiring USAID to report out on instances where larger program investments are being leveraged to accomplish C-TIP activities, beyond reporting out a percentage of budget spent through simple attribution. USAID reporting should include, though not be limited to, any programming addressing health, food security, economic development, education, democracy and governance, and humanitarian assistance that includes a threshold of significant C-TIP elements integrated in the program design and/or delivery. The USAID Administrator should set that threshold. This information will prove critical in understanding spending of taxpayer dollars on C-TIP activities, as well as what broader programming is being leveraged, and where C-TIP elements can be targeted for integration.



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

As a champion for the victims of child labor, forced labor and sex trafficking, you understand the complexities of these issues and the resources needed to respond appropriately. We have carefully tailored our requests to focus on the most important and effective programs. We thank you for your consideration and your continued leadership. If you have any questions, please contact ATEST Director Terry FitzPatrick (e-mail [terry.fitzpatrick@ATEST-US.org](mailto:terry.fitzpatrick@ATEST-US.org), or 571-282-9913).

Sincerely,

*Coalition to Abolish Slavery and Trafficking (CAST)*

*Coalition of Immokalee Workers (CIW)*

*Covenant House*

*Free the Slaves*

*HEAL Trafficking*

*Human Trafficking Legal Center*

*Humanity United Action*

*McCain Institute for International Leadership*

*National Network for Youth (NN4Y)*

*Polaris*

*Safe Horizon*

*Solidarity Center*

*United Way Worldwide*

*Verité*

*Vital Voices Global Partnership*

*ATEST is a U.S.-based coalition that advocates for solutions to prevent and end all forms of forced labor, human trafficking and modern slavery around the world.*