



Alliance to End Slavery and  
Trafficking  
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February 29, 2016

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

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

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

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

Dear Chairwoman Granger / Chairman Graham and Ranking Members Lowey and Leahy:

On behalf of the Alliance to End Slavery and Trafficking (ATEST) and the undersigned organizations, we are writing to urge you to fund important programs to combat human trafficking and forced labor in the FY 2017 State, Foreign Operations and Related Programs Appropriations bill and to include related Committee report language to further assist in anti-trafficking efforts.

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

In FY16 State Foreign Operations Appropriation Act, Congress included \$25,000,000 for the End Modern Slavery Initiative Foundation (EMSIF), contingent on the enactment of S.553, which authorized the Foundation. One of the cornerstones of the EMSI approach is the matching framework that requires the EMSIF to leverage U.S. contributions to seek matching funds from private and foreign government sources. For FY17, ATEST supports continued funding for EMSIF at \$36,000,000 based on our understanding that EMSIF pursue matching U.S. funding, as provided for in S.553 as reported out by the Senate Foreign Relations Committee in 2015. ATEST also believes strongly that Congress should continue the approach adopted in the FY16 State, Foreign Operations Act by having funding for EMSI be in addition to existing anti-trafficking programs that address root causes, while protecting existing other development, humanitarian, and democracy and governance assistance.

In January 2014, the President released the Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States (2013-2017), a strategic plan for victim services across the U.S. Government. Given that the strategic plan will soon be in its final year, we request that the Committee include report language that ensures sufficient funding for critically needed trainings and implementation of worker protections, areas where the existing federal response is lacking, and we want to ensure that these critical needs are funded properly as the Department of

State looks to affirming its commitment to fighting this crime.

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

1. \$500,000 for Department of State / United States Advisory Council on Human Trafficking

We request \$500,000 to support the United States Advisory Council on Human Trafficking (“Council”) as authorized by 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.

In January 2016, 11 survivors were appointed to the Council. 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. Funds are needed to cover the costs of organizing and convening meetings, reimbursing 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.

2. \$300,000 for Department of State / Global Human Trafficking Hotline

We request \$300,000 for the Department of State to launch the Global Human Trafficking Hotline as recommended 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 ultimately succeed only if workers have an independent channel of communication to report concerns. Providing access to a multimodal hotline (e.g., phone, email) gives contractor employees and agents an easy means to safely report any indication of exploitation or human trafficking in their workplace or community. We recognize that in order to build trust with workers who may fear retaliation they must receive swift and sustained support. Therefore, it is necessary to immediately provide funds to the State Department to scope the most effective hotline model to ensure workers receive the assistance they require.

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

3. \$12,000,000 for Department of State / Administration of the Office to Monitor and Combat Trafficking in Persons (J/TIP)

There is a growing awareness of the problem of human trafficking and forced labor in countries around the world, but many countries lack the resources needed to help combat the problem. J/TIP provides the resources and tools that are often needed in many of these countries. J/TIP is already funding projects in over 76 countries in an effort to assist governments with the will to change but lack the financial resources to do so. According to a report released by the State

Department Inspector General (IG), U.S. grant funding to assist Tier 2 and Tier 2 Watch List countries has been cut significantly at a time when U.S. leadership continues to elevate worldwide trafficking awareness.

J/TIP needs additional resources to ensure that the United States government continues to be a strong leader on these issues. J/TIP is at the forefront of improving foreign government responses to human trafficking through its annual publishing of the Trafficking in Persons (TIP) Report. The Department of State compiles information into the TIP Report from foreign governments, U.S. embassies, non-governmental organizations, international organizations, reports, news articles, academic studies, and research trips. It serves as one of the world's most comprehensive and credible resources on the scope of the problem in more than 160 countries around the world and of governmental anti-human trafficking efforts. Consequently, the TIP Report makes a significant impact on global government responses and actions with respect to human trafficking. 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 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.

We appreciate the Committees' leadership in supporting increased funding for J/TIP. It is imperative that as the office grows, the Committee continues to provide robust funding to the office to meet its mandates. With your help and leadership, we believe J/TIP can make significant progress in meeting its objectives.

4. \$3,000,000 for the Department of State / Emergency Capacity Fund for the Office to Monitor and Combat Trafficking in Persons

We request \$3,000,000 and needed positions for J/TIP to establish a rapid response team with training and technical assistance capabilities to help write TIP laws, train law enforcement, establish fast-track courts, and advise the establishment of shelters overseas as unanticipated needs arise. Authorized in the most recent 2013 TVPRA, these funds will help J/TIP respond to crises like recent earthquake in Nepal or an increase in violence in Central America, 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.

5. \$45,000,000 for Department of State / International Narcotics Control and Law Enforcement Trafficking in Persons Grants

We request \$40,000,000 under International Narcotics Control and Law Enforcement (INCLE) for J/TIP to award grants to fight human trafficking internationally through prevention programs, strengthening protection mechanisms for survivors, training for law enforcement, and legal and strategic support. 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.

In FY 2014, 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 funded programs in 14 countries and focused 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 (CPC). 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, as a result of the funding and leverage provided to the U.S. Government by the CPC Act, the government of Ghana committed to protect children from slavery in Ghana. Since then, the previously dormant Human Trafficking Board of the Ghana government has been revived and has begun to meet regularly to coordinate key ministries. The State Department awarded \$5,000,000 in grants to International Organization for Migration and Free the Slaves, under which capacity at all levels of government and civil society to sustain their resistance to slavery will be increased, as well as having a direct impact on the lives of over 400 children targeted to be released from slavery. We applaud the selection of Ghana and recommend that additional funding is made available for another country to be chosen in FY 2017. 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.

6. \$7,000,000 for the Department of State / Bureau of Democracy, Human Rights, and Labor and Report Language

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

cotton and cocoa, efforts to support Brazil's national plan against slave labor, capacity building for local labor monitoring and worker organizations, and initiatives to address the particular vulnerability of migrant workers and other vulnerable populations to abuse and exploitation.

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

Proposed Report Language:

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

7. \$2,800,000 for U.S. Agency for International Development / Counter-Trafficking in Persons Policy

In addition, we request \$1,800,000 to the Bureau for Democracy, Conflict and Humanitarian Assistance (DCHA) to support efforts to integrate counter-trafficking in persons work and USAID's Counter-Trafficking in Persons Policy (C-TIP) into other Agency programs both at headquarters and within missions, including but not limited to health, food security, economic development, and democracy and governance. ATEST and its member organizations applaud the release of USAID's C-TIP policy in February 2012 and the subsequent Field Guide released in April 2013, with the DCHA taking the lead on anti-trafficking matters within USAID headquarters. Unfortunately, there has been little documented progress since that time on implementing the component of the policy that requires leveraging U.S. Government funds by integrating anti-trafficking efforts into all relevant development programs.

While we support USAID's policy to combat human trafficking and forced labor around the world, it appears that the implementation of this new policy in the field is very overdue 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 integrating human trafficking assessments and key relevant indicators into programs implemented in these countries. Training in anti-trafficking policies and programs should continue to be mandatory for USAID staff in these countries.

In addition to funding 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.

## 8. USAID Report on Human Trafficking Funding and Activities

USAID is actively involved in efforts to combat trafficking around the world. Although the FY16 Omnibus directed USAID to report on funds used to combat human trafficking, the agency's anti-trafficking efforts remain invisible in their FY17 Presidential budget request. We are seeking greater transparency in USAID's anti-trafficking activities and funding. We request that you include report language within the Funds Appropriate to the President, Operating Expenses, seeking a detailed report on the obligation of all anti-trafficking funds and inclusion of anti-trafficking programs in future annual budget submissions.

Proposed Report Language:

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

## 9. Foreign Assistance Report Language

Foreign assistance programs should take proactive steps to become aware of and responsive to hidden forms of trafficking and forced labor that exist in the communities in which they work. Integrating anti-trafficking measures into the planning, design, implementation, and evaluation processes of foreign assistance programs across sectors ensures that foreign assistance efforts do not inadvertently leave vulnerable community members behind or even increase their vulnerability. Assistance programs that include anti-slavery objectives in India and Nepal, for instance, have begun to show the promise of this approach in contributing positively to broader development objectives. In addition, post-earthquake assistance in Haiti benefited from an understanding of prevalent forms of human trafficking in Haiti, of which many Haitian children were already victims prior to the earthquake, through proper identification of child victims who may otherwise have been returned to situations of extreme vulnerability and abuse. To ensure foreign assistance does not inadvertently promote human trafficking and forced labor, we request the following report language.

Proposed Report Language:

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

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

We also request \$10,000,000 to USAID's Bureau for Democracy, Conflict and Humanitarian Assistance (DCHA) for the Global Labor Program (GLP). The GLP plays a crucial role in addressing the underlying root causes of human trafficking and strengthens labor rights and workers' organizations around the world. The GLP strengthens human trafficking prevention initiatives by supporting programs that improve the economic, social, and democratic development of vulnerable workers, such as migrant, informal economy, and women workers. These workers are particularly vulnerable to human trafficking, forced labor, and gender-based violence. The GLP also supports country-based regional and global programs on adherence to core labor standards.

The GLP is an official long-standing USAID program, funded out of the Human Rights and Democracy Fund, through five-year cooperative agreements. The operational office for the program is the Center for Excellence in Democracy, Human Rights and Governance (DRG) at USAID, which is part of the Bureau for Democracy, Conflict, and Humanitarian Assistance (DCHA). Currently, the program is funded at \$7,500,000 per year. Additional funding is necessary to increase the GLP's technical assistance to improve worker rights in trade partner countries. Increased funding is also necessary to strengthen existing gender programming and to promote gender equality to achieve full worker rights. We request the following report language.

Proposed Report Language:

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

11. \$750,000 for the Program on Migration

We request \$750,000 for the Program on Migration, implemented through funding to the International Organization on Migration (IOM), within the Migration and Refugee Assistance account, to ensure continued services to support family reunification efforts for human trafficking survivors in the United States throughout the year. Services for human trafficking survivors' family members sponsored by this program are unique in that they provide on-the-ground assistance for human trafficking survivors' families around the world and ensure that families can be reunited after years of separation. Overall IOM is receiving more requests for assistance from across the United States. Requests for assistance have steadily increased over five years. In 2011, IOM received only 139 requests; yet in 2014, IOM received 306 requests. This is a 120% increase in requests. Funding must keep pace with these requests; otherwise, IOM will face challenges meeting survivors' families' needs, such as in 2013 when IOM ran a waitlist of over 149 family members, and trafficking victims were notified that there would be no support for family reunification. In addition, two victims wishing to voluntarily return to their countries of origin received return and reintegration assistance. To ensure continued support for this important program, we request \$750,000 for the Program on Migration.

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

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

Proposed Report Language:

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

13. Report Language to Address Protections for Domestic Workers of Diplomats and Employees of International Organizations

The Secretary of State has committed to implementing an in-person check-in monitoring program for domestic workers employed on A-3 and G-5 visas, as a tool to identify cases of exploitation and/or trafficking of these vulnerable and isolated workers. Recently, the Department launched a pilot check-in program for A-3 workers in the Washington, DC area. We request the Committee include report language directing the Secretary of State to implement this check-in program in consultation with domestic worker survivors of trafficking and NGOs.

Proposed Report Language:

*The Committee directs the Secretary of State to continue implementing the in-person check-in monitoring program for domestic workers employed on A-3 and G-5 visas that has recently been piloted in Washington, DC and expand this program to serve all A-3 and G-5 domestic workers. This program should be implemented in consultation with domestic workers, including those who have survived human trafficking, as well as non-governmental organizations with expertise in this sector.*

We understand the extremely difficult funding situation you are facing in FY 2017. We have vetted our requests to focus on the most important and effective programs in the State Department related to human trafficking. We thank you for your consideration of these requests and your continued leadership in fighting the scourge of human trafficking, forced labor, and modern slavery. If you have any questions, please contact Melysa Sperber, ATEST Director, at [msperber@humanityunited.org](mailto:msperber@humanityunited.org) or (631) 374-0749.

Sincerely,

Coalition to Abolish Slavery and Trafficking (CAST)

Coalition of Immokalee Workers (CIW)

ECPAT-USA

Free the Slaves

Futures Without Violence (FUTURES)

International Justice Mission

National Domestic Workers Alliance (NDWA)

National Network for Youth (NN4Y)

Polaris

Safe Horizon

Solidarity Center

Verité

Vital Voices Global Partnership

**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, and Vital Voices Global Partnership.**