



Trafficking Victim Assistance Program, FY 2012 – 2018 Data Fact Sheet

About the Trafficking Victim Assistance Program

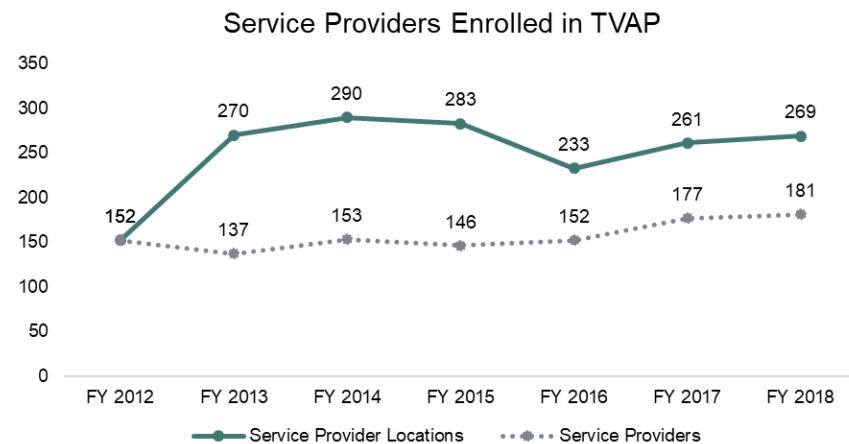
The Trafficking Victim Assistance Program (TVAP) funds 12 months of comprehensive case management services for foreign nationals who have experienced or are at risk of experiencing a severe form of trafficking in persons. These services are offered on a per-capita basis within the United States to assist foreign nationals who seek certification from the U.S. Department of Health and Human Services (HHS) so they can re-establish their ability to live independently.

The grant program is authorized by Section 107(b)(1)(B) of the Trafficking Victims Protection Act of 2000, as amended (22 U.S.C. 7105(b)(1)(B)). The grant program began in Fiscal Year (FY) 2012 with a cohort of three grantees who delivered services through a network of local service providers. The second cohort of three grantees began their projects in FY 2016. In FY 2019, one organization received all three regional TVAP grant awards and will support a national network of service providers from FY 2019 to FY 2021. This fact sheet provides data on the work of the four grantees who delivered services in the first two cohorts of TVAP, serving a combined total of 9,152 clients (6,665 victims and 2,487 qualified family members). Prior to the grant program, HHS delivered comprehensive case management services through a contract with one organization from April 2006 to October 2011.¹

Network of Grantees

TVAP grantees create a national network of service providers with the capacity to serve foreign nationals who have experienced trafficking. From FY 2012 to FY 2018, TVAP grantees increased the number of service providers enrolled in the network by 19% and the number of service site locations by 77% (see Figure 1). The TVAP network grew to fulfill increased demand — as more foreign nationals and their qualified family members enrolled in the program across the United States,

Figure 1.



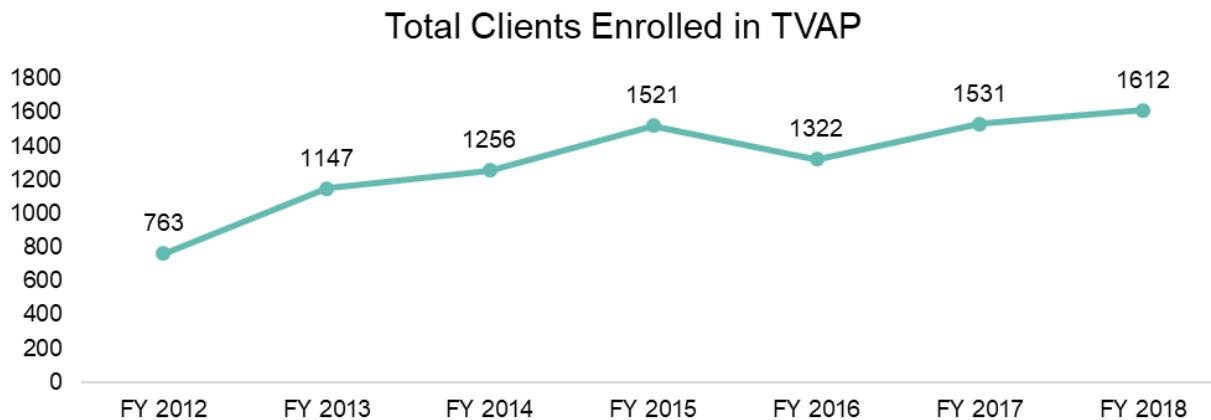
¹ Goździak, E. M. & Lowell, B. L. (2016). *After Rescue: Evaluation of Strategies to Stabilize and Integrate Adult Survivors of Human Trafficking to the United States* (Report No. 249672). Retrieved from <https://www.ncjrs.gov/pdffiles1/nij/grants/249672.pdf>

there was an increased need to locate and contract with service providers that could meet the clients' needs.

Client Enrollment

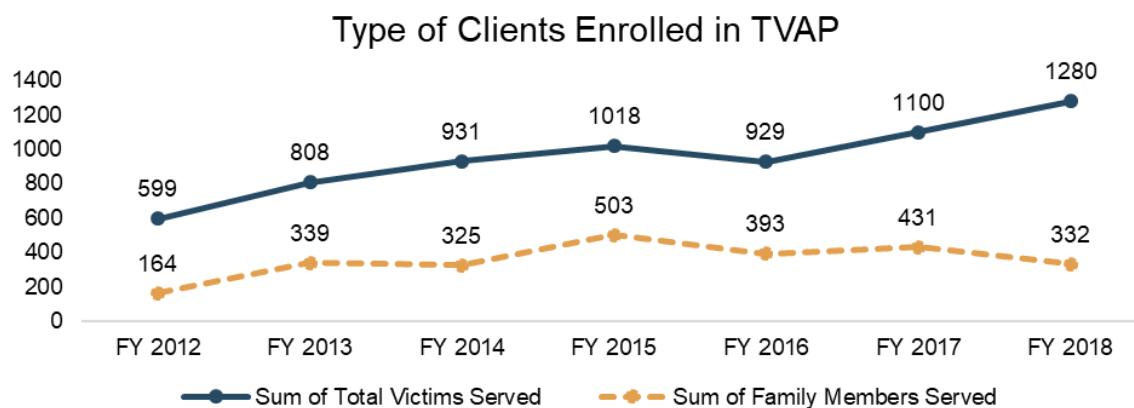
Client enrollment increased by 111% from FY 2012 to FY 2018, spurred by growth in the number of victims and qualified family members (i.e., minor dependents or relatives with derivative T visas) who enrolled in the program (see Figure 2).

Figure 2.



Increased demand for services and increased enrollment led to funding challenges in FY 2018. As a result, there was a corresponding drop in the number of new family members enrolled in the program (see Figure 3).

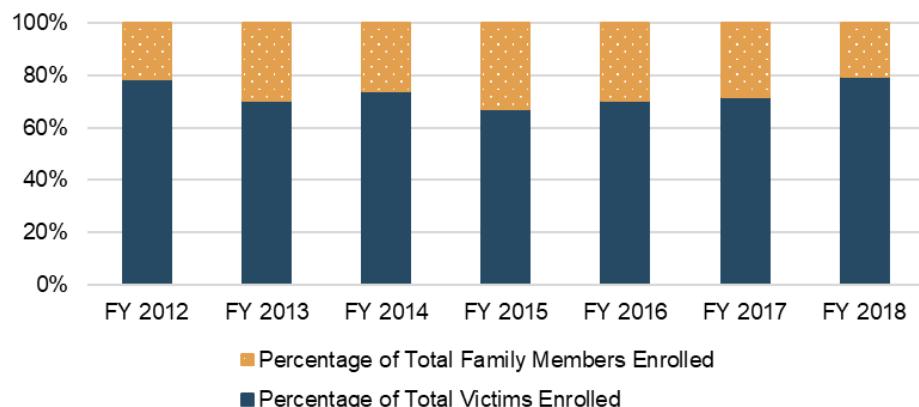
Figure 3.



On average, family members made up 27% of the clients enrolled in TVAP; the remaining 73% consisted of pre-certified victims (those working to obtain HHS certification) and certified victims (see Figure 4). Starting in FY 2019, family members will no longer enroll in the program as separate clients. Instead, family members will receive services through the primary client (i.e., HHS-certified victims or those seeking HHS certification).

Figure 4.

Proportion of Victims and Family Members Enrolled in TVAP

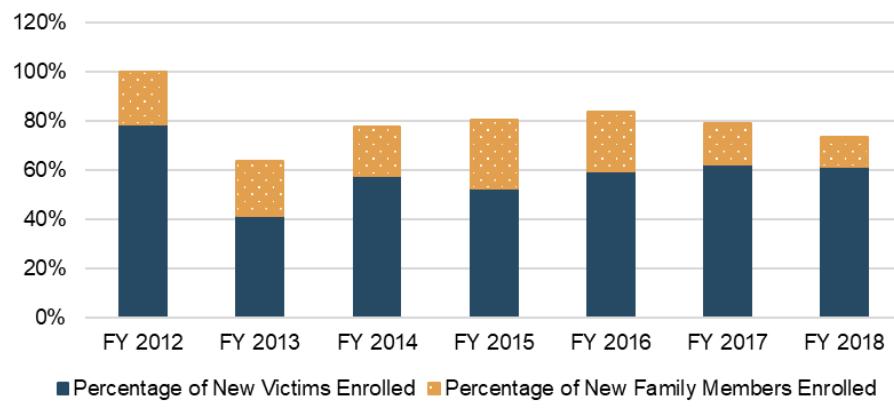


Case management services and per-capita expenses are limited to a total of 12 months for participants enrolled in TVAP; however, clients are not required to use the 12 months of assistance consecutively. Thus, TVAP grantees serve a mixture of new enrollees, re-enrollees, and clients continuing to receive services from one fiscal year to another. New enrollments, on average, made up 77% of the clients being served from FY 2013 to FY 2018. The base year of the grant program, FY 2012, consisted of 100% new enrollees; thus, from FY 2012 to FY 2018, 80% of total TVAP participants were new enrollments (see Figure 5).

Similar to the breakdown seen in the total number of participants, the majority of newly enrolled clients were pre-certified and certified victims. On average, newly enrolled victims made up 59% of total TVAP participants, and newly enrolled family members made up an additional 21% of clients from FY 2012 to FY 2018.

Figure 5.

Percentage of Total TVAP Participants Newly Enrolled during Fiscal Year



Client Demographics

In addition to enrollment status, TVAP grantees reported on the demographics of the primary clients being served, including their age, gender, and trafficking experience. The most common client profile in the program was that of an adult woman who experienced labor trafficking and originated from the Philippines or Mexico.

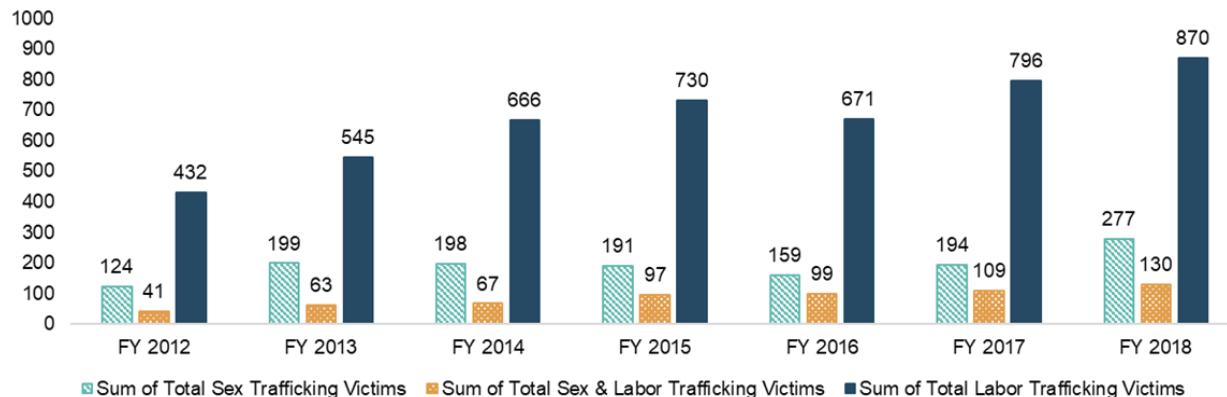
Type of Trafficking Experience

While TVAP grantees served individuals who experienced human trafficking in a range of industries and venues, clients most commonly reported having experienced labor trafficking. Clients who experienced labor trafficking made up 71% of the victims served from FY 2012 to FY 2018. Over the same period, 20% experienced sex trafficking and 9% experienced a combination of labor and sex trafficking (see Figure 6).

From FY 2012 to FY 2018, there was modest growth in the proportion of clients who experienced sex trafficking exclusively or a combination of sex and labor trafficking. Those who experienced sex trafficking comprised 21% of total victims in FY 2012, increasing to 22% in FY 2018. Those who experienced a combination of sex and labor trafficking increased from 7% of victims in FY 2012 to 10% in FY 2018 (see Figure 6).

Figure 6.

Type of Trafficking Experienced by Victims Enrolled in TVAP



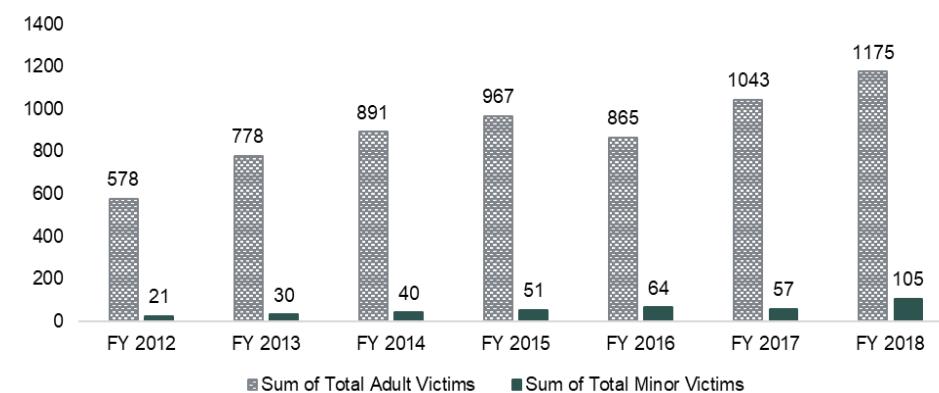
The large number of clients enrolled in TVAP who experienced labor trafficking may indicate that foreign nationals are at an increased risk for labor exploitation. However, this may also be due to other factors such as decisions regarding who is targeted for outreach and subsequently referred to the program.

Age

Most TVAP primary clients are adults when they enroll in the program. Adults comprised 94% of the victims enrolled from FY 2012 to FY 2018, while 6% were minors (see Figure 7). It should be noted that minors can access other programs that address child welfare needs

Figure 7.

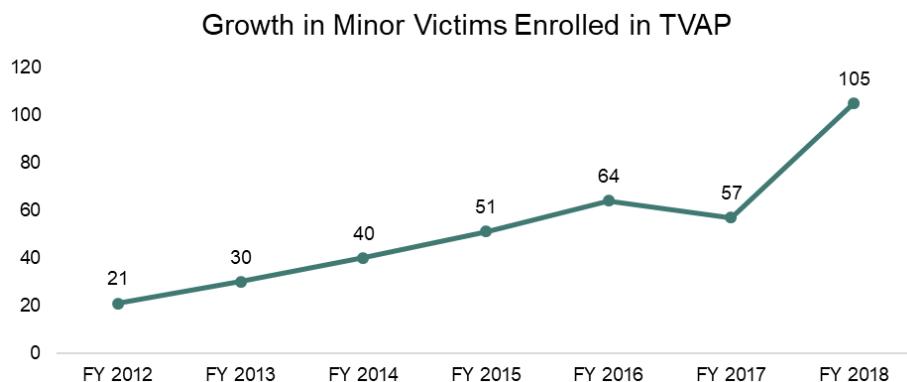
Adult and Minor Victims Enrolled in TVAP



such as the Office of Refugee Resettlement's Unaccompanied Alien Children program.

In FY 2018, the Office on Trafficking in Persons (OTIP), which administers HHS certification, made a concerted effort to connect minors to TVAP services offered through the eligibility notification process.² This may account partially for the noticeable increase in the number of minors enrolling in TVAP during FY 2018. Despite making up a small percentage of the total number of victims in TVAP, enrollment of minors in the program increased by 400% from FY 2012 to FY 2018, with an 84% increase from FY 2017 to FY 2018 alone (see Figure 8). Moving forward, there will be a targeted focus on enrolling and providing specialized services to minors in connection with the eligibility notification process.

Figure 8.



Gender

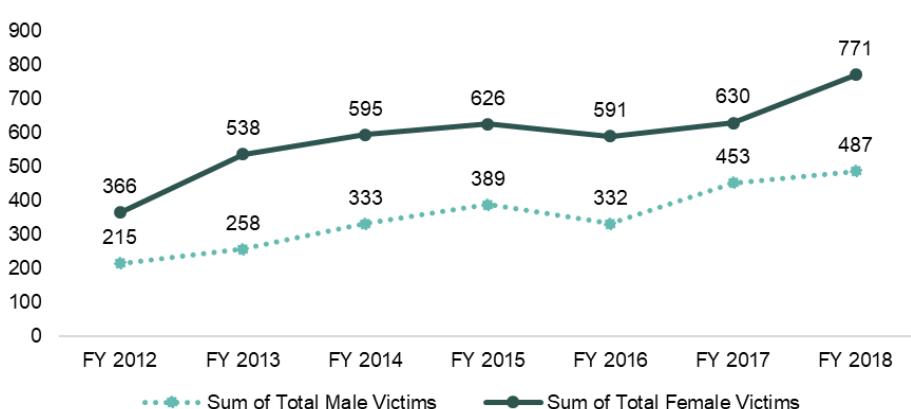
There is an uneven distribution of primary clients with regard to gender. From FY 2012 to FY 2018, 37% of all TVAP victims enrolled were male, 62% were female, and 1% identified as transgender (see Figure 9).

While the available data does not allow for cross analysis, there is a clear overlap between the number of female primary clients and the number of those who experienced labor trafficking, which indicates that women are experiencing labor trafficking at a high rate.

Data from other HHS anti-trafficking grant

Figure 9.

Gender of Victims Enrolled in TVAP



² In coordination with the Department of Justice, Department of Homeland Security, and nongovernmental organization consultants, the Department of Health and Human Services issues eligibility letters through OTIP that certify foreign national minors as victims of a severe form of trafficking in persons, which enables an individual to apply for state and federal benefits to the same extent as a refugee.

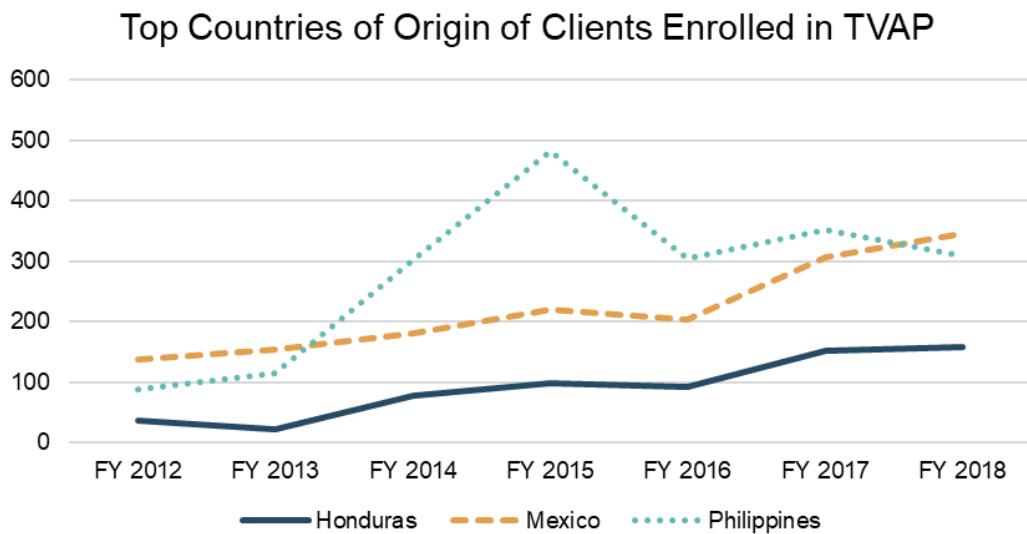
programs such as the Rescue and Restore Victims of Human Trafficking Regional Grant Program, shows that women often experience labor trafficking in industries such as domestic work where they may be providing child or elder care for a family.³ Men commonly experience labor trafficking in the agriculture/field labor sector or in construction. The gender breakdown of enrollees in TVAP kept pace with the overall growth of the program, aside from a more even distribution of 41% male victims and 57% female victims in FY 2017 (see Figure 9).

Country of Origin

Since FY 2012, individuals that receive TVAP services most commonly come from Bangladesh, China, Dominican Republic, El Salvador, Guatemala, Honduras, India, Mexico, Peru, Philippines, South Korea, and Thailand.⁴ In last fiscal year, 26% of TVAP enrollees were from Honduras, El Salvador, or Guatemala; 21% were from Mexico; and 19% were from the Philippines.

The discovery of large trafficking cases, along with the overall trends in migration patterns, can impact the identification of victims and lead to an influx of enrollees in TVAP with a shared country of origin. For example, in FY 2015, there was a large trafficking case in the United States in which hundreds of teachers from the Philippines were subjected to a fraudulent labor scheme. As seen in the uptick in Figure 10, many of these teachers were certified as victims of trafficking and were connected to TVAP for comprehensive case management services.

Figure 10.



Program Completion

Case management services provided by TVAP grantees assist participants with obtaining an HHS Certification or Eligibility letter, enrolling promptly in federal and state benefits and services for which they are eligible, and obtaining employment to re-establish their ability to live independently. Over the course of the two grant cycles, FY 2012 to FY 2018, TVAP grantees helped 603 foreign nationals

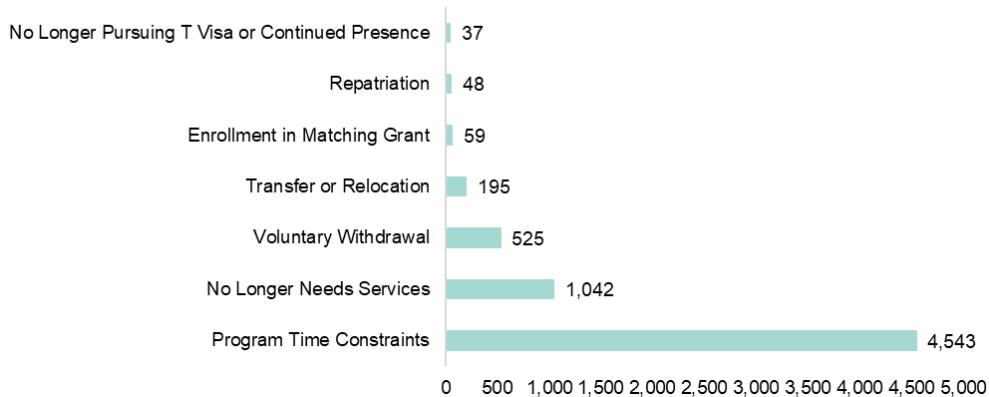
³ More information can be found at <https://www.acf.hhs.gov/otip/resource/restore>.

⁴ Historically, TVAP grantees only recorded the country of origin of newly enrolled clients. In FY 2017, OTIP instructed grantees to begin recording the country of origin of all clients despite their enrollment status.

successfully obtain HHS certification. However, only 14% of victims were able to obtain HHS certification during their 12 months of enrollment in the TVAP program.⁵ TVAP grantees have reported that the 12-month limit does not allow for delays in processing and issuance of Continued Presence or T Visa documentation from the Department of Homeland Security, which is required for foreign national adults to apply for an HHS Certification letter.⁶ The 12-month time constraint was the leading reason clients withdrew from the program from FY 2012 to FY 2018 (see Figure 11). Currently, OTIP is reassessing the enrollment period and seeking to identify the sources of delay in the issuance of Continued Presence or T Visa documentation.

Figure 11.

Reasons Clients Disenrolled from TVAP FY 2012 - 2018



From FY 2012 to FY 2018, 70% of clients who withdrew from TVAP cited the program's time constraints as their reason. 17% of clients withdrew because they no longer needed services or enrolled in subsequent programming such as the Office of Refugee Resettlement's Matching Grant.⁷ Voluntary withdrawal (8% of clients) includes clients who lost contact with the TVAP grantee or service provider or chose to leave the program.

While uncommon, there were occasions when the client chose to repatriate to their home country (1% of cases) or chose to pursue an immigration remedy other than a T Visa or Continued Presence (1% of cases). In these instances, clients were ineligible for HHS certification and therefore ineligible for the grant program.

TVAP clients may also transfer out of the grantee's service area for reasons such as safety concerns or better economic opportunities. In these cases, the grantee transfers the client's case management to

⁵ Calculation of this percentage excludes FY 2016 when TVAP grantees did not report on the number of pre-certified clients who enrolled into the program.

⁶ "NGOs continued to report increased obstacles to obtaining a T visa, noting a continuing rise in the number of requests for additional evidence by adjudicators, including requests that referred to outdated regulations. NGOs also reported increased T visa denials that they believed improperly interpreted relevant statutes and regulations, such as denials based on unlawful acts traffickers compelled victims to commit. NGOs called for improved training for adjudicators that includes detailed guidance on current regulations and a trauma-informed approach. NGOs also expressed concern with lengthy T visa processing times, citing increased vulnerabilities for survivors who lack legal status or whose time-limited support services expire." U.S. Department of State. (2019). *Trafficking in Persons Report*. Retrieved from <https://www.state.gov/wp-content/uploads/2019/06/2019-Trafficking-in-Persons-Report.pdf>

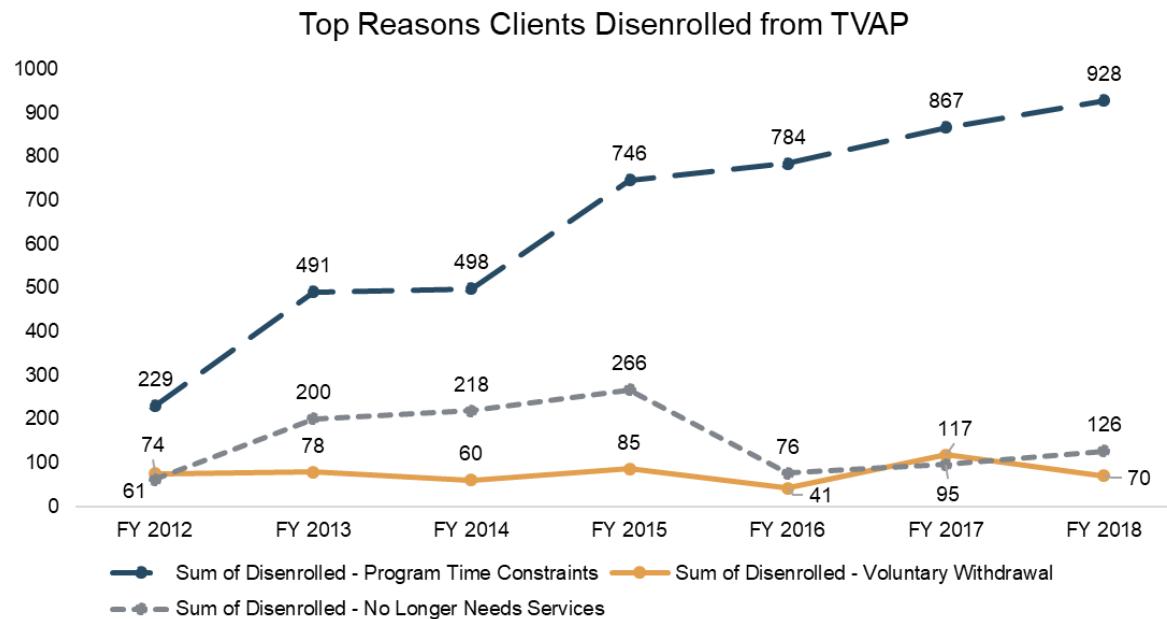
⁷ The Office of Refugee Resettlement's Matching Grant program is an alternative to public cash assistance and provides services to enable eligible populations to become economically self-sufficient within 120 to 180 days of program eligibility.

the new service area. In 3% of cases, clients withdrew from one grantee's program and transferred to another grantee.

In the first year of the grant program, 58% of clients withdrew due to time constraints, while 19% withdrew voluntarily and 15% withdrew because they no longer needed services. After FY 2012, the percentage of voluntary withdrawals from the program decreased by half, while the percentage of clients who withdrew because they no longer needed services nearly doubled in FY 2014.

However, FY 2016 saw a steep decline in clients who withdrew from the program because they no longer needed services, while the amount of clients who withdrew due to program time constraints ballooned to 85%. The transition from the first to the second cohort of grantees took place in FY 2016, which may have impacted the number of clients who withdrew after reaching the 12-month limit on services. However, after the dip in FY 2016, the number of clients who withdrew from TVAP due to no longer needing services continued to climb, representing 11% of total withdrawals in FY 2018 (see figure 12).

Figure 12.



Success of the Program

From FY 2012 to 2018, TVAP grantees have assisted 6,665 pre-certified and certified victims and 2,487 of their qualified family members by providing them with comprehensive case management services and connecting them with public benefits and programs. In FY 2018 alone, TVAP grantees assisted 1,105 clients with housing and 657 clients with employment. The program has provided pre-certified victims with support as they work to rebuild their lives and guided certified victims through family reunification, obtaining public benefits, and securing employment. As the program continues, OTIP will identify additional opportunities to be responsive to evolving needs of foreign nationals who experience a severe form of trafficking in persons.

Recommended Citation

If you would like to reference this document, OTIP recommends the following citation:

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Acknowledgments

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