CHARLES E. GRASSLEY, IOWA, CHAIRMAN

LINDSEY O. GRAHAM, SOUTH CAROLINA
JOHN CORNYN, TEXAS
MICHAEL S. LEE, UTAH
TED CRUZ, TEXAS
JOSH HAWLEY, MISSOURI
THOM TILLIS, NORTH CAROLINA
JOHN KENNEDY, LOUISIANA
MARSHA BLACKBURN, TENNESSEE
ERIC SCHMITT, MISSOURI
KATIE BOYD BRITT, ALABAMA
ASHLEY MOODY, FLORIDA

RICHARD J. DURBIN, ILLINOIS
SHELDON WHITEHOUSE, RHODE ISLAND
AMY KLOBUCHAR, MINNESOTA
CHRISTOPHER A. COONS, DELAWARE
RICHARD BLUMENTHAL, CONNECTICUT
MAZIE K. HIRONO, HAWAII
CORY A. BOOKER, NEW JERSEY
ALEX PADILLA, CALIFORNIA
PETER WELCH, VERMONT
ADAM B. SCHIFF, CALIFORNIA

United States Senate

COMMITTEE ON THE JUDICIARY WASHINGTON, DC 20510-6275

May 27, 2025

## **VIA ELECTRONIC TRANSMISSION**

The Honorable Robert F. Kennedy, Jr. Secretary
Department of Health and Human Services

Dear Secretary Kennedy:

As you know, I've been investigating the Office of Refugee Resettlement's (ORR's) poor vetting of sponsors of unaccompanied alien children (UACs) for over a decade. Last year I referred contractor records to the FBI and Homeland Security Investigations (HSI) documenting the Biden administration's placement of these children with suspicious sponsors, in situations that indicated likely trafficking, smuggling, and exploitation. After I referred this summary and other whistleblower records to law enforcement, HSI analyzed them and determined over 100 sponsors were suspicious enough to warrant further investigation, from a single HHS emergency intake site. Other whistleblowers have confirmed the issues my oversight identified in these records were present at other HHS facilities, raising the specter that thousands of children may have been placed in harm's way nationwide by the Biden administration. In response, HSI issued subpoenas to HHS for information to assist it in finding suspicious sponsors identified in my referral, and the children they sponsored. HSI advised my office last year that the Biden HHS, under former Secretary Becerra, failed to fully comply with two-thirds of subpoenas they issued. HSI only found a handful of sponsors and children, in part because of HHS's failure to provide subpoenaed information to law enforcement. This conduct is unacceptable.

On a March 20, 2025, call with my investigative staff, Acting ORR Director Salazar pledged to review HHS's compliance with these subpoenas, which I appreciate. She also asked to see my law enforcement referral, so I've attached the referral summary to this letter for you and for her. I ask you to review this referral information and ensure HHS complies with the subpoenas and works with law enforcement to address criminal activity in the sponsorship process nationwide. I'd also like to request an immediate update on government-wide efforts to find and rescue children who were placed in harm's way, which I highlighted for you in our meeting on January 9, 2025, during your nomination process.

<sup>&</sup>lt;sup>1</sup> See Press release, Office of Sen. Charles E. Grassley, *RECORDS: HHS Sent Unaccompanied Minors to Sponsors with MS-13 Ties, Potential Trafficking Rings* (Jul. 11, 2024), <a href="https://www.grassley.senate.gov/news/news-releases/records-hhs-sent-unaccompanied-minors-to-sponsors-with-ms-13-ties-potential-trafficking-rings">https://www.grassley.senate.gov/news/news-releases/records-hhs-sent-unaccompanied-minors-to-sponsors-with-ms-13-ties-potential-trafficking-rings</a>.

<sup>&</sup>lt;sup>2</sup> Press release, Office of Sen. Charles E. Grassley, *Grassley Alerts DHS, FBI to Evidence of Human Trafficking; Calls for Immediate Action to Locate & Rescue Migrant Children* (Jan. 24, 2024), <a href="https://www.grassley.senate.gov/news/news-releases/grassley-alerts-dhs-fbi-to-evidence-of-human-trafficking-calls-for-immediate-action-to-locate-and-rescue-migrant-children">https://www.grassley.senate.gov/news/news-releases/grassley-alerts-dhs-fbi-to-evidence-of-human-trafficking-calls-for-immediate-action-to-locate-and-rescue-migrant-children</a>.

<sup>&</sup>lt;sup>3</sup> Notes of briefing from Homeland Security Investigations and the Department of Homeland Security (DHS) on file with Committee staff.

<sup>&</sup>lt;sup>4</sup> Press release, Office of Sen. Charles E. Grassley, *Grassley Highlights Exploitation and Abuse of Migrant Children During Senate Roundtable* (Jul. 9, 2024), <a href="https://www.grassley.senate.gov/news/news-releases/grassley-highlights-exploitation-and-abuse-of-migrant-children-during-senate-roundtable">https://www.grassley.senate.gov/news/news-releases/grassley-highlights-exploitation-and-abuse-of-migrant-children-during-senate-roundtable</a>.

<sup>&</sup>lt;sup>5</sup> Notes of briefing from Homeland Security Investigations and DHS on file with Committee staff.

<sup>&</sup>lt;sup>6</sup> *Id*.

As you know, HHS recently issued a post on the social media site X that confirmed my oversight and the repeated concerns I've raised about the Biden administration's failures to protect unaccompanied children. That post noted, "ORR is digging through nearly 65,000 reports of concerns about unaccompanied children – most ignored, many dismissed – each one a missed chance to protect a child." HHS noted these red flags were "backlog[ged]" from the previous administration and came from UACs, professional staff, the ORR call center, ORR grantees, and other sources. Together they represent, according to HHS, "a systemic failure of the Biden administration," which resulted in "children's lives [being] put at risk." HHS noted there was a backlog of over 7,300 reports related to human trafficking, and this number could grow as HHS carries out "ongoing assessments of trafficking reports." 10

At my request, on May 6, 2025, HHS provided me with data on its efforts to work through this backlog. It reported 528 leads have been referred out of HHS for investigation, and 36 cases have been accepted by U.S. attorneys for prosecution, leading already to seven indictments, eleven arrests, and three convictions. <sup>11</sup> This is a great first step in protecting these children, although HHS reports it has 46,311 backlogged cases still to work through. In addition to these efforts, data analytics should be utilized for all ORR UAC data from the previous administration, with careful interagency cooperation. This would allow law enforcement to find patterns and identify cases that were never flagged as issues of concern due to the lack of adequate software to recognize red flags in the sponsorship process and the lack of adequate training for ORR staff in the previous administration. Not a single child should continue to suffer because of the previous administration's failures.

My oversight on the failure of the Biden HHS to help law enforcement find children also was recently confirmed by the Department of Homeland Security (DHS) Office of Inspector General (OIG). <sup>12</sup> The OIG issued a report showing HHS was not only responsible for failing to adequately vet sponsors, but also failed under the Biden Administration to provide necessary information to law enforcement at DHS to help them find and protect children, and get them into immigration proceedings. <sup>13</sup> I therefore ask you to provide me an update on what steps HHS is taking to address the shortcomings the OIG identified.

After a thorough investigation of the records I referred to law enforcement last year, I also sent an urgent inquiry based on these same records to two dozen organizations that have provided care for, or services related to, UACs in the custody of HHS's Office of Refugee Resettlement. <sup>14</sup> The purpose of my inquiry is clear: to determine the scope and severity of child trafficking and exploitation through the UAC program nationwide. After I made this urgent inquiry, HHS under Secretary Becerra obstructed my investigation and instructed contractors and grantees not to answer, and to instead send my inquiry to the Assistant Secretary for Legislation, who of course also failed to provide any requested information.

<sup>&</sup>lt;sup>7</sup> @HHSGov post on X.com (11:11 a.m. April 22, 2025), https://x.com/HHSGov/status/1914698523762639067.

<sup>&</sup>lt;sup>8</sup> HHS, Admin. For Children and Families, Off. of Refugee Resettlement (ORR), *Interagency Summary* (May 6, 2025), on file with staff

<sup>&</sup>lt;sup>9</sup> @HHSGov post on X.com, supra n. 7.

<sup>&</sup>lt;sup>10</sup> Interagency Summary, *supra* n. 8.

<sup>&</sup>lt;sup>11</sup> Id

<sup>&</sup>lt;sup>12</sup> U.S. Department of Homeland Security, Office of Inspector General, *ICE Cannot Effectively Monitor the Location and Status of All Unaccompanied Alien Children After Federal Custody*, OIG-25-21 (Mar. 25, 2025), <a href="https://www.oig.dhs.gov/sites/default/files/assets/2025-03/OIG-25-21-Mar25.pdf">https://www.oig.dhs.gov/sites/default/files/assets/2025-03/OIG-25-21-Mar25.pdf</a>.

<sup>13</sup> *Id* 

<sup>&</sup>lt;sup>14</sup> Press release, Office of Sen. Charles E. Grassley, *Grassley Scrutinizes HHS's Improper Care of Unaccompanied Migrant Children* (April 30, 2024), <a href="https://www.grassley.senate.gov/news/news-releases/grassley-scrutinizes-hhss-improper-care-of-unaccompanied-migrant-children">https://www.grassley.senate.gov/news/news-releases/grassley-scrutinizes-hhss-improper-care-of-unaccompanied-migrant-children</a>.

To date, these entities have refused to provide records related to specific cases. You must instruct all HHS contractors and grantees that they are not precluded by their contracts, cooperative agreements, or any other agreements, from fully responding to congressional oversight requests.<sup>15</sup>

When I met with you on January 9, you pledged to cooperate with this investigation and make sure the records I requested are provided. During your confirmation hearing, you also pledged to bring "radical transparency" and once again agreed to cooperate with this investigation. <sup>16</sup> On a recent call with my staff, Acting Director Salazar pledged to begin providing these records directly to my office to further my investigation. <sup>17</sup> I look forward to receiving those records in full.

Accordingly, so that Congress can conduct thorough oversight of HHS and its efforts to protect UACs released to sponsors, I ask you respond to the following requests no later than June 10, 2025:

- 1. Please provide a detailed update on all actions taken by HHS after its review of the attached law enforcement referral summary, as well as an update on its compliance with subpoenas issued by HSI that were not fully complied with during the previous administration.
- Please provide an update on HHS's involvement in, and awareness of, any government-wide, interagency efforts to identify and intercept trafficking networks or individuals who may be exploiting the UAC sponsorship process, including any interagency data analytics of ORR UAC records.
- 3. Please provide an update on HHS's progress in working through the 65,000 backlogged reports of concern that were left unaddressed by the Biden Administration, and rolling updates at least every two weeks thereafter, until the backlog is cleared.
- 4. Please provide an update on HHS's efforts to fix problems identified by the DHS OIG reports on Immigration and Custom Enforcement's failure to issue notices to appear to UACs. Please include a detailed explanation of what information is currently shared between ORR and DHS related to UACs and UAC sponsorships, as well as any changes to the information sharing policies in effect during the Biden Administration.
- 5. Please provide copies of all correspondence between or among HHS and ORR contractors and grantees notifying these entities in writing that they are not precluded by their contracts, cooperative agreements, nondisclosure terms, or any other reason, from fully answering my information requests and complying with congressional oversight.

<sup>&</sup>lt;sup>15</sup> Press release, Office of Sen. Charles E. Grassley, *Grassley Reignites Oversight of HHS's Unaccompanied Migrant Children Program* (Mar. 11, 2024), <a href="https://www.grassley.senate.gov/news/news-releases/grassley-reignites-oversight-of-hhss-unaccompanied-migrant-children-program">https://www.grassley.senate.gov/news/news-releases/grassley-reignites-oversight-of-hhss-unaccompanied-migrant-children-program</a>.

<sup>&</sup>lt;sup>16</sup> United States Senate Committee on Finance, *Hearing to Consider the Nomination of Robert F. Kennedy, Jr., of California, to be Secretary of the Health and Human Services*, response to questioning by Sen. Charles E. Grassley (Jan. 29, 2025), <a href="https://www.finance.senate.gov/hearings/hearingto-consider-the-nomination-of-robert-f-kennedy-jr-of-california-to-be-secretary-of-health-and-human-services">https://www.finance.senate.gov/hearings/hearingto-consider-the-nomination-of-robert-f-kennedy-jr-of-california-to-be-secretary-of-health-and-human-services</a>; Press release, Office of Sen. Charles E. Grassley, *Grassley Secures HHS Nominee Kennedy's Support for Rural Health Care, Ag, Key Agency Issues* (Jan. 29, 2025), <a href="https://www.grassley.senate.gov/news/news-releases/grassley-secures-hhs-nominee-kennedys-support-for-rural-health-care-ag-key-agency-issues">https://www.grassley.senate.gov/news/news-releases/grassley-secures-hhs-nominee-kennedys-support-for-rural-health-care-ag-key-agency-issues</a>.

<sup>&</sup>lt;sup>17</sup> Notes of May 1, 2025, phone conversation on file with staff.

Thank you for your prompt attention to this request. If you have any questions about this request please reach out to James Layne on my Committee staff at (202) 224-5225.

Sincerely,

Charles E. Grassley

Chairman

Committee on the Judiciary

## Referral

Potential Criminal Activity Involving Potential Human Trafficking for Labor and Sex Referred by Senator Charles E. Grassley Ranking Member, Senate Committee on the Budget

#### Introduction

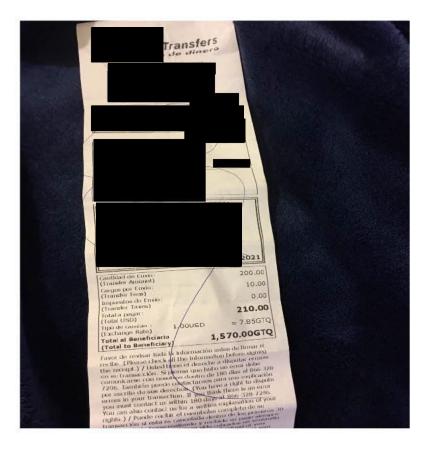
The information in this attachment, and the supporting records, have been provided pursuant to legally protected whistleblower disclosures. This attachment includes pertinent information relating to multiple incidents. Our office will provide the entire set of files we have received for purposes of investigation. Records referenced below will be readily found in the files we intend to transmit to your office, separated by location and case, under the sub-folder "Case File Examples," for your ease in finding the referenced documents.

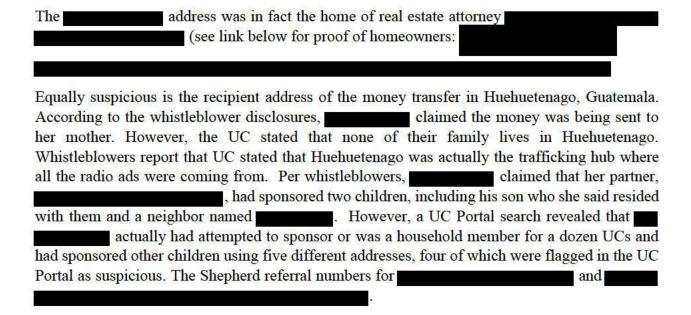
We ask that you review all of the information provided. We ask that you work to determine if there is human trafficking or other crimes, and take immediate steps to locate and save these children.

#### Florida On June 15, 2021, UC . DOB /2005,manager that his father found a covote by a radio advertisement in Guatemala and that his father to the U.S. 1 The paid roughly \$2,500 for this coyote to transport UC sponsor for and his sister, , DOB 2003, , a category 3 purported distant provided false proof of address at cousin of UC (see receipt below).

**Specific Instances of Potential Human Trafficking** 

<sup>1</sup> This file is located under		-
see also	in the same folder, as well as information on	
, in the same folder with file name		

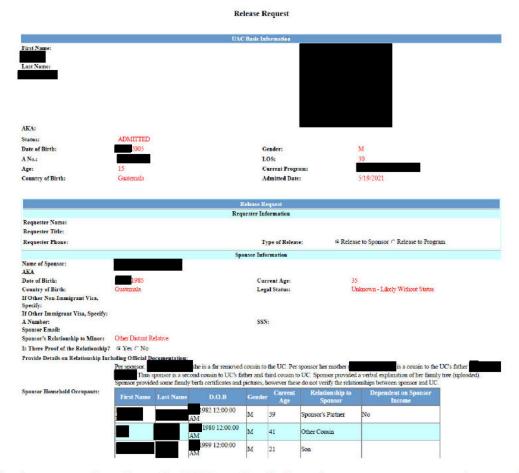




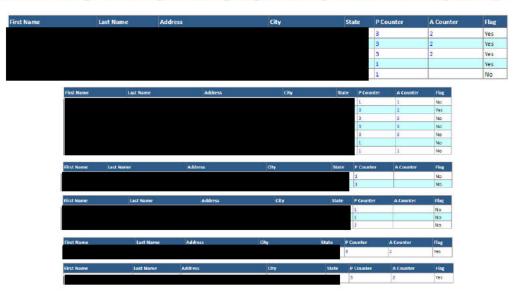


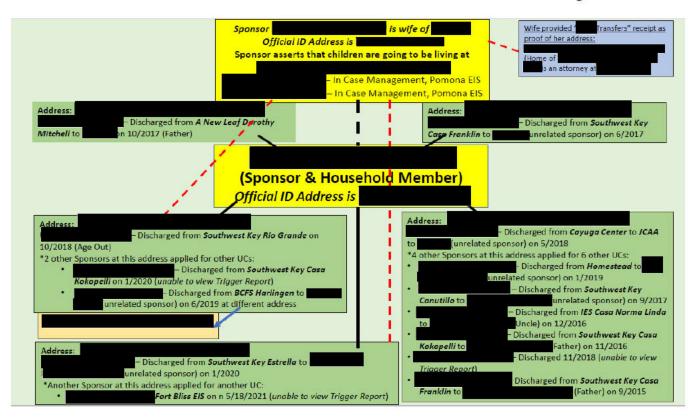


On June 15, 2021, it was determined that the sponsor's address had been used in previous and another sponsor named sponsorships by the name The case manager recommended UC sponsorship with the named parties be denied on the basis of this suspicious activity, and also because of sponsor's inability to provide proof of address, familial or social relationship prior to UC travel to the U.S., the child's inability to identify the sponsor, and because the potential sponsor provided information about the UC family members that contradicted information from the UC about his immediately family, such as incorrect number of UC siblings and inability to corroborate family member identification based on photo identification. The release request document notes that, "Based on the address search on previous sponsorship [the case manager] concluded that there are multiple indicators that sponsor and sponsor's partner have sponsored/been household members on multiple UCs with multiple farming community." This indicates the potential for labor addresses in the trafficking in this case. Equally concerning is the fact that neither UC was listed in the HHS ORR contractor census reports for the facility, dating from August 2021 to October 2021.



The following screenshots from the UC Portal and chart shows has provided five addresses and is connected to sponsors attempting to sponsor UCs from both the Fort Bliss EIS and Pomona Fairplex EIS, again raising suspicions of potential trafficking activity:

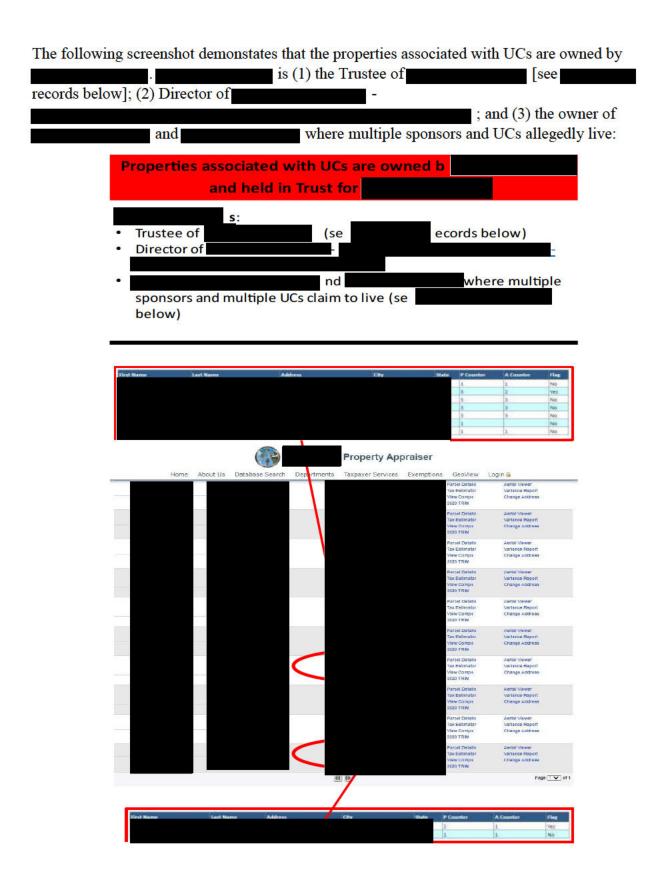




The following screenshot provides additional details on these addresses, including the names of sponsors and UCs<sup>2</sup>:

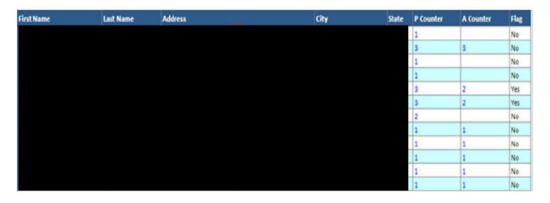


<sup>&</sup>lt;sup>2</sup> The reference to "Do NOT Release" in the screenshot refers to not releasing UCs.



Possible Trafficking Ring at	, California
	he ID Card notes a date of birth for lurry, the ID number appears to be
IDENTIFICACIÓN COS CONSULAS ID CARD	MALA NSULAR
the others presented it as two variations of the address in "and " .") The names of the	apartment, assorship pending at this address at were provided in slightly different and address as while address are:  Another apartment in the with the same last name as any that and any that and any that and assorber children in a scheme to draw
Despite on ID card and the alread address, he attempted to sponsor two other children at a different in It is unclear from the information provided when with ID card and the alread address, he attempted to sponsor two other children at a different in ID card and the alread address, he attempted to sponsor two other children at a different in ID card and the alread address, he attempted to sponsor two other children at a different in ID card and the alread address, he attempted to sponsor two other children at a different in ID card and the alread address, he attempted to sponsor two other children at a different in ID card and the alread address.	10-5 PK

This UC Portal screenshot shows sponsors at this apartment building:



A total of 19 UCs are shown as either having been sponsored or in the process of being sponsored in the apartment building at the time of the screenshot in 2021. According to the documentation provided, in the building was flagged after two UCs were released to the apartment. Whistleblowers state failed to reveal he was attempting to sponsor a child at another facility. The case manager only learned about this when accidentally sent the case manager the paperwork and supposed proof of relationship for the ), who was housed at Southwest Key Casa Houston other UC, claimed to be the uncle of two UCs, facility. , admitted to the EIS on June 28, 2021, and admitted to Southwest Key Casa Houston on June 4, 2021. After reviewing the paperwork for the two UCs, according to whistleblowers, the case manager found no evidence of relationship between and the UCs. This screenshot shows many sponsors also at nearby buildings on complex account for a total of 20 UCs, with eight more along with the sponsorship applications and three of the sponsors being flagged as suspicious:



## Unusual number of sponsors and UCs at one address

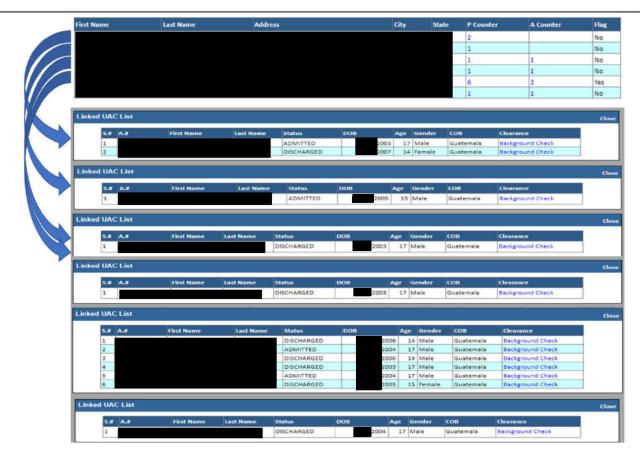
The following screenshot from the UC Portal shows six sponsors with different surnames who had already sponsored a total of six children at the same address,

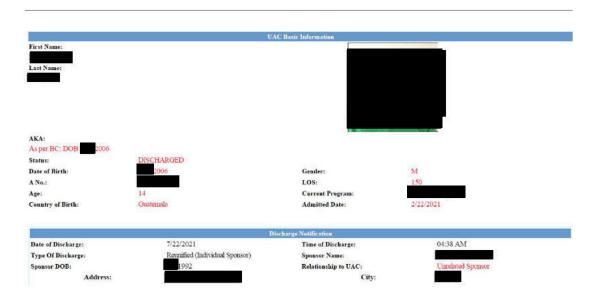
One of these sponsors,

, is flagged, likely because of having three UCs sponsored, while applying to sponsor three more. In total, the six sponsors and potential sponsors have applied to sponsor a dozen children at this single address. Although this screenshot is from 2021, at least two of the children listed are still minors:

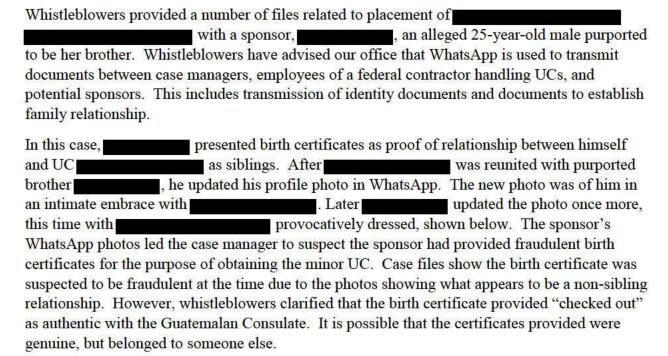
and

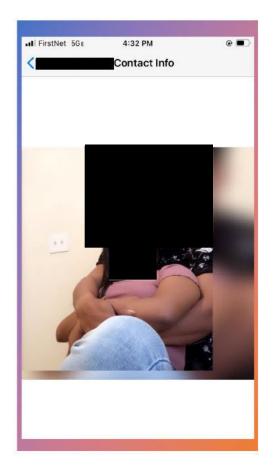
(additional information on from the UC Portal follows the sponsor and UC montage from the UC portal below, which also verifies that he was released to an unrelated sponsor at this address):





# - Fraudulent Birth Certificate Used to Sponsor Minor Female







According to the whistleblowers, Case Manager Team Leads researched Sponsor social media profile, which generated disturbing results of "a female laying in a pool of blood with slash marks in various places on her scantily dressed body."

Whistleblowers disclosed that the case managers who viewed the links reported child sexual abuse material (CSAM).

A significant incident report (excerpts shown below) was filed at the related to but it noted that law enforcement and CPS were not notified. Shortly after the filing of the SIR, whistleblowers submitted the incident to local law enforcement. The likely fraudulent use of a document to obtain sponsorship, as well as the public display of suggestive photos support suspicion of sex trafficking in this incident.



Four months earlier, facility to the same sponsor, at the time he sponsored according to rec	claimed a different address,
living with him at the time of the sponsorship, but a "UC Portal street search" that household members	pers were indeed sponsoring other UCs. One he time had sponsored six UCs. He also had who
<ul> <li>The Consular ID card numbers are different.</li> <li>The addresses are different (apartment.</li> <li>He had two unexpired IDs he presented for the newest ID he appears to be younget.</li> <li>Claimed an address at the property for other sponsors.</li> </ul>	for sponsorship or than in the older ID (as seen below on the left) in, and apparently claimed
REPUBLICA DE GUATEMALA IDENTIFICACIÓN CONSULAR CONSULAR ID CARD  Note se plasme  Selectivo has ann  Jacket in Nice al Busin Charles State  Inches in Nice al Busin Charles State  Nice and Sta	REPÚBLICA DE GUATEMALA IDENTIFICACIÓN CONSULAR CONSULAR ID CARD  NOMBRE DE LOCAL DE
, according to whistleblower record	s, had previously sponsored 3 UCs, none of

whom were enrolled in school, and one of whom had run away. Records we are turning over to

you have the names and A#s of those children.



Photos on file for show that she appears to be significantly older than the 17 years of age she reported to HHS:



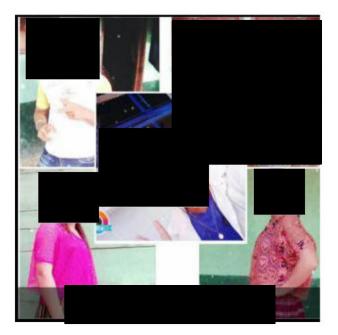
at the time of whistleblower records was located at and her documentation is suspected to be fraudulent due to what appears to be a complete mismatch between her reported age and that reported on the identification documents she provided. Whistleblowers discovered that the same as Eacebook connection with the whose profile states:

(translated: "Boss at

Trafficking of Love, Kisses, Turning Heads, and Conquering Hearts <3 Expert at making you fall in love and captivating you <3<3") In profile are pictures that appear to show under the name "grand"," along with young females, identified as "and "grand"."



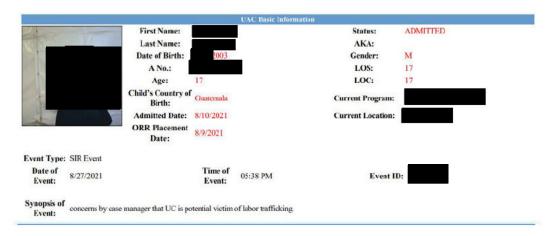
Additional photographs on Facebook profile show a young male without his shirt and a young female with a short-cut dress, with low cut top and a number hanging from her side, as if at a beauty pageant or even an auction.





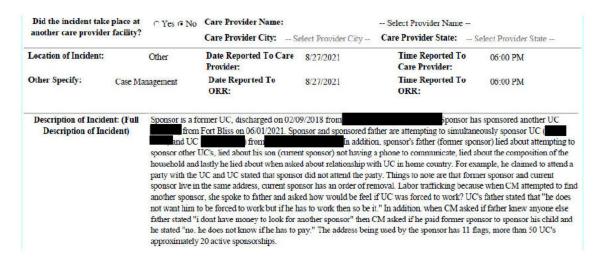
In addition, whistleblowers have revealed that the addresses and and when queried in the UC Portal return an astonishing 329 hits, including sponsors using various addresses and/or combinations of similar addresses, and using various iterations of their first, middle, and last names to avoid being flagged in the system as suspicious. It is also important to note that despite these attempts to avoid flags, these addresses nonetheless had "multiple flags due to document fraud, noncompliant home study reports, unresponsive to post-release services, and CPS reports filed following home visits." According to the whistleblowers, there are also multiple undisclosed sponsors in single households, which constitutes a failure to report adult household members, another possible red flag for trafficking.

with DOB 2003, 2003, then aged 17, was found by his case manager to be a potential victim of labor trafficking in August 2021, according to a significant incident report.



According to the SIR, the potential sponsor, and his father were trying to simultaneously sponsor two UCs from the at their address on in the simulation. The SIR noted that the potential sponsor's father lied to case management about trying to sponsor other UCs, lied about his son (who was a current sponsor)

not having a phone to communicate, lied about the composition of the household and lied when asked about the relationship with the UC in the home country. When the case manager spoke with the potential sponsor's father and asked how he would feel if the child were forced to work, the father responded about his son, the potential sponsor: "he does not want him to be forced to work but if he has to work then so be it."



When the case manager did a query of the UC Portal, the CM discovered that the address being used by the sponsor had 11 flags, more than 50 UCs, and 20 active sponsorships. The following screenshot from the UC Portal shows the large number of sponsors at the address, with 64 children having been placed there and 86 sponsorship applications:





## Office of Refugee Resettlement (ORR) Interagency Summary

## As of May 6, 2025

## Background:

ORR identified a backlog of over 65,000 reports regarding Unaccompanied Alien Children (UAC) that were unaddressed during the prior administration. These reports were received from various sources; the ORR call center, Office of Trafficking in Person, grantees, UACs themselves or other professional staff. The reports can range in severity from basic address changes to reports of criminal activity and immediate safety concerns. Since discovering the issue, current ORR leadership took swift action, by utilizing existing resources, and organizing a team of internal ORR Subject Matter Experts (SMEs) to review and address the concerns. identify unactioned critical safety concerns, criminal investigative leads, and address information updates.

Furthermore, ORR created an interagency initiative in Mid-February 2025, to jointly action criminal investigative leads. When a backlog report is reviewed and believed to need additional investigative steps it is sent to the interagency for law enforcement response. Separately, but related, ORR is still receiving new concerns and reports every single day, we are actioning responses using these new established processes which we intend to permanently formalize.

Backlog		
Source of Backlog	Totals	
Notifications of Concern Backlog	56,591	
Human Trafficking Reports Backlog	7,346*	
Fraud Leads	1,688	
Backlog Total	65,605	
Backlog Processed	18,868	
Backlog Remaining	46,311	

ORR Interagency Room		
Action	Totals	
Interagency Room Leads	2247	
Leads Referred for Investigation	528	
Cases Presented to AUSAs	37	
Investigations Accepted by AUSAs	36	
Indictments	7	
Arrest Warrants Issued	25	
Arrests	11	
Convictions	3	
Investigations Declined by AUSAs	0	
Leads Closed – Not actionable	221	

<sup>\*</sup> Data subject to change based on ongoing assessments of trafficking reports.